

# MEASUREMENT ACTION FREEDOM

An independent assessment  
of government progress towards  
achieving UN Sustainable  
Development Goal 8.7





*Front cover image:*

*New York, US, September 2015. Projections are seen over the General Assembly building and United Nations headquarters. The projections include the 17 Sustainable Development Goals displayed during the celebration of the 70th anniversary of the UN. Credit: Kena Betancur/ Getty Images for Global Goals*

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WORK TOGETHER TO  
**DEVELOP**  
INDICATORS AND  
**ADOPT**  
THESE TO TRACK  
PROGRESS TO  
**ERADICATE**  
ALL FORMS OF  
**MODERN SLAVERY**  
UNDER SDG 8.7.


## LEADERS SUPPORTING MEASUREMENT, ACTION, FREEDOM:

● *Civil society needs an accurate roadmap to effective government action in ending modern slavery. The SDG 8.7 is a huge opportunity in our engagement with government to inspire strategic actions that identify and serve the needs of survivors, prosecute offenders and tackle socio-economic injustices.*

*Walk Free's 'Measurement, Action, Freedom: An independent assessment of government progress towards achieving UN Sustainable Development Goal 8.7' report is a useful roadmap and tool to help us understand and focus our advocacy efforts at the national and regional levels. This report also provides a landscape for us on the ground and helps us navigate our strategies in engaging with governments to realize and localize SDG targets.*

*This report's inclusion of survivor experiences and healing is a powerful example of how we can optimise survivor voice and their experiences to freedom in our advocacy and policy work to end modern slavery. Walk Free's integration of the services of Regenesys, a survivor-employing data collection service is a strong example of meaningful engagement with survivors at every level of research.*

*Finally, the report correctly highlights the still limited role of the private sector in tackling labour exploitation. Civil society needs to engage with local businesses to expand economic opportunities for families and communities to help address the root causes of trafficking.*



Cecilia Flores-Oebanda  
CEO, Voice of the Free (formerly Visayan Forum Foundation)

● *Measuring the response to modern slavery is difficult. The data is hidden and hard to get at. We know that in order to eradicate a crime that affects over 40 million people worldwide, government action and collaboration to achieve UN Sustainable Development Goal 8.7 are crucial. Yet, it has been challenging to pinpoint how and where governments can take targeted, effective measures to eliminate forced labour, human trafficking and child labour.*

*That's why the new report by Walk Free, 'Measurement, Action, Freedom: An independent assessment of government progress towards achieving UN Sustainable Development Goal 8.7', is such an important tool for the anti-slavery movement. This report will galvanize action to achieve SDG 8.7 and help those in the anti-slavery community better understand the role of government in combatting modern slavery.*

*From my perspective as the chief executive of an organization that is dedicated to ending modern slavery – and deeply committed to improving the knowledge base – Walk Free's new report is a big step forward. In a field that still remains far too uncoordinated, this report takes an important look at what governments around the world can and must do to end modern slavery. The Freedom Fund welcomes this effort, and we are hopeful it will drive real progress against the ambitious goal of eradicating slavery by 2030.*



Nick Grono  
CEO, Freedom Fund

● *Walk Free's 'Measurement, Action, Freedom: An independent assessment of government progress towards achieving UN Sustainable Development Goal 8.7' report highlights governments' performance on addressing the issue of human trafficking. Advocacy can be extremely difficult without data and information that can guide civil societies on the areas of focus. Our hope is that this report will help in identification of these areas of focus and begin a conversation on what government progress looks like and can be improved.*



Sophie Otiende  
Programme Consultant, Awareness Against Human Trafficking (HAART Kenya)





●●  
*A man holds a photo during a protest against slavery in Libya in front of the Libya embassy in Madrid on 26th November, 2017. Those protesting were angry at evidence of migrants in Tripoli being auctioned off, as well as European policies that have led to the forcible return to Libya of migrants trying to reach Europe via the Mediterranean. Refugees and migrants are particularly vulnerable to modern slavery and many countries across the world are increasingly closing their borders to those seeking to migrate. Credit: Juan Carlos Lucas/NurPhoto via Getty Images.*





●●

Dust covers a 55-year-old migrant worker from India who has just finished a shift working at a brick kiln in Nepal, which provides him with a monthly wage of US\$100. The brick industry in Nepal employs over 200,000 people, many of whom face harsh living and working conditions. Workers in the sector experience unsafe workplaces, unhealthy working hours, and exploitation such as working under bonded and forced labour conditions. Credit: Narayan Maharjan/ NurPhoto via Getty Images



# FOREWORD

BY ANDREW FORREST

Its victims are bound to toil for little or no pay, are forced to engage in exploitative sex work, or are married against their will. Its cost is individual freedom and economic stagnation. Its impact is global, and no country is immune.

Modern slavery is a human rights abuse of our own making. Ending it is a choice the world can make.

In 2015, government leaders agreed to the Sustainable Development Goals (SDGs) to help achieve fair, inclusive, and sustainable development by 2030. SDG 8.7 calls on all governments to take immediate and effective measures to end forced labour, modern slavery, and human trafficking, as well as child labour in all its forms.

But since then, progress made toward ending these abhorrent practices has been *disgracefully marginal*. The world must accelerate action to end this crime. We must ensure our leaders do more and hold them accountable to delivering on their commitment.

But how?

I subscribe to the belief that if you can't measure something, you can't fix it. If we want to achieve SDG 8.7 by 2030, we need to know more about where, why, and how people are enslaved, and what progress we are making in freeing them. We need to know which governments are tackling this crime and what measures they are taking. We need to understand what responses are working and how we can have the greatest impact.

Measurement has long been a core focus of Walk Free's work. Our Global Slavery Index is the world's only country-by-country estimate of people living in modern slavery. It is through this work, and our partnership with the International Labour Organization, that we know how and where 40.3 million people are being exploited.

Only with this visibility can we pursue effective strategies to end modern slavery and hold governments accountable for their actions. This report is an important contribution to those efforts. It provides a baseline of

current government action and a roadmap for progress and, significantly, it calls for the United Nations and member states to develop indicators to track progress towards the eradication of modern slavery under SDG 8.7. The status quo does not drive the accountability needed to achieve this crucial target — without indicators to report on, and measure progress against, the visibility and pressure on governments necessary to drive change doesn't exist.

It's like hoping your team scores a goal ... on a field where there are no goalposts. It will never happen.

In this report, we find encouraging examples of governments taking action that has resulted in an increase in prosecutions, the extension of victim support services, and the ratification of ILO instruments.

Overall, however, the measurements in this report underscore that global progress in tackling modern slavery has been hugely disappointing. We know that 47 countries globally have not yet recognised human trafficking as a crime in line with international standards. Nearly 100 countries still fail to criminalise forced labour or, if they do, the penalty for this form of exploitation amounts to nothing more than a fine. Less than one-third of countries protect women and girls from the terrible harm of forced marriage. This is not a situation that any of us should tolerate.

The findings in this report tell us that the world will not deliver on SDG 8.7 by the 2030 target date, forgoing the unique opportunity the Sustainable Development Agenda provides the international community to effect change as part of a global movement.

Accordingly, we must redouble our efforts and mobilise the full power of businesses, faiths, and the global community toward a common purpose: energising and galvanising governments to do more — much more — to end modern slavery in their countries.

We must all hold ourselves and each other to account for ending the misery of our fellow human beings.

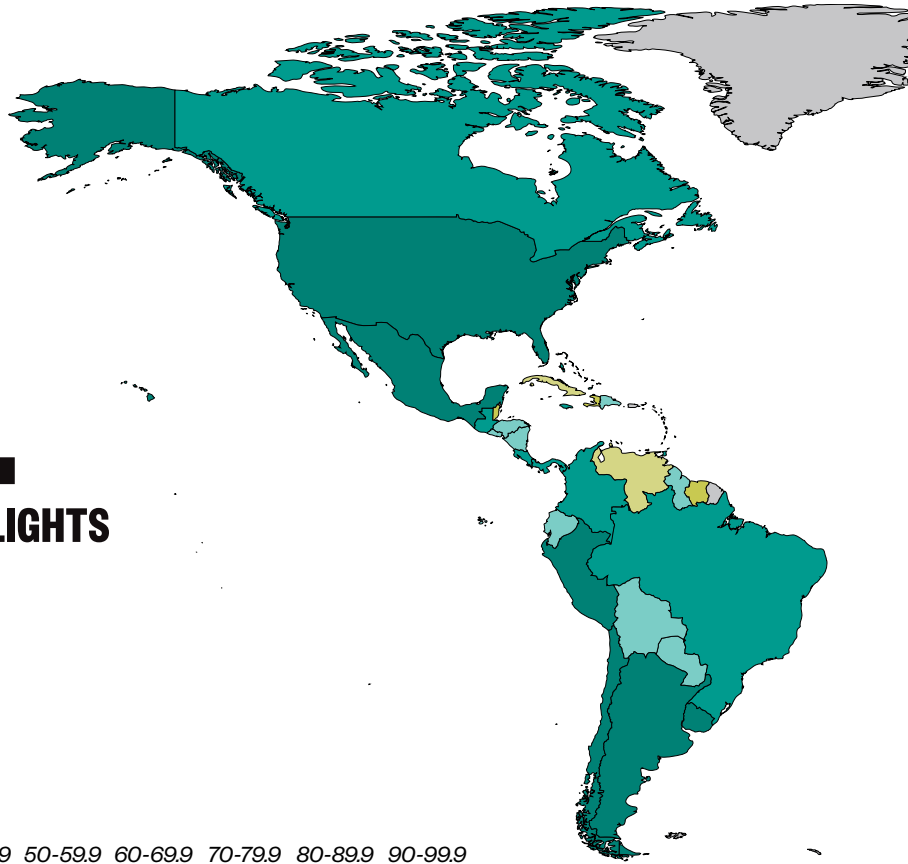
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# MEASUREMENT ACTION FREEDOM



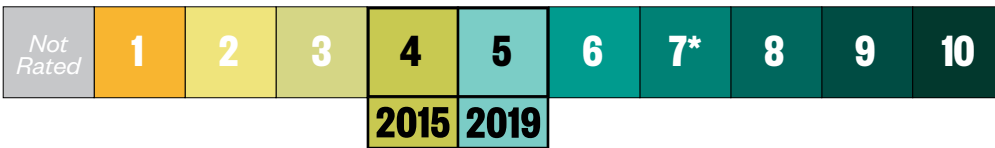


# GLOBAL

## GOVERNMENT RESPONSE HIGHLIGHTS

### AVERAGE GOVERNMENT RESPONSE SCORE

% <0-9.9 10-19.9 20-29.9 30-39.9 40-49.9 50-59.9 60-69.9 70-79.9 80-89.9 90-99.9



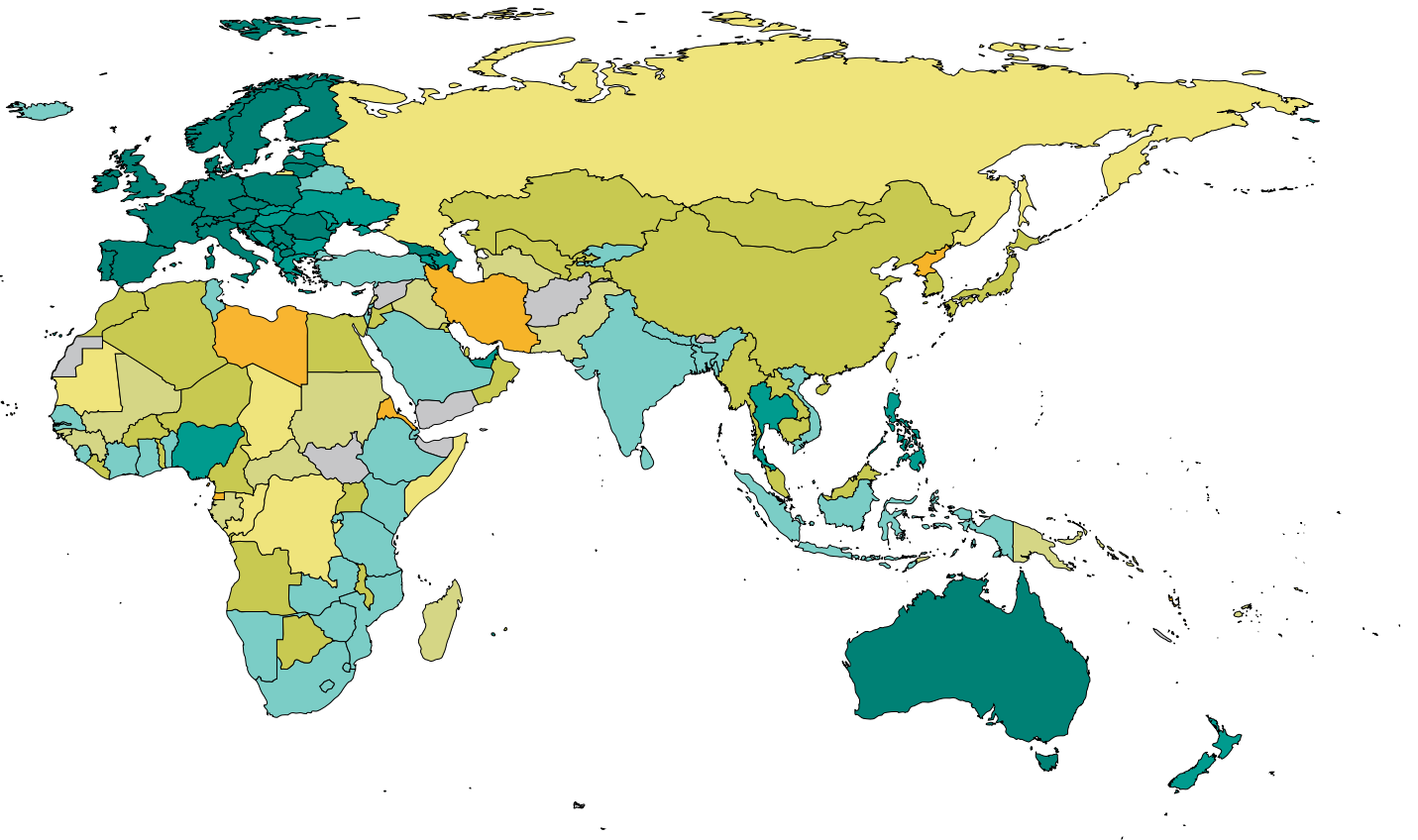
\*No country can be awarded above a 7 if there are any negative indicators in their score

### LEAST ACTION

<b>NORTH KOREA</b>
<b>ERITREA</b>
<b>LIBYA</b>
<b>IRAN</b>
<b>EQUATORIAL GUINEA</b>
<b>BURUNDI</b>
<b>DEM. REP. CONGO</b>
<b>CONGO</b>
<b>RUSSIA</b>
<b>SOMALIA</b>

### MOST ACTION

<b>UNITED KINGDOM</b>
<b>NETHERLANDS</b>
<b>UNITED STATES</b>
<b>PORTUGAL</b>
<b>SWEDEN</b>
<b>ARGENTINA</b>
<b>BELGIUM</b>
<b>SPAIN</b>
<b>CROATIA</b>
<b>AUSTRALIA</b>



### KEY GAPS IN RESPONSE

Of the 183 countries in this report:

**95**

do not provide support services for all victims of modern slavery

M1

**133**

have not criminalised forced marriage

M2

**60**

deport or detain foreign victims for immigration violations

M3

**20**

have state-imposed forced labour

M4

**146**

do not address risks in business supply chains

M5

### WEAK RESPONSE RELATIVE TO WEALTH\*

<b>QATAR</b>
<b>SINGAPORE</b>
<b>KUWAIT</b>
<b>BRUNEI</b>
<b>HONG KONG, CHINA</b>
<b>RUSSIA</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

<b>GEORGIA</b>
<b>NIGERIA</b>
<b>UKRAINE</b>
<b>MOLDOVA</b>
<b>ETHIOPIA</b>
<b>MOZAMBIQUE</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita



# EXECUTIVE SUMMARY

No country in the world is exempt from modern slavery. Regardless of size, population or wealth, this insidious crime permeates national borders and global supply chains. Even in countries with seemingly strong laws and systems, there are critical gaps, particularly for the most vulnerable. Serious, collaborative action to respond to modern slavery is long overdue.

Four years since all UN member states reached agreement on the Sustainable Development Agenda, progress to achieve Sustainable Development Goal (SDG) 8.7, which aims to eradicate modern slavery, has been incredibly slow. Beyond honouring their commitment to the SDGs, there is a moral imperative for governments to respond to this gross abuse of human rights. If the world is serious about ending the enslavement of 40.3 million people, governments will need to redouble efforts to identify victims, arrest perpetrators, and address the drivers.



*Lamia Haji Bashar is pictured during an AFP interview in Stuttgart, southwestern Germany, on October 28, 2016. Nadia Murad and Lamia Haji Bashar, who survived a nightmare ordeal of kidnapping, rape and slavery at the hands of ISIS jihadists, won the European Parliament's prestigious Sakharov human rights prize in 2016. Credit: Thomas Kienzle/AFP/Getty Images*

At the UN level, progress towards the SDGs is measured by a global indicator framework and Voluntary National Reviews, where governments report on their own activities against these indicators. This approach is hampered, however, by the lack of indicators on all forms of modern slavery under SDG 8.7, as well as the voluntary nature of this reporting. Without clear indicators to measure progress toward the 2030 goal, governments are not able to report systematically and consistently, nor can they be held to account.

In the absence of official indicators, this report, *Measurement, Action, Freedom*, provides an independent assessment of 183 governments and their responses to the challenge of modern slavery. In it, governments are assessed against their ability to identify and support survivors, to establish effective criminal justice systems, to strengthen coordination mechanisms and be held to account, to address underlying risk factors, and to clean up government and

business supply chains, all in order to eradicate modern slavery. The findings shine a light on those taking strong action, identify those that are lagging, and highlight the activities that should be prioritised.

## **FINDINGS AT THE GLOBAL LEVEL**

Governments are not on track to eradicate modern slavery and achieve SDG 8.7 by 2030. Although there is a trend toward improvement, with the global average score since 2015 increasing from 4 out of 10 to 5 out of 10, the pace of change falls far short of what the scale and severity of modern slavery demands.

While the improved responses in approximately 50 percent of countries are acknowledged, this means that half of all countries in this report have not reported any meaningful change in their response or have taken a backward step. Governments are falling short even in the most fundamental aspects of a strong, committed response.

Some of the key gaps include:

- **Of the 183 countries assessed, only 31 have ratified the ILO's 2014 Forced Labour Protocol.** Forty-seven countries have not criminalised human trafficking in accordance with the definitions outlined in the UN Trafficking Protocol; a further 96 countries have not criminalised forced labour, and 133 have not criminalised forced marriage. Ratifying the Forced Labour Protocol and criminalising all forms of modern slavery are the most basic steps a country can take, but we find that many countries have failed to take these actions.
- **Victims are not being identified.** Despite the large number of countries that have provided training to their police (166) and to immigration officials, border guards, or labour inspectors (141) on how to identify victims, the rates of identification remain extremely low. An estimated 40.3 million men, women, and children were living in modern slavery in 2016. In the same year, the number of victims identified globally was a fraction of that. Governments cannot extend protection to victims they cannot reach and, at present, they are failing at the first step – identification.
- **Survivors are being let down by a lack of services,** with limited options for men, children, and migrant populations in 95 countries. Many victims are also subject to re-traumatisation due to officials' limited understanding of their needs. In 71 countries, victims face criminal charges for crimes committed while exploited, and in 60 countries, victims are deported or detained for immigration violations. These figures are likely to be underestimated, with limited publicly available information on these issues. Survivors are also largely excluded, with few governments taking concrete action to engage directly with them to strengthen their policy response.
- Despite there being an estimated 16 million people in forced labour exploitation in the private economy worldwide, **engagement with business is limited.** Only 40 countries have investigated public or business supply chains to tackle labour exploitation. This includes mandatory reporting legislation in Australia, the UK, and the US, as well as the establishment of guidelines for public procurement specialists across the EU.

## COUNTRY-LEVEL ACTION...AND INACTION

Despite the slow progress, the 10 countries taking the most action to respond to modern slavery are:

1. United Kingdom
2. Netherlands
3. United States
4. Portugal
5. Sweden
6. Argentina
7. Belgium
8. Spain
9. Croatia
10. Australia

These countries are characterised by strong political will, high levels of resources, and a strong civil society that holds governments to account. However, not all of these countries have matched good policy with effective enforcement. There are low numbers of identified victims, as in Croatia, or few prosecutions for labour exploitation, as in the Netherlands. Countries with otherwise strong responses also may have restrictive and discriminatory migration policies, which continue to be a key driver of modern slavery, as is the case in the EU, UK, the US, and Australia.

The 10 countries taking the least action to respond to modern slavery are:

1. North Korea
2. Eritrea
3. Libya
4. Iran
5. Equatorial Guinea
6. Burundi
7. Democratic Republic of the Congo
8. Congo
9. Russia
10. Somalia

According to the 2018 Global Slavery Index, approximately 6.9 million people were in some form of modern slavery in these countries. This amounts to 17 percent of the total number of people in modern slavery living where there is limited, if any, government action. These countries are characterised by government complicity (North Korea and Eritrea), low levels



of political will (Iran), high levels of corruption (Equatorial Guinea), or widespread conflict (Libya). Few victims are being identified and there are even fewer prosecutions. There is also evidence that governments are actively enslaving part of their population in some of these countries. In North Korea, there are reports that prisoners are forced to labour in camps under threats of violence, and actual violence, to themselves and their families.

## TAKING ACCOUNT OF CAPACITY TO RESPOND

When correlated against GDP (PPP) per capita, some countries stand out as taking relatively robust action when compared with those that may have stronger economies and a greater capacity to act. Countries such as Georgia, Nigeria, Ukraine, Moldova, Ethiopia, and Mozambique are notable for taking steps to respond to modern slavery despite having limited resources. Both Mozambique and Ethiopia have criminalised human trafficking in line with the UN Trafficking Protocol; in Mozambique, victims who participated as witnesses in criminal proceedings were able to access witness protection programs in 2018. In contrast, there are wealthier countries that have done little when it comes to combating modern slavery. Qatar, Singapore, Kuwait, Brunei, Hong Kong, and Russia stand out as taking relatively limited action despite the size of the problem they confront and the national resources at their disposal. In Hong Kong, evidence suggests that victims are increasingly being treated as criminals for conduct that occurred while under the control of their exploiters.

## THE WAY FORWARD

At the current rate of progress, achieving SDG 8.7 is impossible. Based on best available estimates, we need to free some 10,000 people per day in order to eradicate modern slavery by 2030. *Measurement, Action, Freedom* highlights that the rate of change required to achieve this goal must be far more aggressive. Without renewed commitment from every country and effective measurement, millions will continue to be enslaved. We are calling on all governments to:

**Work together to develop indicators and adopt these to track progress to eradicate all forms of modern slavery under SDG 8.7.**

Based on our analysis of current government responses to SDG 8.7, we urge that all governments, at a minimum, take the following actions:

1. Increase identification of, and improve assistance for, modern slavery victims.
2. Ratify the ILO Protocol of 2014 to the Forced Labour Convention, 1930.
3. Strengthen existing modern slavery legislation to ensure that all forms of exploitation are criminalised and penalties are severe.
4. Empower women and girls by providing primary education for all.
5. Strengthen national laws to protect labour rights for all workers in both the formal and informal economy.

Beyond these minimum requirements, we recommend that governments:

6. Ensure survivor voices are included in all aspects of the response by consulting with victims and providing avenues for their input.
7. Enforce legislation by providing training and resources for police, prosecutors, judges, and defence attorneys.
8. Remove barriers to victim participation in the criminal justice system, such as ensuring access to visas, compensation, and restitution.
9. Develop evidence-based National Action Plans or strategies.
10. Engage with business and strengthen strategic partnerships to tackle modern slavery.

The SDGs were not meant to be divisible nor achieved by a single government acting alone. Therefore, cooperation and coordination are crucial. Governments should participate in regional and bilateral fora to share resources and expertise. International organisations should provide technical capacity to implement the above recommendations, while civil society should work together to hold governments to account.

Through the precise *measurement* of progress and identification of gaps in current responses to SDG 8.7, we can galvanise immediate and effective *action* towards the eradication of the most extreme forms of exploitation, and bring about the *freedom* of 40.3 million people in modern slavery.

Together, we all have a role to play in ending modern slavery.



# MEASURING PROGRESS TOWARDS SUSTAINABLE DEVELOPMENT GOAL 8.7



●●  
 Kiev, Ukraine, October 20, 2018. Ukrainian women silently protest against exploitation to raise awareness of human trafficking and slavery. Credit: STR/NurPhoto via Getty Images

In 2015, the United Nations General Assembly adopted a set of 17 Sustainable Development Goals (SDGs). In doing so, member states signalled their commitment to collectively address global challenges in order to achieve peace and prosperity for all by 2030. There are no “easy” SDGs and achieving them requires that, as a global community, we aggressively pursue their implementation and monitor our progress throughout.

“Without evidence of where we stand now we cannot confidently chart our path forward in realizing the Sustainable Development Goals”<sup>1</sup> — António Guterres, Secretary-General of the United Nations

At the UN level, progress towards the SDGs is measured by Voluntary National Reviews (VNRs), where governments report on their progress, against the UN’s global indicator framework.<sup>2</sup> This framework is comprised of 232 indicators reviewed and developed by the Inter-agency and Expert Group on SDG Indicators (IAEG-SDG), which is composed of representatives from member states. Essentially, governments help shape the framework against which they report on a voluntary basis.

In his foreword to the 2018 Sustainable Development Goals Report, UN Secretary-General António Guterres concluded that despite encouraging progress in some areas, “*progress is insufficient to meet the [Sustainable Development] Agenda’s goals and targets by 2030.*” The measurement of progress towards certain SDGs remains hampered by the lack of reliable, timely, accessible, and disaggregated data.



In addition, there remain many challenges in the collection, processing, and analysis of comparable data across UN member states. For some SDGs, such as SDG 8.7, measurement is hampered by a more fundamental problem — the absence of indicators required for assessing progress.

## **THE STATE OF MEASUREMENT OF SUSTAINABLE DEVELOPMENT GOAL 8.7**

While the measurement issues faced by other SDGs also apply here, the measurement of progress to end modern slavery is prevented by the lack of clear indicators. As with other SDGs, 8.7 is ambitious in committing all nations to:

“Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”<sup>3</sup>

Currently, there is only one indicator for SDG 8.7 and that is the proportion and number of children aged 5 to 17 years engaged in child labour by sex and age. Some forms of modern slavery are covered under SDGs 5.3, which is dedicated to eliminating child, early, and forced marriage and 16.2, which seeks to end abuse, exploitation, trafficking and all forms of violence against children. The indicators respectively measure the proportion of women aged 20 to 24 who were married before age 15 and before age 18, and the number of victims of human trafficking per 100,000 by sex, age, and form of exploitation.<sup>4</sup> However, there are no indicators relating to forced labour, modern slavery, the worst forms of child labour, and the recruitment and use of child soldiers.

## **THE PROCESS OF SETTING AN INDICATOR**

The IAEG-SDG classifies each indicator into a three-tier system based on its level of methodological development and the availability of data at the global level. While initially classifying the sole indicator for SDG 8.7 at Tier 1, it was subsequently downgraded to Tier 2, reflecting a conclusion that data are not regularly produced by countries. The indicator for SDG 16.2 was similarly downgraded based on data availability.<sup>5</sup>

The downgrading means countries are not required to regularly report against these measurements, which prevents the establishment of a baseline and subsequent benchmarking, and hinders the official measurement of progress towards SDG 8.7 and related targets.

The IAEG-SDG's 2020 Comprehensive Review will include consideration of the refinement, adjustment, deletion, or addition of indicators. The IAEG-SDG has indicated that additional indicators could be considered in exceptional cases where a crucial aspect of a target is not being monitored by current indicators or when a goal has very few Tier 1 or Tier 2 indicators.

## **VOLUNTARY NATIONAL REVIEWS**

In recent years, the usefulness of Voluntary National Reviews has been called into question. Despite noting an improvement in standards from earlier years, an assessment of the 46 VNRs submitted at the 2018 High-Level Political Forum found that fewer countries prepared an assessment of the SDGs in terms of policies or data that could inform the implementation of the 2030 Agenda.<sup>6</sup> The assessment by the Canadian Council for International Cooperation also identified a lack of baselines from which to measure progress and found that information on data availability, including disaggregated data, was often unclear or not articulated.<sup>7</sup>

Reporting on SDG 8.7 — against the single indicator on child labour — is particularly weak. A recent report indicates only 25 of the 46 2018 VNRs reported on SDG 8.7 in some form.<sup>8</sup> Two nations that have been active and committed to tackling modern slavery have considered themselves unable to report on the child labour indicator. Australia reported that it is unable to report on this indicator or the indicator on early marriage under SDG 5.3, due to there being no existing suitable data sources.<sup>9</sup> Canada advised that its VNR did not report on SDG 8.7, noting that the child labour indicator is “not applicable in the Canadian context.”<sup>10</sup>

In sum, the first two years of the Voluntary National Reviews have revealed serious limitations in the national reporting of progress to achieve SDG 8.7.

## THE WAY FORWARD

In 2016, there were an estimated 40.3 million people in modern slavery. Without concerted action to tackle this serious issue, these individuals are in danger of being left behind. The action required should begin with the setting of clear indicators to measure the problem and our progress tackling it. With this in place, governments would be able to report systematically and consistently on their progress to eradicate all forms of modern slavery and be held accountable for their progress.

The 2020 IAEG-SDG Comprehensive Review of the SDG Indicators provides a possible opportunity for reform. However, this will only come to fruition if member states and national statistics offices begin to revitalise their data collection tools, in particular by using the International Conference of Labour Statisticians (ICLS) guidelines concerning the measurement of forced labour.<sup>11</sup>

International agencies and partnerships also have a clear role to play. The Addis Ababa Action Agenda notes that, in order to strengthen the means of implementation of the SDGs, data from a country's national statistical system should be supplemented with data from civil society.<sup>12</sup> The involvement of multiple stakeholders in the process of data collection and the mobilisation of support through partnerships to strengthen national capacity are also emphasised by the 2018 Voluntary Review Synthesis.<sup>13</sup>

In the interim — while additional indicators are developed, support is given to national statistical offices, and partnerships are formed — it falls to civil society to provide the impetus to ensure countries are held accountable for their SDG commitments. The International Labour Organization and Minderoo Foundation's Walk Free initiative (Walk Free), in partnership with the International Organization for Migration, have already contributed to SDG 8.7 by publishing the 2016 Global Estimates of Modern Slavery, which aims to provide accurate and reliable data to raise awareness and enable policy makers to take strategic decisions based on evidence.<sup>14</sup>

In the absence of an official indicator, this new report, produced solely by Walk Free, provides a comprehensive and independent assessment of the measures taken by governments that contribute to eliminating modern slavery. It provides a platform for civil society to advocate reform agendas in individual countries and adds to other civil society efforts such as the Sustainable Development Solutions Network, Delta 8.7, and many other NGOs trying to fill the gaps in official SDG measurements. Through the precise *measurement* of progress and identification of gaps in current responses to SDG 8.7, we can galvanise immediate and effective *action* towards the eradication of the most extreme forms of exploitation, and bring about the *freedom* of 40.3 million people in modern slavery.

**TOGETHER WE ALL  
HAVE A ROLE TO  
PLAY IN ENDING  
MODERN SLAVERY**





# COMMENTARY

## **INTENSIFIED EFFORTS ARE NEEDED TO ACHIEVE SDG TARGET 8.7 BY 2030**

*Urmila Bhoola, UN Special Rapporteur on contemporary forms of slavery*

## **MEASURING GOVERNMENT EFFORTS FOR THE SDGS**

*Guillaume Lafortune and Guido Schmidt-Traub, United Nations Sustainable Development Solutions (SDSN)*

## **SPEAKING OUR TRUTH: SURVIVORS' VOICES ON GOVERNMENT RESPONSES TO MODERN SLAVERY**

*Utthan, a survivor leaders' collective in India*



●●  
 New York, US, September 19, 2016. Former British Prime Minister Theresa May heads a round table discussion on modern slavery with world leaders, including President of Nigeria Muhammadu Buhari (L) and former Australian Prime Minister Malcolm Turnbull (R) at the UK's permanent representatives residence during the 71st session of the UN General Assembly. Credit: Christopher Furlong/Getty Images

## INTENSIFIED EFFORTS ARE NEEDED TO ACHIEVE SDG TARGET 8.7 BY 2030

Urmila Bhoola, *UN Special Rapporteur on contemporary forms of slavery*

Four years ago, in September 2015, all UN Member States agreed to the 2030 Sustainable Development Agenda. They also committed to achieving SDG target 8.7, which consists of “taking immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour, including the recruitment and use of child soldiers, and by 2025 end child labour in all its forms.” This time-bound global commitment is of enormous significance, as it has the potential to free millions of people from bonded labour, forced labour, forced marriage, domestic servitude and other contemporary forms of slavery.

Progress towards SDG 8.7 has started to take place, for example with regard to national legislation that many countries are introducing to criminalise slavery and related forms of exploitation. As a result, about half of the countries (82 of 183) assessed in this report currently criminalise slavery and forced labour (87 countries) or servitude. This indicates that in spite of the progress achieved, substantial gaps remain in the translation of international definitions and obligations into domestic law.

A second encouraging example is that in recent years, a number of governments have taken additional steps towards ensuring criminal justice for cases of forced marriage, most recently in Morocco, New Zealand, Estonia and Spain. Alongside criminal justice efforts, some states have adopted civil and administrative provisions requiring large companies to report on slavery risks in their supply chains and, in some cases, financial portfolios. And as Walk Free estimates, some 40 countries have taken action globally to investigate supply chains, including Brazil, the UK, the United States and Australia. This is a major increase





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*East Java, Indonesia, September 23, 2013. A migrant worker group called Anugerah Abadi gathers at a carnival to raise awareness of the vulnerabilities of Indonesians working overseas. Even though migrant workers contributed US\$9 billion in remittances in 2016, many experience abuse and exploitation. Those in Singapore, Malaysia, Hong Kong and GCC countries have reported violence, torture, and rape. Domestic workers are particularly vulnerable. Credit: Arief Priyone/LightRocket via Getty Images*

compared to 2015 when only four countries were systematically monitoring supply chain compliance. Such strengthened engagement with businesses is essential, given that many forms of today's slavery take place in the private sector.

In spite of these encouraging developments, a lot more remains to be done, in particular as factors such as transformations in the world of work, climate change and migration increase the vulnerability of many people to exploitation. In light of these daunting challenges, there is an urgent need to step up action by states, the private sector, civil society and the international community if slavery is to be eradicated from the world by 2030. It is also essential that an indicator on SDG target 8.7 is developed in order to ensure that progress is measured effectively and in a unified way across all countries.

As highlighted in my most recent report presented to the Human Rights Council in 2018 (A/HRC/39/52), a spotlight needs to be shed on certain, largely invisible sectors such as domestic work. Paid domestic work is a highly feminised sector, with recent estimates indicating that there are 70 million domestic workers employed by households worldwide, of which 49.2 million (70 percent) are women and 11.5 million are migrant women.

These figures remind us that fighting gender-based discrimination, increasing equal opportunities for women and girls and ensuring

girls' access to education as an antidote to child marriage and child labour needs renewed attention. Survivors of contemporary forms of slavery themselves need to be at the centre of all action in this regard in order to ensure that their voices are heard and their needs are addressed effectively.

Civil society has an equally critical role to play to hold governments and businesses to account, for example by monitoring and keeping track of the implementation of the Sustainable Development Goals as shown by the present report. I would like to commend Walk Free for issuing this study which through its independent assessment of government progress towards achieving Sustainable Development Goal Target 8.7 constitutes a key resource to the fight against slavery.

Civil society also has an important role to play in conducting advocacy regarding the importance of prioritising SDG target 8.7, including as it is interlinked with many other SDGs. Alliance 8.7 provides a unifying structure and a framework for collaboration between the actors working to address different forms of exploitation. I am hopeful that this multi-stakeholder partnership will lead to addressing contemporary forms of slavery in a more coordinated, holistic way if we all make best use of it.

## MEASURING GOVERNMENT EFFORTS FOR THE SDGS

Guillaume Lafortune and Guido Schmidt-Traub,  
*United Nations Sustainable Development Solutions (SDSN)*

With the 2030 Agenda and the Sustainable Development Goals (SDGs), countries have committed themselves to time-bound targets for Prosperity, People, Planet, Peace, and Partnership — known as the five Ps. Meeting the 17 SDGs and the underlying 169 targets will require deep transformations in every country. Market forces alone will not achieve the SDGs. Instead, directed transformations are needed to develop the technologies, promote public and private investments, and ensure the development of adequate governance mechanisms that are needed to achieve the time-bound goals.

As part of the SDGs, 193 countries have committed to ending child labour and slavery under SDG target 8.7. In the run-up to the adoption of the SDGs in 2015, the Sustainable Development Solutions Network (SDSN) supported a time-bound, transformative target on child labour and slavery. According to the latest figures published by the International Labour Organization (ILO) and Walk Free, an estimated 40.3 million people are living in some form of modern slavery. Women and children are particularly vulnerable. As highlighted by Walk Free in this report, despite some improvements in recent years, much more needs to be done if we are to achieve SDG 8.7.

*The Sustainable Development Report 2019*,<sup>15</sup> co-produced by the SDSN and the Bertelsmann Stiftung, shows that more efforts are needed to achieve the SDGs by 2030. The report finds that no country is on track for achieving all goals and that every country, including high-income countries, face major challenges on a least one of the goals. Achieving the SDGs will require deep changes to current policies, investments, and technologies.

Many governments have asked the SDSN and members of its Leadership Council how they might organize the implementation of the SDGs. Building on the work of the World in 2050 initiative<sup>16</sup> — organised by SDSN, the International Institute for Applied Systems Analysis (IIASA), and the Stockholm Resilience Centre (SRC) — we propose that implementation be organized in six broad “SDG Transformations” that describe major

societal changes to transform resource use, institutions, technologies, and social relations.

To aid implementation, the SDG Transformations should align with the way governments are organised and, together, they should cover the 17 goals and associated targets. They should also support system-based approaches for implementation. Just as decarbonization of energy systems requires strategies that cover the entire energy system — including power generation and transmission, transport, buildings, and industry — ending child labour and slavery requires holistic strategies that cover the full education system, school-to-work transition, labour standards, and other drivers of poverty, inequalities, and discrimination.

Accordingly, the SDSN is preparing a detailed report on the six Transformations, including tools for designing and implementing them.

To ensure that the SDGs can be achieved, the six Transformations need to be underpinned by two cross-cutting principles. First, governments and their partners need to ensure that each transformation is designed and implemented to uphold fairness and social inclusion under the principle “Leave No One Behind.” This applies particularly to public services, such as health and education, infrastructure services (transport, water, sanitation, energy), and environmental resources use. Second, every Transformation needs to reduce humanity’s environmental footprint by promoting circularity in material flows and the decoupling of environmental resource use and pollution from human well-being.

Together, the six Transformations cover key interventions needed to achieve the 17 SDGs. Implementing them requires clear pathways towards achieving the long-term goals that can, in turn, guide shorter-term policies. Such pathways should be reviewed by stakeholders and be improved continuously based on their feedback. In this way, they become a method for problem solving that can foster a societal dialogue on how, for example, energy systems can be decarbonized in ways that are technically feasible, affordable, and socially just. A central challenge for governments will be to foster such societal problem solving and to align the machinery of government with achieving the long-term transformations.

To see whether countries are on track towards achieving the SDGs, we need to understand their policy frameworks and commitments to the goals. A country starting from poor sustainable development outcomes may have

adopted the right mix of policies, including budgets, regulation, incentive for private investments, and so forth, which puts it on track to achieve the goals by 2030. The converse is equally possible. Poor policies, a change of government can take any country away from meeting the goals. Therefore, monitoring progress towards the SDGs requires timely international data, as presented in the SDR2019, as well as tracking of government policies and commitments to implement the goals.

## SUSTAINABLE DEVELOPMENT GOALS



●●  
Credit: United Nations Sustainable Development Goals

We identify three principal layers to track government policies and commitments for the goals: (1) high-level public statements by governments in support of sustainable development; (2) strategic use of public practices and procedures for the goals (coordination mechanisms, budget, procurement, human resource management, data and audits); (3) content of government strategies and policy actions. Monitoring all three layers provides useful information but layer (3) provides the most actionable and valuable inputs for achieving the SDGs.

We welcome the ground-breaking work conducted by Walk Free to track not only statistics on forced labour and forced marriage, but also the policy environment and government commitments. Considering time lags in international data reporting, this is necessary to hold governments accountable

on a real-time basis. The Climate Action Tracker does similar types of assessments by tracking government commitments to achieve the targets set in the Paris Climate Agreement. SDSN is currently exploring the possibility of launching a programme of work tracking commitments for sustainable land-use. We need these types of assessments for a broader set of SDG targets.

Yet, it is important to track not only domestic commitments and implementation but also transboundary effects (so-called “spillover” effects). In a highly interdependent world, countries’ action can have positive or negative effects on other countries’ ability to achieve the SDGs. Such international “spillovers” are pervasive and have been growing fast with growth in trade exceeding the growth in world gross product.<sup>17</sup> Tolerance for poor labour standards in international supply chains harms the poor, children and women in particular, in many developing countries.<sup>18</sup> As the IMF has recently shown,<sup>19</sup> poor countries require increased international development assistance if they are to meet the goals.

High-income countries should play a bigger role, including by monitoring closely their socio economic and environmental impacts embodied into trade, in promoting decent working conditions and more broadly in supporting the transition to a world where no one is left behind.

The important work by Walk Free, including through its report *Measurement, Action, Freedom*, makes a critical contribution to implementing the SDGs, particularly, in this case, SDG 8.7 and the eradication of modern slavery. Moving forward, it will be important to explore ways in which we can expand these assessments to other sectors and policy goals. These assessments should cover domestic commitments, strategies, and long-term pathways as well as international actions, including by high-income countries, that support or undermine the achievement of the SDGs.



Six SDG Transformations underpinned by the principles of leaving no one behind and circularity & decoupling

## Leave No One Behind

1. **EDUCATION, GENDER, AND INEQUALITY**  
*SDGS 1, 5, 7-10, 12-15, 17*
2. **HEALTH, WELLBEING, AND DEMOGRAPHY**  
*SDGS 1, 2, 3, 4, 5, 8, 10*
3. **ENERGY DECARBONIZATION AND SUSTAINABLE INDUSTRY** *SDGS 1-16*
4. **SUSTAINABLE FOOD, LAND, WATER, AND OCEANS** *SDGS 1-3, 5, 6, 8, 10-15*
5. **SUSTAINABLE CITIES AND COMMUNITIES** *SDGS 1-16*
6. **DIGITAL REVOLUTION FOR SUSTAINABLE DEVELOPMENT** *SDGS 1-4, 7-13, 17*



## Circularity and Decoupling

1. **Education, Gender, and Inequality.** Involving ministries of Education, Science and Technology, Gender Equality and Family Affairs this Transformation covers investments in education (early childhood development, primary and secondary education, vocational training and higher education), social protection systems and labor standards, and R&D. It directly targets SDGs 1, 2, 4, 5, 8, 9, and 10, and reinforces other SDG outcomes.
2. **Health, Wellbeing, and Demography.** Groups interventions to ensure Universal Health Coverage (UHC), promote healthy behaviors, and address social determinants of health and wellbeing. It directly targets SDGs 2, 3, and 5 with strong synergies into many other goals. Implementation will need to be led by ministries of health.
3. **Energy Decarbonization and Sustainable Industry.** This transformation groups investments in energy access; the decarbonization of power, transport, buildings, and industry; and curbing industrial pollution. It directly targets SDGs 3, 6, 7, 9, 11-15, and reinforces several other goals. Implementation will require coordination across a large number of industries, including energy, transport, buildings, and environment.
4. **Sustainable Food, Land, Water and Oceans.** Interventions to make food and other agricultural or forest production systems more productive and resilient to climate change must be coordinated with efforts to conserve and restore biodiversity and to promote healthy diets alongside major reductions in food waste and losses. Important trade-offs exist between these interventions, so we recommend identifying and addressing them inside one transformation, which will need to mobilize a broad range of ministries, such as agriculture, forestry, environment, natural resources, and health. This broad transformation directly promotes SDGs 2, 3, 6, and 12-15. Many other SDGs are reinforced by these investments.
5. **Sustainable Cities and Communities.** Cities, towns, and other communities require integrated investments in infrastructure, urban services, as well as resilience to climate change. These interventions target of course SDG 11 and they also contribute directly to goals 6, 9, and 11. Indirectly virtually all SDGs are supported by this transformation, which relies on leadership from the ministries of transport, urban development, and water resources.
6. **Harnessing the Digital Revolution for Sustainable Development.** If managed well, digital technologies, such as artificial intelligence and modern communication technologies can make major contributions towards virtually all SDGs.

Source: Based on TWI2050 (2018) and advice from members of the SDSN Leadership Council.

| BertelsmannStiftung



Sustainable Development Report 2019  Transformations to achieve the SDGs



<https://www.sdgindex.org/reports/sustainable-development-report-2019/>

## SPEAKING OUR TRUTH: SURVIVORS' VOICES ON GOVERNMENT RESPONSES TO MODERN SLAVERY

*Utthan, a survivor leaders' collective in India*

Survivors are critical to a government's response to modern slavery. Their lived experience is fundamental to assessing these responses and providing insights into the development of laws, policies, and programs. Survivors know the direct impact of policies, along with what has and, as importantly, what hasn't worked to support victims of exploitation, punish the perpetrators, address underlying drivers, and to engage and coordinate across all stakeholders in a response.

This is not without its challenges. Minh Dang, Executive Director of Survivor Alliance, has pointed out that often survivor voice is treated as tokenistic, in that one survivor is invited to speak on behalf of all survivors by sharing their personal story. Meaningful engagement is often perceived as too difficult by non-survivors, while survivors face challenges of re-traumatisation with limited other options for engagement.

For these reasons, the survivor leader's collective Utthan partnered with Survivor Alliance and Minderoo Foundation to hold a workshop with survivors of sex and labour trafficking from across India. Based in the Indian state of West Bengal, Utthan is comprised of 20 survivors of sex trafficking who are now advocates and fight for rights and entitlements not only for themselves but for many other survivors. Survivor Alliance is an organisation that unites and empowers survivors of human trafficking and slavery around the world.

This three-day workshop was to review Minderoo's conceptualisation of a government response and to ask survivor leaders what is missing from its current framework, as well as what is important to combat modern slavery. This workshop was held in Kolkata in April 2019, building on a model developed by Survivor Alliance and Minderoo Foundation, the Lived Experience Expert Group, that was initially held in the UK in October 2018.

This was the first time that survivors in India gathered together to share their lived experiences and their perspectives on government progress — or lack of progress as the case may be — to respond to and prevent modern slavery. Survivors were paid as consultants for their time and expertise.

The Kolkata workshop provided invaluable information on what was actually important from those who have experienced modern slavery. For example, the group highlighted the following:

- The **importance of criminal justice** to combating modern slavery, both in terms of the need for strict punishments for traffickers, but also to empower victims. Survivors highlighted the need for the Counter Trafficking Bill to be passed by the Indian Parliament. Specific mechanisms were described to allow victims to access justice, including the importance of **compensation and video testimony**.
- The group stated that **addressing forced labour in supply chains was the most important milestone to a government response**. The role of business was discussed in terms of organisations that traffic women, particularly brothels. There is a need for businesses to be registered, and those that are found to exploit individuals should be shut down and criminals prosecuted. This needs to include business owners, not just lower level employees.
- **Victim assistance is critical to addressing modern slavery**. There needs to be support that goes beyond rescue and that also extends to male victims, not just women and girls. Some believed there was a need to prioritise victims, and to provide them with support, safety, and resilience over all other interventions.
- The survivor leaders highlighted **the importance of the government response rating and regular reviews of government interventions** to ensure that no one falls through the cracks in the system and justice is served.
- **Coordination, monitoring, and accountability** were also seen as important to the group. This included mechanisms to ensure that different agencies are talking to each other, that their staff have received training, and that hotlines are monitored. This would prevent wastage. Survivors play an important role in this coordination of a response.





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*Indian migrant workers in Nepalese brick factories undertake the backbreaking work of carrying coal to the kiln. Credit: Narayan Maharjan/NurPhoto via Getty Images*

- **Addressing poverty and corruption and providing safe migration corridors** were also highlighted as important initiatives by the group.

Beyond this useful feedback, members of the group stated that they felt that the workshop enabled them to meet with other survivors, as well as learn more about the work of the Minderoo Foundation, and gather information that they could take back to their communities and groups. They felt empowered to use the report to hold their government to account, and they were keen to use the findings to push for legislative change in the coming months.

While the survivors felt that this was an important workshop, they also expressed that there needed to be more opportunities for this engagement to continue, including providing future pathways to feed their perspectives and experiences into Minderoo's data collection.

 **Utthan**  
 Rising together. Action together.





# ABOUT THE REPORT

## TERMINOLOGY

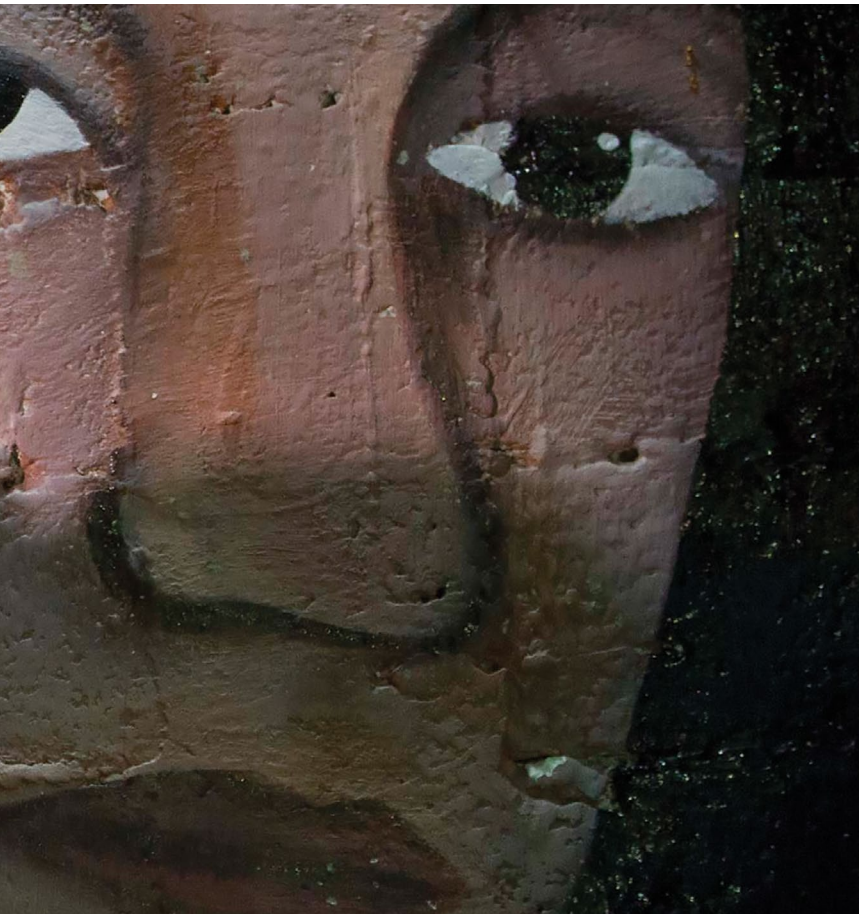
Countries use differing terminologies to describe modern forms of slavery. This includes how they describe slavery itself, but also other concepts such as human trafficking, forced labour, debt bondage, forced or servile marriage, and the sale and exploitation of children.

This report reflects the terminology used in Sustainable Development Goal 8.7, which calls on all nations to:

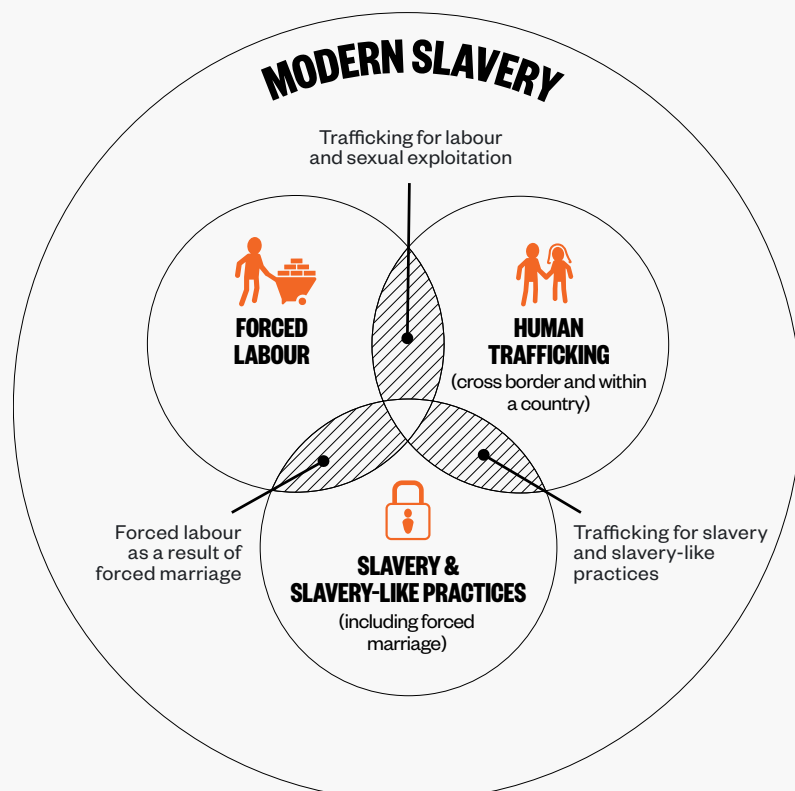
“Take immediate and effective measures to end forced labour, modern slavery, and human trafficking, as well as child labour in all its forms.”

In this report, “modern slavery” is used as an umbrella term that focuses attention on the commonalities across these concepts. Essentially, it refers to situations of exploitation that a person cannot refuse or leave because of threats, violence, coercion, deception, or abuse of power.<sup>20</sup>

Refer to Appendix 1 for full terminology.



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 Non-profit group Caravan of Mothers of Missing Migrants reunites a mother and son after 15 years of separation. The group has, since 2005, crossed the Mexican territory each year to raise awareness and to search for lost children and other family members who have gone missing or lost touch with their families since migrating. Credit: NurPhoto/NurPhoto via Getty Images



●●  
 Figure 1: Modern slavery as an umbrella term.



## THE MEASUREMENT, ACTION, FREEDOM REPORT

The *Measurement, Action, Freedom* report is a tool for citizens, non-government organisations (NGOs), businesses, and governments to understand existing laws and policies, as well as gaps in government responses, to modern slavery.

All supporting data tables, the report and methodology, as well as a database housing all the data used to produce this report, are available to download from the Minderoo and Global Slavery Index websites.

<http://www.globalslaveryindex.org/2019/measurement-action-freedom>

## METHODOLOGY

Governments play a critical role in developing and implementing the laws, policies, and programs that are needed to prevent and respond to modern slavery. The assessments presented in this report provide a comparative measure of the legal, policy, and programmatic actions that 183 governments are taking to respond to modern slavery. This is based on a conceptual framework –initially developed for the 2014 Global Slavery Index (GSI) and included in three subsequent editions – that sets out what constitutes a strong response to modern slavery.

The starting point for our conceptual framework is situational crime prevention theory<sup>21</sup> and is based on the understanding that in order for the crime of modern slavery to occur, there needs to be a vulnerable victim, a motivated offender, and the absence of a capable guardian. It also recognises that crime does not happen in a vacuum, and that addressing broad contextual factors like state instability, discrimination, and disregard of human rights are critical to any government response. The Framework draws on the UN Trafficking Protocol,<sup>22</sup> the Council of Europe Convention on Action against Trafficking in Human Beings,<sup>23</sup> and literature on effective responses to modern slavery.<sup>24</sup>

The work has benefited greatly from the input of experts. The initial conceptual framework was developed in 2014 in consultation with an independent Expert Working Group and based upon findings from NGO research and scholars in fields related to modern slavery such as harmful traditional practices, health, social welfare, and migration.<sup>25</sup> It has gone through subsequent rounds of revision with a standing Expert Working Group (EWG) and Lived Experience Expert Groups (LEEGs) made up of survivors of modern slavery.

The conceptual framework tracks government progress towards achieving Sustainable Development Goal (SDG) 8.7 and eradicating modern slavery across five milestones:

1. Survivors of slavery are identified and supported to exit and remain out of slavery.
2. Criminal justice mechanisms function effectively to prevent modern slavery.
3. Coordination occurs at the national level and across borders, and governments are held to account for their response.
4. Risk factors, such as attitudes, social systems, and institutions, that enable modern slavery are addressed.
5. Government and business stop sourcing goods and services produced by forced labour.

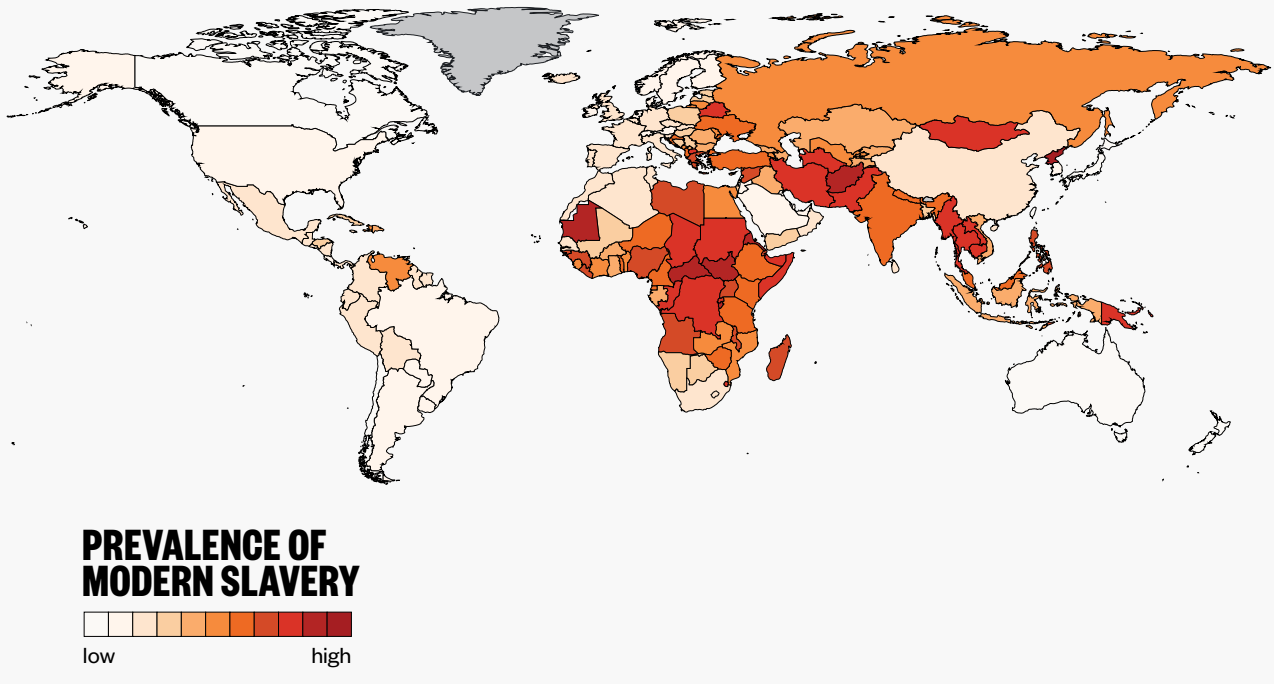
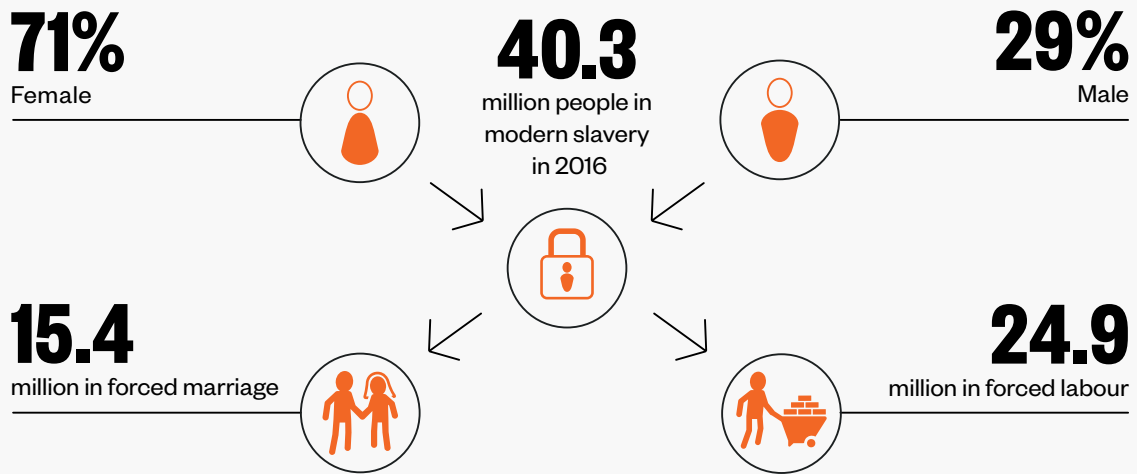
See Appendix 2 for a more detailed description of the methodology and Appendix 3 for the conceptual framework.

## CREATION OF A DATABASE

All data collected for our assessment of government responses since 2014 are publicly available online; a total of nearly 100,000 data points. Ratings are available for 2016, 2018, and 2019.

See [www.globalslaveryindex.org](http://www.globalslaveryindex.org)

## UNRAVELLING THE NUMBERS



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Figure 2: Forms of modern slavery around the world



# GLOBAL FINDINGS

In 2015, governments around the world agreed to the 2030 Sustainable Development Agenda which provided a series of Sustainable Development Goals (SDGs) for peace and prosperity. These goals are an urgent call for action by all countries in a global partnership. SDG 8.7 calls on governments to:

“Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”<sup>26</sup>





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*Sabang, Indonesia, April 7, 2018. Indonesian military guard the crew next to a seized alleged "slave ship" at the naval port of Sabang. Indonesian military seized the ship following a dramatic high seas chase sparked by an Interpol alert after the vessel escaped capture in China and Mozambique. The mostly Indonesian crew reported that they had not been paid and that their passports and other documents had been taken away when they boarded the ship nearly a year earlier. Credit: AFP/Getty Images*

In 2016, there were an estimated 40.3 million people in modern slavery.<sup>27</sup> In the same year, the number of victims identified globally was a fraction of that.<sup>28</sup> While more victims are being identified than before, this still falls far short. In order to eradicate modern slavery and achieve SDG 8.7, we would need to free around 10,000 people every day,<sup>29</sup> a rate far higher than currently being achieved.

Four years after agreement on the SDGs, progress towards the eradication of modern slavery has been slow. Since 2015, total scores have remained relatively low, with the global average score increasing from 4 to 5 out of 10.<sup>30</sup> Approximately 50 percent of governments have reported an improved response, by strengthening their criminal justice systems, coordination and accountability mechanisms, and victim support services.

This also means that half of all countries in this report have not reported any meaningful change in their response or have shown a decrease in their overall activity. Clearly, much more needs to be done if we are to achieve SDG 8.7 by 2030.

Overall activity remains slow when urgent action is needed. Looking at average scores across all elements of a government response since 1 July 2017, there have been small improvements in supporting survivors, criminal justice responses, and coordination measures. There have been incremental improvements in addressing risk factors underlying modern slavery and investigating supply chains for evidence of forced labour.

Table 1: Global average scores by milestone

<b>ELEMENT OF GOVERNMENT RESPONSE</b>	<b>2018 GLOBAL SLAVERY INDEX (GSI) AVERAGE SCORE<sup>31</sup></b>	<b>CHANGE IN RATING</b>	<b>MEASUREMENT, ACTION, FREEDOM (MAF) REPORT AVERAGE SCORE<sup>32</sup></b>
Milestone 1: Support survivors	5/10 (40.9%)	–	5/10 (45.2%)
Milestone 2: Criminal justice	5/10 (42.2%)	–	5/10 (45.8%)
Milestone 3: Coordination	5/10 (40.7%)	–	5/10 (43.3%)
Milestone 4: Address risk	6/10 (51.4%)	–	6/10 (51.8%)
Milestone 5: Supply chains	1/10 (4.1%)	–	1/10 (4.5%)
<b>Overall average</b>	<b>4/10 (39.4%)</b>	<b>^</b>	<b>5/10 (42.2%)</b>

Of the 183 countries<sup>33</sup> in this report, 136 have criminalised human trafficking in line with the UN Trafficking Protocol.<sup>34</sup> Fifty countries have criminalised forced marriage, an increase from the 45 reported previously. In this report, 164 countries provide services for victims, although gaps remain in quality, coverage, and access. Ninety-five governments report gaps in the provision of services to either migrants, men, and children, or a combination of these; 72 governments reportedly had gaps in funding for these services, which are either plugged by international organisations or simply not provided at all. More governments are coordinating their responses, with 121 countries implementing National Action Plans covering some, if not all, aspects of a modern slavery response. Only 15 countries support an independent rapporteur or commissioner to monitor and report on the government’s response. Engagement with business remains a growing trend with two more governments working with business to investigate supply chains or taking action to investigate their own procurement for signs of forced labour. Globally, this translates to just 40 governments taking steps to combat forced labour in supply chains.

This year, we are adding to our reporting the 53 Commonwealth countries plus Palau, Iraq, and Liechtenstein,<sup>35</sup> bringing the total number to 183.<sup>36</sup> While we have reported findings for these countries, it is important to note that data for Small Island Developing States (SIDS) in the Pacific and Caribbean in particular remain limited. Due to the ongoing conflict and extreme disruption to government, we have not included ratings for Afghanistan, South Sudan, Syria, and Yemen this year.<sup>37</sup>

As of February 2019, the governments taking the most action to respond to modern slavery are:

- United Kingdom
- Netherlands
- United States
- Portugal
- Sweden
- Argentina
- Belgium
- Spain
- Croatia
- Australia

These countries are characterised by strong political will, high levels of resources, and an active civil society that holds these governments to account. We reported similar results previously, but with Australia moving slightly upwards and the Netherlands downwards. The passage of Australia’s Modern Slavery Act in December 2018 has increased its score and is to be commended, although important gaps remain. We urge the government to appoint an Independent Commissioner to act as an oversight body focusing on the government’s domestic response.<sup>38</sup> Conversely, for the first time since we began reporting in 2014, the Netherlands does not appear in the top spot for government action to end modern slavery. This represents the strengthened response in the UK, as well as limited prosecution efforts in the Netherlands. In the UK, for example, a review of the 2015 Modern Slavery Act has led to more training for first responders, such as healthcare staff, as well as foster caregivers and support workers for unaccompanied asylum seeking children.<sup>39</sup> The year 2018 also saw the first successful conviction for forced marriage in an English court.<sup>40</sup>

In the Netherlands in recent years, there has been a decrease in the number of victims identified due to the reorganisation of the police force, which has led to high staff turnover, and changing priorities for law enforcement agencies as a result of increasing numbers of migrants and asylum seekers and the rise in terrorist threats.<sup>41</sup> There are also lags in the number of prosecutions and lenient sentencing for cases of labour exploitation, in particular.<sup>42</sup> Despite this, the Netherlands still identifies more victims than every other country in the top 10 apart from the UK, with 952 presumed victims identified in 2016<sup>43</sup> and 144 cases going before the public prosecutor in 2017,<sup>44</sup> compared to Croatia where 30 victims were identified in 2016 and 29 cases of trafficking were recorded in 2017.<sup>45</sup>

While all of these governments are doing relatively well, every country in the top 10 still recorded some negative elements of a government response, including the detaining and deportation of foreign victims in the UK,<sup>46</sup> the arrest of victims on charges relating to prostitution or forced criminality in the US,<sup>47</sup> and the application of disproportionate penalties in the Netherlands.<sup>48</sup>

It is not just high-ranked governments that are taking positive action to respond to modern slavery, with other countries in Africa and the Arab States taking notable action. In 2018, the Zimbabwean government increased its training efforts by training police officers, institutionalising trafficking in persons in the immigration training curriculum, and creating the Anti-Trafficking in Persons Inter-Ministerial Committee,<sup>49</sup> resulting in an improvement from a 3<sup>50</sup> to a 5 rating. Elements of victim assistance have improved in Bahrain after the establishment of a national referral mechanism, with support from the United Nations Office on Drugs and Crime (UNODC) and International Organization for Migration (IOM),<sup>51</sup> and the distribution of guidelines to first responders to implement the referral mechanism.<sup>52</sup> Bahrain has improved to a score of 5 out of 10<sup>53</sup> in 2019. Important gaps remain in addressing specific vulnerabilities of migrant workers; despite reforms to the *kafala* system in 2016,<sup>54</sup> systematic abuse of migrant workers, and domestic workers in particular, continues.<sup>55</sup>

When correlated against GDP (PPP) per capita, some countries stand out as taking relatively strong action when compared with those that have stronger economies. Countries such as Georgia, Nigeria, Ukraine, Moldova, Ethiopia, and Mozambique are taking positive steps to respond to this issue relative to their wealth. Ukraine has provided training to investigators, border guards, prosecutors, and court Officials.<sup>56</sup> For victims of trafficking formally identified by the Ministry of Social Policy, the government provides: translation services; information on their rights in a language they understand; medical, psychological, social, and legal assistance; temporary accommodation; assistance to find a job; access to education; and a financial grant.<sup>57</sup> Both Mozambique<sup>58</sup> and Ethiopia<sup>59</sup> criminalise human trafficking in line with the UN Trafficking Protocol; in Mozambique, victims who participated as witnesses in criminal proceedings were able to access witness protection programs.<sup>60</sup>



●●  
A female migrant waiting to be transferred to a support centre in Malaga, Spain. Since the beginning of 2019, approximately 1,300 rescued migrants have reached Malaga's harbour. The Spanish vessel "El Caliope" has rescued 183 migrants, including 50 women and 18 children, from the Mediterranean sea and provided them with services from Red Cross volunteers. Credit: Guillaume Pinon/NurPhoto via Getty Images



While there were positive actions taken by governments around the world in 2018 and 2019, those taking the least action to combat modern slavery are:

- North Korea
- Eritrea
- Libya
- Iran
- Equatorial Guinea
- Burundi
- Democratic Republic of the Congo
- Congo
- Russia
- Somalia

Those countries with weaker responses to modern slavery are characterised by government complicity, as is the case in North Korea and Eritrea; low levels of political will, as is the case in Iran; high levels of corruption, as is the case in Equatorial Guinea; or high levels of conflict, as is the case in Libya. Few victims are being identified and there are even fewer prosecutions. There is also evidence that governments are actively enslaving part of their population in some of these countries. In North Korea, there are reports that prisoners are forced to labour in camps under threats of violence, and actual violence, to themselves and their families.

Other countries taking limited action to respond to modern slavery include Nauru, Vanuatu, Samoa, Tuvalu, and Tonga. These countries tend to have small populations, limited resources, and a lack of technical capacity, relying heavily on the support of development partners in order to deliver action on health and social justice issues. Thus, much inaction on modern slavery by Pacific Island governments reflects lack of capacity rather than lack of will.

These countries broadly match our previous assessments, with some improvements in Central African Republic, Sudan, and Guinea Bissau. The Central African Republic, for example, has begun to take steps to respond to modern slavery, moving from scoring 1<sup>61</sup> in 2018 to 3 out of 10 in 2019. This in part is a result of the establishment of a 24-hour hotline to report cases of human trafficking<sup>62</sup> and the establishment of the Mixed Unit for Rapid Intervention and Repression of Sexual Violence to Women and Children to investigate cases of sexual violence against women and children in armed conflict.<sup>63</sup>

Significant challenges remain due to ongoing fighting and limited government control outside the capital Bangui, but these efforts are to be commended.

Responses in certain countries have worsened recently. Sixteen countries have reported a decrease in action, downgrading their overall score. Russia, for example, has decreased from a 3 to a 2 rating. In 2018, there was evidence of the arrest of victims on prostitution charges and the incarceration of children alongside their exploiters for forced criminality.<sup>64</sup> Gaps in protection measures existed for potential victims in Dominican Republic, with limited funding for support services, and the continuing vulnerability of Haitian migrants, including unaccompanied children, who were subjected to violence, assaults, mass deportation, and expulsions.<sup>65</sup> Street children have been vulnerable to arrest and detention in Uganda,<sup>66</sup> while there was evidence of victims being detained in shelters in Indonesia.<sup>67</sup> In recent years, the government in Lebanon has reduced the ability of labour inspections to function by not covering the costs of equipment and transportation for inspectors,<sup>68</sup> while in Israel, migrants from Africa are detained for immigration violations despite being exploited when traversing the Egyptian Sinai peninsula.<sup>69</sup>

There are also wealthier countries that have done little when it comes to combating modern slavery. When correlated against GDP (PPP) per capita, Qatar, Singapore, Kuwait, Brunei, Hong Kong and Russia stand out as taking relatively limited action despite the size of the problem and the resources at their disposal. In Qatar, despite reforms to the *kafala* system, migrant workers remain vulnerable to debt bondage due to the exorbitant fees they pay recruiters in their home countries. A new law, No. 13 of 2018, allows workers to leave the country without permission from their employer, however it does not apply to workers not covered by Qatar's labour laws, and employers can apply to exclude other workers. The March 2018 Domestic Workers Law extends some protection to domestic workers,<sup>70</sup> but difficulties remain around enforcement as many employers have limited knowledge of this new legislation.<sup>71</sup>

## FINDINGS ACROSS THE MILESTONES

### *What do survivors think?*

Survivors' experience before, during, and after their exploitation is fundamental to assessing government responses and can provide real insights for the development of laws, policies, and programs. Survivors, for example, often go through government-funded victim assistance programs and can answer questions as to what works, what doesn't, and what may be harmful. However, meaningfully engaging with survivors is often perceived as a challenge. How can we do this in a way that is not tokenistic? How can we respect the specificities of an individual's experience as well as draw out common lessons that can be applied across 183 countries?

In 2018 and 2019, in partnership with Survivor Alliance, we held two workshops, one in the UK and one in India, to ask survivors to provide feedback on how we assess government responses. This was to help strengthen our understanding as well as provide opportunities for meaningful engagement. These Lived Experience Expert Group (LEEG) workshops provided us with valuable insight into what was actually important for those who have experienced various forms of modern slavery.

From these workshops, survivors recommended that governments provide:

- **SURVIVOR CENTRIC RESPONSES.** Survivors should be at the forefront of all aspects of a government response and be provided with option to input into government policy.
- **THE ABILITY TO WORK** while receiving assistance. Working is critical to an individual's recovery as well as for the very practical reason that these individuals still need to be able to support themselves and their families.
- **ACCESS TO COMPENSATION.** Compensation was seen as important to allow survivors to rebuild their lives.
- **STRONG CRIMINAL JUSTICE RESPONSES.** An effective criminal justice system has the dual purpose of deterring offenders and empowering survivors.
- **SUPPORTIVE VICTIM SUPPORT SERVICES.** Services should be survivor-centric, while victims should have access to translators and options to remain in the country.

The findings from these workshops, and convenings with our usual expert working group, have been incorporated into our conceptual framework (see Appendix 2). We will collect data against these new indicators during the next round of data collection. Verbatims from these workshops can be found throughout the narrative of this report. We plan to host more of these workshops in other countries throughout the latter part of 2019 and 2020.

“**THEY [MINDEROO] OBVIOUSLY HAVEN'T ASKED SURVIVORS. THERE WILL BE A BIG DIFFERENCE WHEN WE ASSESS THE GOVERNMENT'S RESPONSE, ESPECIALLY CRIMINAL JUSTICE, THAT WOULD RECEIVE ZERO.**

Survivor Leader

## SUPPORT SURVIVORS

Often missing from a government response is survivor voice, mostly because few governments actively engage directly with survivors to inform policy. The US is one of the few countries that regularly seeks input from survivors, which it does through the US Advisory Council on Human Trafficking. This council provides a formal platform for survivors to advise and make recommendations to the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. Each council member is a survivor of modern slavery and is appointed by the President for two years.<sup>72</sup>

“**BETTER IF POLICE STOP TELLING THE VICTIMS THAT THEY ARE LYING BECAUSE THE POLICE THEMSELVES WERE NOT THERE.**

Survivor Leader



●●  
*Monsenhor Gil, Piauí state, Brazil, April 9, 2015. Former slave Elenilson de Conceição poses sitting at the same bus stop where he boarded a bus years ago which took him to far off Para state, where he was enslaved. Conceição was living in poverty when he was tempted by an unscrupulous agent — or gato — who lived locally and promised work. He was trafficked to the Amazon and, amid death threats and violence, set to work without pay, days off, decent food, safety gear or bearable living conditions. Credit: Mario Tama/Getty Images*

Globally, there have been some improvements in the provision of training to identify and refer victims, but the regularity and quality of this training is mixed. Training is now given to a broader group of first responders. One hundred sixty-six countries have provided training to identify victims of modern slavery for their front-line police officers, 141 have provided similar training for immigration officials, border guards, or labour inspectors, and 121 have trained non-regulatory responders such as doctors, nurses, teachers, or those working in the tourism sector. This training is often not systematic or regular — only 45 of governments provide regular training or embed this training in existing professional development programs. Fourteen of the police forces that received training did not then identify any victims between 1 July 2017 and 15 February 2019, suggesting poor execution or low quality of the training provided.

**“ GIVE PEOPLE THE CHOICE WHETHER TO REMAIN OR GO BACK TO THEIR COUNTRY OR ELSEWHERE, THERE NEEDS TO BE SOME SORT OF GLOBAL STANDARD OF AFTERCARE TO AVOID RE-TRAFFICKING - NEED TO HAVE POLICY, SUPPORT, ETC AND THAT THIS IS FUNDED AND ORGANISED BEFORE THEY GO BACK. ONLY GO BACK IF THEY CHOOSE. THIS SHOULD HELP PREVENT RE-TRAFFICKING...  
 ...IF YOU ARE GOING TO DEPORT SOMEONE YOU STILL NEED TO ENSURE THEY ARE GOING TO GET THAT SUPPORT.**

Survivor Leader

**“ GIVE VICTIMS INDEFINITE LEAVE TO REMAIN SO THEY CAN BUILD UP THEIR LIVES.**  
 Survivor Leader

Victim-centric responses as well as longer-term support and rehabilitation for survivors remain limited in many countries across the world, but, are also highlighted by survivors as some of the most important components of victim assistance programming. Training on how to engage with survivors, including the use of support workers and translators as well sensitive questioning techniques, particularly for children, were recommended in the LEEG workshops as ways to provide support to victims and prevent re-traumatisation. Longer-term support was also seen as critical so that survivors may begin to recover and to prevent future exploitation. Ninety governments provide some form of longer-term support, ranging from financial support and access to social safety nets, through to housing or job training and placement. One hundred eighteen governments offer measures for foreign victims to remain within the country after being identified. However, of those, only 47 governments offered visas on humanitarian or other grounds not tied to participation in the court case, which limits options for those who may not wish to testify. Evidence of detaining or deporting foreign victims rather than providing support was found in 60 countries. Access to visas and the ability to work was highlighted by the UK LEEG as critical to survivor rehabilitation.



## CRIMINAL JUSTICE

There have been a limited number of legislative changes since 1 July 2017. In 2018, Pakistan passed comprehensive trafficking legislation that criminalises human trafficking and provides protections for victims and witnesses as well as the payment of compensation.<sup>73</sup> As of February 2019, 22 countries have ratified the 2014 Forced Labour Protocol, with an additional nine pledges coming into force by May 2020.<sup>74</sup> Eighty-seven countries have criminalised forced labour, and many more prohibit forced labour in their constitution or labour codes. However, even where forced labour is criminalised, it is often treated as a labour dispute and is punishable by a fine only. Since 1 July 2017, more governments have criminalised forced marriage, with legislative amendments in Estonia,<sup>75</sup> Morocco,<sup>76</sup> Spain,<sup>77</sup> and New Zealand.<sup>78</sup> There remain gaps in some of this legislation; for example, in Morocco the new violence against women law criminalises forced marriage but fails to define it.<sup>79</sup> Penalties for modern slavery crimes remain disproportionate (either too lenient or too harsh), in 78 countries, whereby perpetrators can be penalised with a fine or corporal punishment.

**“ THE GOVERNMENT CAN MAKE POLICIES AND LAWS GALORE, BUT THE ISSUE IS MONITORING. IS IT BEING ENFORCED? ARE THERE MONITORING INITIATIVES? OTHERWISE THERE’S NO POINT.**

Survivor Leader

The existence of legislation is not in itself enough to deter modern slavery crimes. The lack of implementation of existing legislation remains a significant gap in many countries and was also highlighted by the LEEG as a significant issue hampering government responses. Training for judges and prosecutors needs to be provided more regularly, with only 73 governments providing systematic training since 2013. Globally, weak sentencing for modern slavery crimes, with evidence of suspended sentences or conviction for lesser crimes that are perceived as easier to prosecute, can undermine a government response. Disproportionate sentencing (either too lenient or too harsh) for modern slavery crimes was reported in at least 64 countries.

**“ IF GOVERNMENTS ARE NOT ABLE TO PREVENT TRAFFICKING, IT IS AT LEAST THEIR RESPONSIBILITY TO GIVE COMPENSATION TO VICTIMS. EVERY GOVERNMENT IS RESPONSIBLE TO GIVE COMPENSATION TO VICTIMS OF HUMAN TRAFFICKING.**

Survivor Leader

Access to justice and legal protection for identified victims has improved across the globe; however, many of these improvements appear to be “on paper” rather than fully providing the protection that victims need. In 2018 both Namibia<sup>80</sup> and Uruguay<sup>81</sup> introduced stand-alone legislation to combat trafficking in persons, which include principles of non-punishment for victims. Despite these important improvements, in 71 countries there was evidence of arrest of victims for crimes committed while being exploited.

Compensation was highlighted as a fundamental component of a victim’s recovery by our LEEGs. Globally, 128 governments have included provisions in their legislation for accessing compensation for victims of modern slavery and other violent crimes. The recent amendments in Namibia and Uruguay also included these provisions. In Namibia, compensation covers damages, loss of income, and rehabilitation support, while in Uruguay, it also includes a financial remedy to the victim for an amount equivalent to 24 months of income of the convicted perpetrator.<sup>82</sup> The reality is that, globally, compensation provisions are very rarely used, or where they are used the level of compensation that is awarded is very low. In Belgium, one of the countries taking significant action to respond to modern slavery, a victim can institute civil proceedings before a criminal court, make a separate civil application, or apply to the Fund for Financial Aid for Victims of Intentional Acts of Violence.<sup>83</sup> While there has been an increase in compensation awarded to victims in recent years, according to lawyers representing victims, compensation awards are almost never enforced because property is not seized at the early stage, so there are no funds to enforce a judgment.<sup>84</sup> NGOs in the US also confirm that although compensation and restitution mechanisms exist, these are rarely used in practice.<sup>85</sup>

## COORDINATION

The number of coordination and accountability mechanisms has increased globally. One hundred one governments have a national coordination body that oversees elements of their modern slavery response. Benin,<sup>86</sup> Djibouti,<sup>87</sup> and Uruguay,<sup>88</sup> among others, established a coordination body during our reporting period. In other countries, notably Tajikistan<sup>89</sup> and Turkmenistan,<sup>90</sup> coordination bodies either no longer met or there were delays in their establishment. Coordination was highlighted by the LEEG as an important component to a government response in that it can help government agencies react more quickly and efficiently to instances of exploitation.



●●  
A woman sits at a table at a job fair for migrants launched by the German job centre in Berlin on January 28, 2019. Credit: TOBIAS SCHWARZ/AFP/Getty Images

Cross-border coordination remained strong, with almost every country in this report participating in a regional body that focused on modern slavery issues. The Bali Process Government and Business Forum, for example, aims to bring together ministers and business leaders from the 45 Bali Process countries to determine policies to tackle human trafficking, modern slavery, and forced labour. The Forum held its second meeting in August 2018 in Bali, Indonesia, where it agreed to the Acknowledge, Act, and Advance Recommendations it developed to strengthen and implement policy and legal frameworks and advance long-term efforts to improve supply chain transparency, the treatment of workers, ethical recruitment, and victim support.<sup>91</sup> Despite evidence of membership of relevant regional bodies, bilateral cooperation remains limited. Of 183 countries, only 95 have established bilateral

labour agreements that explicitly protect labour rights. Given the specific vulnerabilities of labour migrants, it is important that any labour agreement or trade agreement extend protections for all migrant workers.

“**THE COORDINATION BETWEEN DIFFERENT DEPARTMENTS. FOR EXAMPLE, A GIRL GOES MISSING IN MY VILLAGE AND I GO TO THE NEAREST [GOVERNMENT REPRESENTATIVES WHO WORK OUT OF SMALL STUDY AND FOOD CENTRES] AND TELL THEM THAT THERE IS THIS GIRL WHO HAS BEEN MISSING FOR THREE DAYS. THE PERSON WHO YOU REPORT TO IS A GOVERNMENT WORKER SO SHE CAN TAKE ME TO THE POLICE BUT EVEN SHE DOESN'T KNOW WHO TO GO TO. THERE NEEDS TO BE TRAINING BECAUSE THE AGENCIES DON'T KNOW THEMSELVES. THESE AGENCIES WORK SEPARATELY AND THERE'S NOT COORDINATION BETWEEN AGENCIES.**

Survivor Leader

## ADDRESS RISK

Addressing risk factors is fundamental to combating and preventing modern slavery. Drivers such as corruption continue to be a serious impediment to any effective response to modern slavery. Almost every country (176) in this report has criminalised corruption, including bribery of officials; however, around 62 countries have conducted limited, if any, investigations into alleged cases of government complicity in modern slavery cases. Complicity of officials in trafficking cases was reported in Albania, Bahrain, Bangladesh, Guatemala, Kazakhstan, Malaysia, Paraguay, Qatar, Thailand, and Uzbekistan, among others. The trafficking of women from Pakistan to China for forced marriage, for example, has revealed a network of criminals, including public officials, on both sides of the border. Chinese officials allegedly turn a blind eye to cross-border matchmaking agencies that target vulnerable women in Pakistan and other South and Southeast Asian countries by issuing visas and documents without asking too many questions.<sup>92</sup>

Migrants are particularly vulnerable to modern slavery. Across the world, many countries are increasingly closing their borders to those seeking to migrate or seek asylum. In the United States, a number of executive orders have restricted the rights of migrants, asylum seekers, and refugees since President Trump's inauguration. Three versions of a "travel ban," or "so-called" "Muslim ban," have been signed by Trump, with the most recent version being upheld by the US Supreme Court on a five-to-four vote. The most recent version bars people from Iran, Libya, North Korea, Somalia, Syria, and Yemen from entering the US. Venezuelan government officials were also included in the most recent ban.<sup>93</sup> In April 2019, Trump ordered the Acting Secretary of Homeland Security and the Attorney General to impose a fee to apply for asylum and to bar asylum seekers who entered the country illegally from being able to work.<sup>94</sup> Further afield, the EU continues to work with Libyan officials to prevent arrivals from across the Mediterranean, despite evidence that migrants and asylum seekers are facing abuse and detainment in Libya.<sup>95</sup> In the UK, asylum seekers and migrants, including children, can be detained indefinitely, with reports of poor conditions and abuse in detention centres.<sup>96</sup> Restricting access to protection for asylum seekers increases the vulnerability of these groups to exploitation.

**“ THIS HAPPENS BECAUSE POLICE DON'T TRY TO FIND OUT THE POWER HOLDERS- THERE IS CORRUPTION. CORRUPTION GETS IN THE WAY BECAUSE AT ALL LEVELS OF IMPLEMENTATION OF EVERY SYSTEM THERE IS CORRUPTION. NO ONE IS HELD ACCOUNTABLE. OWNERS ARE NOT CRIMINALISED AND SETTINGS [BUSINESSES] ARE NOT SHUT DOWN**

Survivor Leader

**“ FROM ONE STATE OR REGION TO ANOTHER, YOU CAN'T STOP MOBILITY, NOR SHOULD YOU. YOU CANNOT SCARE PEOPLE AND SAY YOU CANNOT GO. IT'S THE GOVERNMENT'S RESPONSIBILITY TO ENSURE PEOPLE ARE SAFE DOING SO. FOR EXAMPLE, THROUGH MIGRATION SCHEMES. THE GOVERNMENT HAS NO RIGHT TO TELL ME NOT TO GO.**

Survivor Leader

As with the 2018 GSI, we have used the measures and typology<sup>97</sup> of state-imposed forced labour developed by the 2017 Global Estimates of Modern Slavery to identify instances of state-imposed forced labour. By using the ILO Committee of Experts Comments and Observations in combination with recent reports of exploitation at the hands of the government, we were able to identify 20 countries in 2017 and 2018 that showed evidence of forcing their population or sub-populations to work under threat of menace or penalty. As in 2018, we are able to draw attention to forced labour for economic development in Uzbekistan<sup>98</sup> and Turkmenistan,<sup>99</sup> where the forced labour of parts of the population in the annual cotton harvest is well documented. The use of compulsory prison labour continues in public and private prisons in Russia<sup>100</sup> and "compulsory educational institutions" are used in Vietnam to fulfil production quotas in plantations, factories, and workshops.<sup>101</sup> In China, there is increasing evidence of use of forced labour camps to control and indoctrinate the Muslim Uighur population.<sup>102</sup>

Abuse of civic duties occurs in Belarus,<sup>103</sup> Burundi,<sup>104</sup> Myanmar,<sup>105</sup> Rwanda,<sup>106</sup> and Eswatini. In Eswatini, the practice of *kuhlehla*, where the community is forced to render services work for the King or local chief, continues.<sup>107</sup> In Venezuela, Resolution No. 9855 of 19 July 2016 establishes a system of transition labour that forcibly requisitions workers and is compulsory for all work entities, public and private.<sup>108</sup> Abuse of conscription becomes state-imposed forced labour where conscripts are forced to perform work of a non-military nature. We found evidence of this in Colombia,<sup>109</sup> Egypt,<sup>110</sup> Madagascar,<sup>111</sup> Mongolia,<sup>112</sup> and perhaps most significantly in Eritrea.<sup>113</sup> Under the pretext of "defending the integrity of the State and ensuring its self-sufficiency," the Eritrean government has developed a system of national service in which conscripts are exploited and forced



to labour for indefinite periods of time. These individuals are required to construct infrastructure and other projects for economic development, which indirectly support the continued existence of the Eritrean government.<sup>114</sup> In Myanmar, among other countries, we found evidence of forcible recruitment of child soldiers by the government.<sup>115</sup> In North Korea, forced labour is used in prison camps where inmates are subject to violence and the withholding of food, while their families may face threats.<sup>116</sup> The practice of sending North Korean workers on government contracts to work in China and Russia raises questions about the voluntariness of those exported from North Korea to work overseas. Research conducted in Poland and other EU countries by the Leiden Asia Centre found that North Koreans sent overseas to work for private companies often received low wages and were subject to state surveillance.<sup>117</sup> Finally, in 2018, reports continue of “open slave markets” in Libya, with migrant men, women, and children being sold off to the highest bidder.<sup>118</sup> Alongside this, there are reports that the Libyan Coast Guard and the Department for Combating Irregular Migration have forced those in migrant detention into forced labour.<sup>119</sup>

## SUPPLY CHAINS

Since 1 July 2017, there has been an increase in the number of countries that are investigating government and business supply chains for labour violations, including forced labour. The number of countries remains low, with only 40 countries globally taking any action in this area. Indonesia has established a regulation that requires businesses involved in the fishing industry to implement a human rights system, including the avoidance of forced labour.<sup>120</sup> Côte d’Ivoire and Ghana have identified sectors that are at high risk of exploitation and have taken action to respond. Both countries are part of the Harkin-Engel Protocol<sup>121</sup> and the associated International Cocoa Initiative,<sup>122</sup> a voluntary initiative developed in 2001 that aims to eradicate the worst forms of child labour in the production of cocoa. Taiwan’s Bureau of Labour has released lists of companies that violate the Labour Standards Act in the past and in 2015 issued fines to 44 companies for these violations, which included instances akin to modern slavery.<sup>123</sup> It is unclear if the government is continuing to do this.

**“ NUMBER 5 [ENGAGING WITH BUSINESS AND INVESTIGATING GLOBAL SUPPLY CHAINS] IS THE MOST IMPORTANT BECAUSE THAT’S WHERE THE BIGGEST NUMBER OF CHILD LABOUR AND LABOUR TRAFFICKING OCCURS. NEED REGISTRATION OF BUSINESSES AND INSPECTIONS, THEN [MODERN SLAVERY] WILL STOP. Survivor Leader**

Recently, one more government has enacted mandatory reporting legislation that requires businesses and governments to release annual statements on their response to modern slavery in their supply chains. In Australia, new legislation enacted in December 2018 provides for mandatory reporting for the national government and for businesses with an annual turnover of AU\$100 million.<sup>124</sup> These reports will include an assessment of the risks of modern slavery in their supply chain and operations, and the actions being taken to address those risks. They will be published on a publicly available, online central registry.

The Australian legislation improves upon the 2015 UK Modern Slavery Act, which has been criticised for not applying to government procurement and for not providing a central hub for all statements – without a registry it is difficult for civil society to analyse the statements and hold to account those businesses that have not reported. In the UK, the Second Interim Report on Transparency in Supply Chains, which was produced under the Independent Review of the UK Modern Slavery Act, recommended that the government clarify the companies in scope by establishing an internal list of those that should be reporting under the legislation and increase transparency by establishing a central government-run repository where companies could upload their statements.<sup>125</sup> The report also recommends that mandatory reporting be extended to the public sector;<sup>126</sup> given that about 29 of the UK government’s 100 biggest suppliers have not met the requirements of the Act, it is imperative that mandatory reporting requirements also apply to public procurement.<sup>127</sup> In response, ex-Prime Minister Theresa May announced the reporting requirements will be extended to cover the public sector.<sup>128</sup>

## GLOBAL RECOMMENDATIONS

Our analysis shows that at the current rate of progress, the achievement of SDG 8.7 is impossible. Based on best available estimates, we need to free some 10,000 people per day in order to eradicate modern slavery by 2030. This report highlights that the current rate of change falls far short. Without renewed commitment from every country and effective measurement, millions will continue to be enslaved. We are calling on all governments to:

*Work together to develop indicators and adopt these to track progress to eradicate all forms of modern slavery under SDG 8.7.*

Based on our analysis of current government responses to SDG 8.7, we urge that all governments, at a minimum, take the following actions:

### SUPPORT SURVIVORS

1. Increase identification of and improve assistance for modern slavery victims by providing training to those who come into contact with potential victims, including police, immigration officials, labour inspectors, and education and health officials.

### STRENGTHEN CRIMINAL JUSTICE

2. Ratify the 2014 ILO Protocol on Forced Labour (PO29) and other critical conventions, including the 2000 UN Trafficking Protocol, 2011 ILO on Domestic Workers (No. 189), 1930 ILO Forced Labour (No. 29), 1957 Abolition of Forced Labour Convention (No. 105), ILO 1999 Worst Forms of Child Labour Convention (No. 182).
3. Strengthen existing human trafficking and related legislation to ensure that all forms of exploitation are criminalised and penalties are appropriately severe.

### ADDRESS RISK

4. Empower women and girls by providing primary education for all and by supporting community empowerment initiatives.
5. Strengthen national laws to protect labour rights for all workers in both the formal and informal economy and in high risk sectors.

Beyond these minimum requirements, we recommend that governments:

### SUPPORT SURVIVORS

6. Ensure survivor voices are included in all aspects of the response by consulting with victims and providing avenues for their input.

### STRENGTHEN CRIMINAL JUSTICE

7. Enforce legislation by providing training and resources for police, prosecutors, judges, and defence attorneys to more effectively investigate and prosecute modern slavery cases.
8. Remove barriers to victim participation in the criminal justice system, such as ensuring access to visas, compensation, and restitution.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

9. Develop evidence-based national action plans or strategies.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

10. Engage with national business and regional fora business and government forum to strengthen strategic partnerships with business to tackle modern slavery.

Table 2: Government response rating by country (countries listed from highest to lowest per category)

7	6	5	4	3	2	1
<b>60 - 69.9</b>	<b>50 - 59.9</b>	<b>40 - 49.9</b>	<b>30 - 30.99</b>	<b>20 - 20.99</b>	<b>10 - 10.99</b>	<b>&lt;0 - 9.9</b>
United Kingdom*	Brazil	Ecuador	Qatar	Mali	Mauritania	Vanuatu
Netherlands*	Canada	South Africa	Botswana	Lebanon	Chad	Equatorial Guinea
United States*	Azerbaijan	Turkey	Cambodia	Madagascar	Kiribati	Nauru
Portugal*	Bahamas	Dominican Republic	Uganda	Fiji	Somalia	Iran, Islamic Republic of
Sweden*	Bulgaria	Israel	Japan	Pakistan	Russia	Libya
Argentina*	Thailand	Iceland	Belize	Brunei Darussalam	Congo	Eritrea
Belgium*	Albania	Belarus	Lao People's Democratic Republic	Liechtenstein	Congo, Democratic Republic of the	Korea, Democratic People's Republic of (North Korea)
Spain	Slovakia	Paraguay	Taiwan, China	Turkmenistan	Dominica	
Croatia	Bosnia and Herzegovina	Indonesia	Cameroon	Timor-Leste	Saint Kitts and Nevis	
Australia	Ukraine	Bahrain	Algeria	Guinea	Palau	
Austria	Estonia	Ethiopia	Malaysia	Central African Republic	Burundi	
Lithuania	Jamaica	Bangladesh	Mauritius	Cuba	Grenada	
Norway	Philippines	Lesotho	Jordan	Iraq	Tonga	
Slovenia	Greece	Vietnam	Egypt	Venezuela, Bolivarian Republic of	Tuvalu	
Montenegro	Hungary	India	Singapore	Gabon	Samoa	
France	Trinidad and Tobago	Senegal	Malawi	Cape Verde		
Italy	New Zealand	Tunisia	Mongolia	Papua New Guinea		
Georgia	Armenia	Guyana	China	Solomon Islands		
Cyprus	Kosovo	Saint Vincent and the Grenadines	Haiti	Guinea-Bissau		
Ireland	United Arab Emirates	Mozambique	Morocco	Hong Kong, China		
Chile	Moldova, Republic of	Ghana	Suriname	Sudan		



7	6	5	4	3	2	1
<b>60 - 69.9</b>	<b>50 - 59.9</b>	<b>40 - 49.9</b>	<b>30 - 30.99</b>	<b>20 - 20.99</b>	<b>10 - 10.99</b>	<b>&lt;0 - 9.9</b>
Serbia	Colombia	Zimbabwe	Uzbekistan			
Latvia	Nigeria	Barbados	Burkina Faso			
Uruguay	Panama	Nicaragua	Angola			
Mexico	Costa Rica	Benin	Kazakhstan			
Malta	Guatemala	Djibouti	Seychelles			
Germany	Luxembourg	Nepal	Niger			
Macedonia, the former Yugoslav Republic of		Kyrgyzstan	Myanmar			
Denmark		Rwanda	Togo			
Romania		Sierra Leone	Kuwait			
Switzerland		Bolivia, Plurinational State of	Oman			
Peru		Gambia	Tajikistan			
Czech Republic		Zambia	Saint Lucia			
Finland		Tanzania, United Republic of	Korea, Republic of (South Korea)			
Poland		Sri Lanka	Liberia			
		Antigua and Barbuda				
		Namibia				
		Saudi Arabia				
		Honduras				
		Côte d'Ivoire				
		Kenya				
		El Salvador				
		Eswatini				

\* No country can be awarded above 7 if there are any negative indicators in their score



# REGIONAL ANALYSIS

Diving into regional findings, we see that some regions are doing relatively well in comparison with others, with Europe and Central Asia scoring the highest across all milestones, followed by the Americas, Arab States, Asia and the Pacific, and Africa. Both Africa and Asia and the Pacific have improved their overall scores to 4 out of 10. Africa and Asia and the Pacific are outperforming the Arab States on addressing risk. All regions are weak on engaging with business and investigating supply chains.



●●  
 A boat from Yemen carrying over 50 Ethiopian migrants is intercepted off the coast of Djibouti. Migrants leave Ethiopia via Djibouti and cross Yemen to seek employment in Saudi Arabia. In March 2017, the Saudi government granted all irregular migrants an amnesty period of 90 days to leave the country without facing penalties. An estimated 500,000 migrants were present in Saudi at the time. After multiple extensions, the amnesty period ended in November 2017. IOM estimates that around 230,000 have now returned to Ethiopia. Credit: National Geographic

Table 1: Regional average scores, total and by milestone<sup>129</sup>

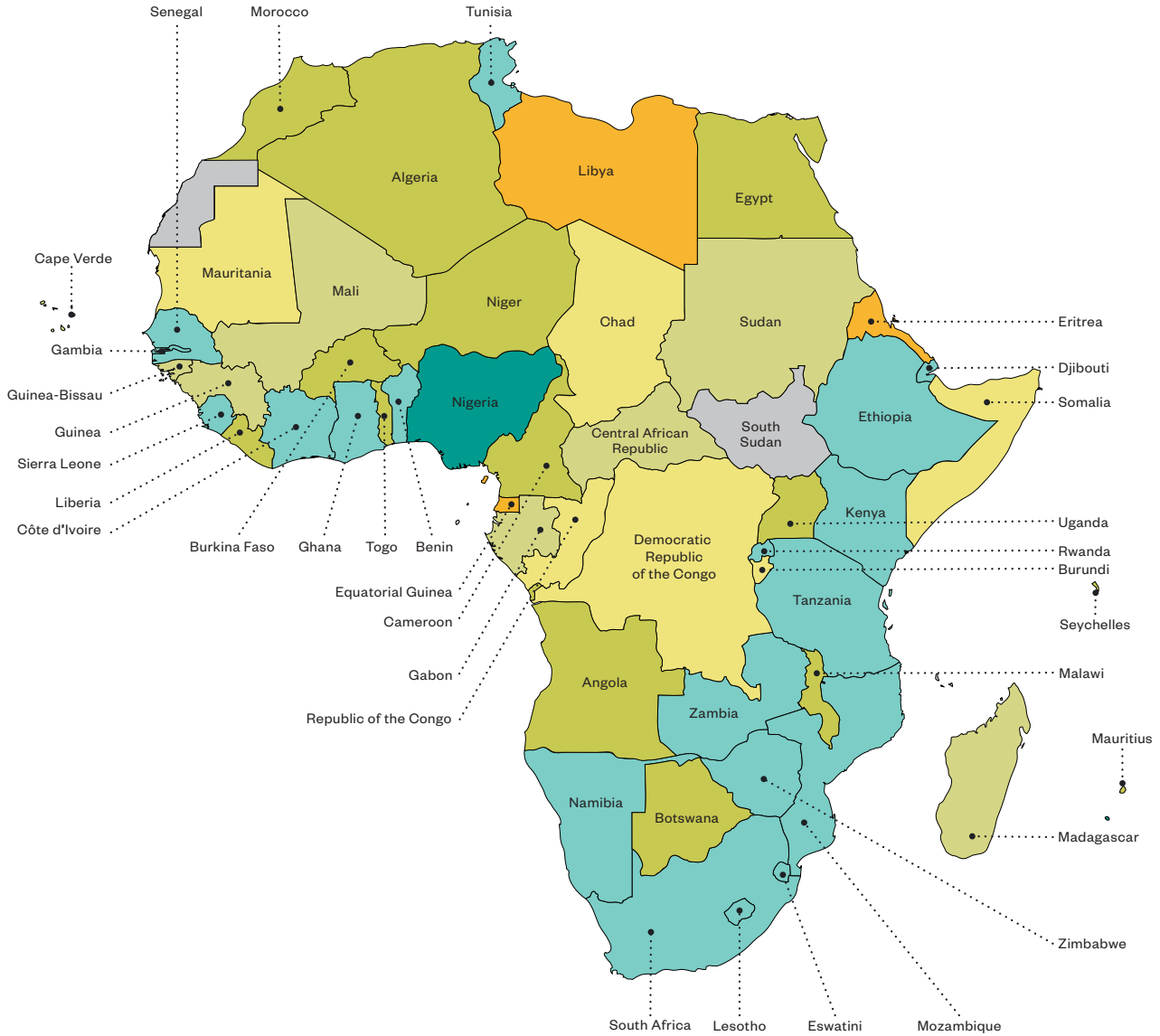
	<b>AFRICA</b>	<b>AMERICAS</b>	<b>ARAB STATES</b>	<b>ASIA &amp; THE PACIFIC</b>	<b>EUROPE</b>	<b>TOTAL MAF 2019</b>
Support survivors	4/10	5/10	6/10	4/10	7/10	5/10
Criminal justice	4/10	6/10	5/10	4/10	7/10	5/10
Coordination	4/10	5/10	4/10	4/10	6/10	5/10
Address risk	5/10	6/10	4/10	5/10	7/10	6/10
Supply chains	1/10	1/10	0/10	1/10	2/10	1/10
TOTAL MAF 2019	^ 4/10	5/10	4/10	^ 4/10	6/10	^ 5/10

^ Indicates improvement in rating since 2018 government responses assessment



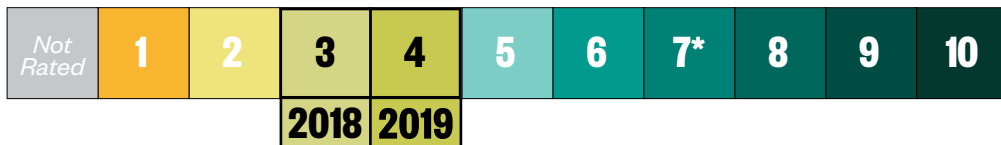
# AFRICA

## GOVERNMENT RESPONSE HIGHLIGHTS



### AVERAGE GOVERNMENT RESPONSE SCORE

% <0-9.9 10-19.9 20-29.9 30-39.9 40-49.9 50-59.9 60-69.9 70-79.9 80-89.9 90-99.9



\*No country can be awarded above a 7 if there are any negative indicators in their score

### WEAK RESPONSE RELATIVE TO WEALTH\*

<b>LIBYA</b>
<b>EQUATORIAL GUINEA</b>
<b>GABON</b>
<b>MAURITIUS</b>
<b>SEYCHELLES</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

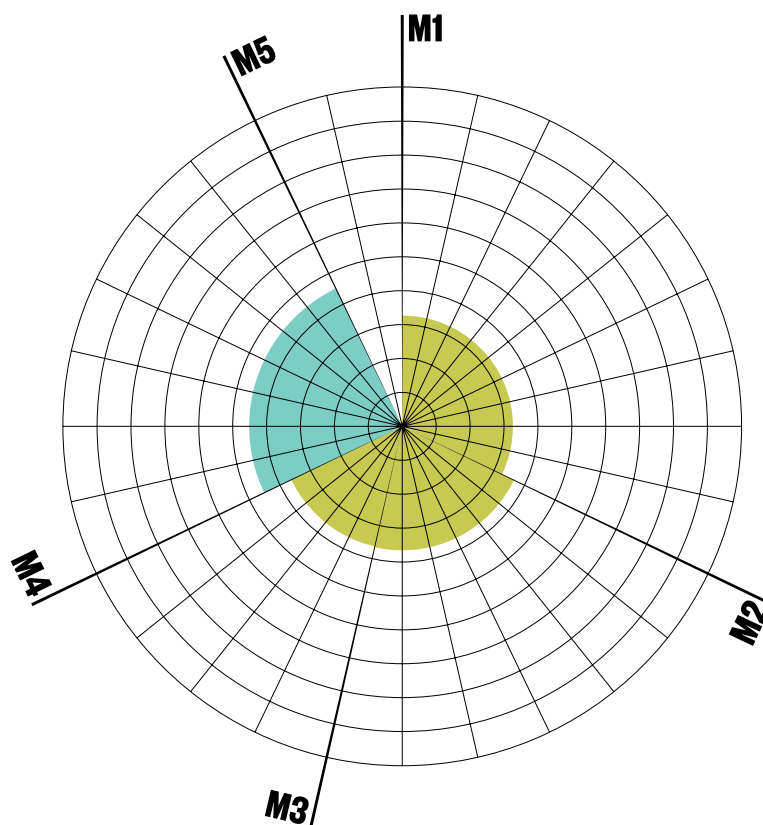
<b>ETHIOPIA</b>
<b>LESOTHO</b>
<b>MOZAMBIQUE</b>
<b>SENEGAL</b>
<b>ZIMBABWE</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### AVERAGE MILESTONE SCORE^

- M1. 32.8%**  
Identify and support survivors
- M2. 36.6%**  
Establish effective criminal justice systems
- M3. 36.4%**  
Strengthen coordination and hold governments to account
- M4. 45.1%**  
Address risk factors
- M5. 0.3%**  
Clean up government and business supply chains

*^Average milestone scores at the regional level. There are 28 activities that sit behind the milestones which lead to implicit weighting in the overall score. See Appendix 2 for more details.*



### KEY GAPS IN RESPONSE

Of the 51 countries assessed in the region:

**32**

do not provide support services for all victims of modern slavery

M1

**44**

have not criminalised forced marriage

M2

**12**

deport or detain foreign victims for immigration violations

M3

**8**

have state-imposed forced labour

M4

**51**

do not require businesses to report on supply chain risks

M5

The Africa region encompasses<sup>130</sup> 58 countries and 16 percent of the world's population. Of these, 51 countries in the region are assessed in this report. According to the Global Estimates of Modern Slavery, an estimated 9.2 million men, women and children were living in modern slavery in Africa in 2016. Africa has the highest rate of prevalence among all world regions with 7.6 people living in modern slavery for every 1,000 people in the region. When considering the forms of modern slavery, the rate of forced marriage (4.8 victims per 1,000 people in the region) was higher than the rate of forced labour (2.8 victims per 1,000 people in the region).<sup>131</sup>

Migration, ongoing or protracted conflict, and state-imposed forced labour are critical issues for many African countries; the connection between these issues and modern slavery is evident across the region. Many of the countries with the highest estimated levels of prevalence are marked by conflict, including Eritrea, Burundi, and the Central African Republic. Due to ongoing conflict and extreme disruption to government, we have not included a government response assessment for South Sudan this year. Migration from countries in Sub-Saharan Africa, either to neighbouring Sub-Saharan countries or further afield to Europe, the United States, Gulf Cooperation Countries (GCC), or other countries, has increased dramatically. Between 2010 and 2017, the total number of emigrants worldwide from all Sub-Saharan African countries grew by 31 percent.<sup>132</sup> State-imposed forced labour is a feature of multiple countries in the Africa region. This year, we find that there are eight countries where state-imposed forced labour occurs, namely Rwanda, Egypt, Madagascar, Eswatini, Mali, Burundi, Libya, and Eritrea.

National responses to modern slavery in Africa are mixed with some strong responses by countries in the region as well as evidence of inadequate victim protection and weak criminal justice systems, often compounded by lack of political will and resources. While 24 countries made overall improvements, other countries continued to face challenges. Between 1 July 2017 and 15 February 2019, **Eritrea, Libya, and Equatorial Guinea took the fewest steps to address modern slavery, all achieving the lowest rating (1)**, followed by Burundi, Democratic Republic of the Congo (DRC), Congo, Somalia, Chad, and Mauritania, which scored the second lowest rating (2).

On the other hand, **Nigeria has the region's strongest response to tackle modern slavery (6), followed by South Africa (5) and Ethiopia (5)**. Compared to others in the region, these countries are generally taking concrete actions to improve certain aspects of victim support, strengthen their criminal justice systems, increase coordination, and address vulnerability factors. As noted by Maria Grazia Giammarinaro, the UN Special Rapporteur on Trafficking in Persons, especially Women and Children, after her visit to Nigeria in 2018, Nigeria was one of the first African countries to pass legislation criminalising human trafficking, which it did in 2003. In addition, Nigeria has a specialised law enforcement agency dedicated to trafficking, the National Agency for the Prohibition of Trafficking in Persons and other Related Matters (NAPTIP), which conducts a range of important work, from conducting awareness-raising to operating shelters and leading on prosecution of perpetrators.<sup>133</sup> Nigeria has previously taken very strong actions, achieving the strongest response in the Africa region in the 2014 and 2016 editions of the Global Slavery Index (GSI).

### **GOVERNMENTS RESPONSES AGAINST GDP (PPP) PER CAPITA**

Globally, when correlating government responses against GDP (PPP) per capita, we find that, generally, countries with a higher level of wealth are taking more action to respond to modern slavery. Yet, in the Africa region, this trend only proves to be true when a few specific outliers are excluded – namely, the Seychelles, Equatorial Guinea, Mauritius, and Libya. All these countries are characterised by a higher level of resources at their disposal, yet they are taking comparatively little action. This is particularly true for Equatorial Guinea and Libya, where the governments are doing very little to respond to modern slavery. In Libya, this effect is further compounded by the profound level of conflict in the country, which impacts on government capacity. In comparison, Ethiopia, Lesotho, Mozambique, Senegal, and Zimbabwe are taking very positive steps to respond to this issue relative to their level of wealth.



Various countries within the region improved their responses to modern slavery during our reporting period. The greatest progress was made by Zimbabwe and Ghana (both moving from scoring 3 to 5 out of 10 in 2019), and Central African Republic (moving from scoring 1 to 3 out of 10 in 2019). For example, Ghana finalised and began implementing standard guidelines for identifying and screening of victims.<sup>134</sup> In 2018, the Zimbabwean government worked with international organisations to provide trafficking-specific training for judges and prosecutors.<sup>135</sup> In the Central African Republic, the Joint Unit for Rapid Intervention and Eradication of Sexual Violence against Women and Children (UMIRR), which focused on armed conflict, became operational in mid-2017. Although the unit reportedly faces operational and resourcing challenges, it offers some hope for child soldier victims and victims of forced sexual exploitation.<sup>136</sup>

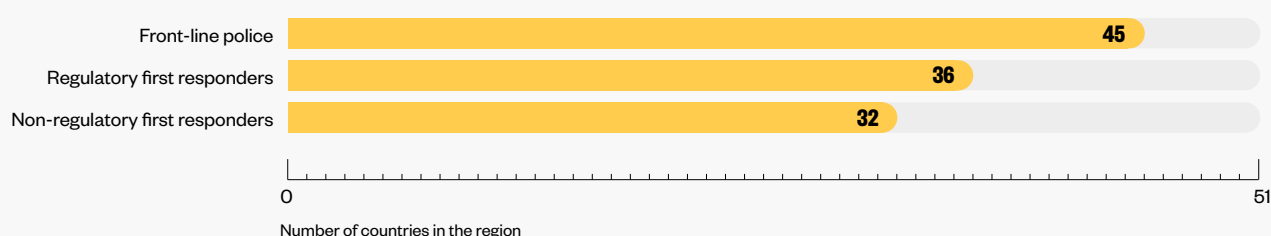
Conflict and political instability continued to affect government responses in multiple countries across Africa. According to the 2016 State Fragility Index, there were six countries in Africa that showed an extremely high level of state fragility accompanied by armed conflict,<sup>137</sup> including the DRC, the Central African Republic, South Sudan,<sup>138</sup> Sudan, Burundi, and Somalia.<sup>139</sup> As a result of severe political instability, limited government control, and high rates of displacement in parts of these countries, government capacity to

combat modern slavery is limited. For example, the DRC's North Kivu province is one of the country's regions most affected by mass displacement while also having the highest number of reports of sexual and gender-based violence in the country. Increased attacks and mounting insecurity in North Kivu have resulted in more than 100,000 people fleeing their homes in April 2019 alone.<sup>140</sup>

## SUPPORT SURVIVORS

Identification of victims and provision of victim support services is the first step in breaking the cycle of exploitation and should be at the forefront of a government response. In Africa, victim assistance remained limited in some countries across the region, with strongest responses in this area in Nigeria, South Africa, and Tunisia. The Nigerian Trafficking Agency (NAPTIP) continued to work extensively with the UK's National Crime Agency, Border Force, Immigration Enforcement, and the Crown Prosecution Service to build its capacity to respond to human trafficking, including training and mentoring through a Joint Border Taskforce.<sup>141</sup> As part of this project, NAPTIP conducted joint operations in 2017 at Gatwick and Heathrow airports in London aimed at profiling and identifying victims of trafficking and suspected traffickers.<sup>142</sup> In January 2018, the Tunisian government began operating a hotline in Arabic, French, and English, through which modern slavery crimes can be reported.<sup>143</sup>

### Training of first responders



●●  
 Figure 1: Number of countries in the Africa region providing training to selected groups of first responders

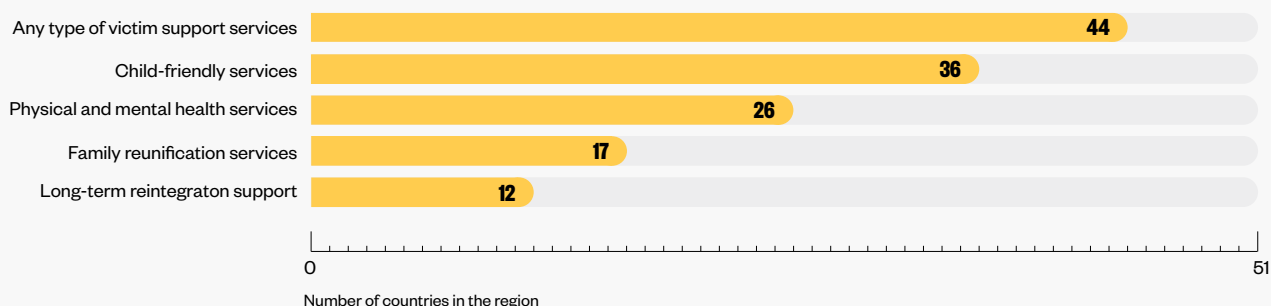
Training of first responders is another critical component in ensuring effective identification and referral. There is evidence that 45 out of 51 countries in Africa have trained their front-line police, which is an increase from the 40 countries reported in the 2018 GSI. Mauritania has not conducted any training for police since 2013 and there is evidence that the government actively prevented training this year,<sup>144</sup> while Togo trained police officers for the first time.<sup>145</sup> The government of Djibouti has taken positive steps by training its front-line police, which has resulted for the first time in victims being identified without support from an international organisation.<sup>146</sup> Systematic and regular training remained limited. When looking at training for both regulatory (immigration, border control, or labour inspectors) and non-regulatory first responders (doctors, social workers, or nurses), there are 26 countries in Africa that have trained both these groups. For example, in 2018, the Zimbabwean government increased its training efforts by providing training to its police officers and rolling out anti-trafficking training to the immigration department with support from the IOM. In addition, the government has conducted training workshops for social workers on identifying and dealing with victims.<sup>147</sup>

Provision of victim support services has decreased since 1 July 2017, resulting in just over 86 percent of countries providing some

form of assistance to victims of modern slavery. In addition, gaps in victim assistance and lack of government funding remain an issue across many countries in the region. For instance, while there are some victim support services available in Uganda, there is a lack of assistance for male victims and there are severe gaps in funding for shelters, most of which are run by NGOs or international organisations.<sup>148</sup> In Benin, victim support services are available only for child victims, whereas adult victims could receive some assistance only from generic assistance services for victims of abuse.<sup>149</sup> Only 26 countries of those 44 that provide some form of assistance offer physical and mental health support services to victims, both of which are critical in ensuring recovery of the victim. Another concern is that in nine of the 44 countries providing victim assistance, victims are held in shelters against their will.

National Referral Mechanisms (NRMs) are another important tool to ensure that once victims have been identified, they are linked with the services needed to help them exit the cycle of exploitation. There are currently only 11 countries in Africa that have such referral structures in place. While Mozambique had drafted but not completely established its NRM,<sup>150</sup> Kenya rolled out guidelines for the country's NRM by the end of 2017<sup>151</sup> although civil society have raised questions as to its implementation.

### Victim support services



●●  
 Figure 2: Number of countries in the Africa region with selected victim support services

## CRIMINAL JUSTICE

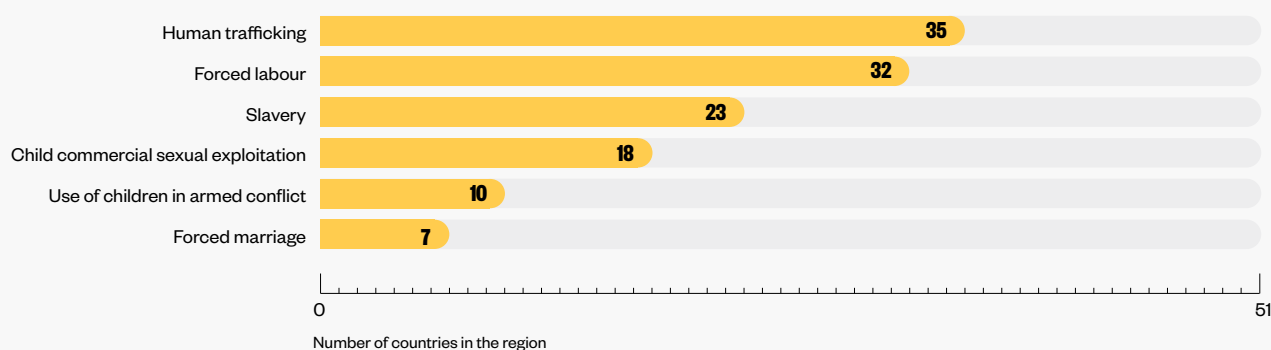
All 51 countries in the Africa region have criminalised at least one form of modern slavery in line with international conventions.<sup>152</sup>

The most commonly criminalised modern slavery crime in Africa is human trafficking. Nearly 70 percent of all countries (35 of 51) have legislation outlawing this crime. Namibia introduced stand-alone legislation to combat trafficking in persons in 2018, which includes victim non-punishment principles and compensation.<sup>153</sup> In comparison, only 23 African countries have domestic legislation outlawing slavery. In May 2017, Chad criminalised slavery in articles 328 and 331 of its recently revised criminal code.<sup>154</sup>

Given Africa has the highest prevalence of forced marriage globally, it is disconcerting that only seven countries have so far criminalised forced marriage offences. Child and forced marriage persist in many African countries due to longstanding religious and sociocultural traditions that reinforce views on gender inequality and the role of women and girls. Niger is estimated to have the highest prevalence rate of child marriage globally, with 76 percent of women aged 20 to 24 years old

having been first married before they were 18 years of age.<sup>155</sup> Although forced marriage is currently not criminalised in Niger, the government finally outlawed the so-called “fifth wife” or “wahaya” slavery practice in a landmark ruling in 2019. This practice allows men to take an unofficial “fifth wife” in addition to the four wives legally permitted in Niger. Often, these “fifth wives” are subjected to forced domestic labour and sexual exploitation at the hands of their “master” while enjoying none of the rights of an official wife.<sup>156</sup> While the abolition of this practice is an important step toward strengthening the role of women and their rights, more remains to be done. An effective approach to eliminating forced and child marriage must go beyond a legislative response to address underlying cultural and belief systems that drive this form of modern slavery. For example, community empowerment programs, such as the Tostan program that operates in Guinea, Guinea-Bissau, Mali, Mauritania, Senegal, and the Gambia, aims to bring about social transformation based on respect for human rights. The program has been found to empower women and girls and reduce rates of child marriage.<sup>157</sup>

### National modern slavery legislation



●●  
Figure 3: Number of countries in the Africa region that have passed domestic legislation criminalising a form of modern slavery



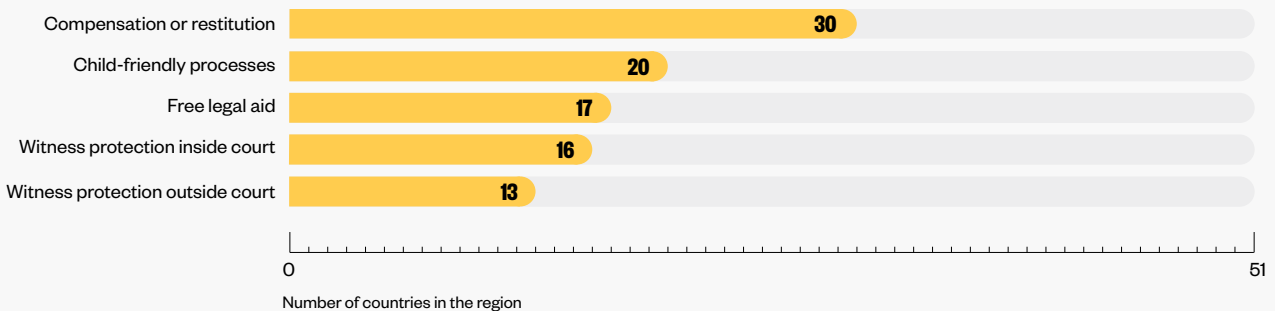
In 2017, there was a global increase in the number of children recruited and used in armed conflict, resulting in more than 6,000 verified instances of children used by government forces and more than 15,000 such instances by non-state armed groups in Africa, Asia, Latin America, and the Middle East. In Africa, there have been cases recorded in the Central African Republic, DRC, Libya, Mali, Nigeria, Somalia, South Sudan, and Sudan.<sup>158</sup> Despite the clear presence of child soldiers in Africa, only 10 of the 51 African countries have criminalised the use of children by state and non-state armed groups.

In most African countries (31 out of 51), penalties outlined in at least one of their modern slavery laws are disproportionate to the crime, which means they are either overly lenient or inhumane in their treatment of offenders. For example, in Djibouti, forced labour<sup>159</sup> and human trafficking<sup>160</sup> are punishable by fines only. Even where penalties are proportionate, this has not necessarily resulted in adequate sentences in practice. In 17 African countries, judicial rulings are not proportionate to the severity

of the crime, that is, they are either too lenient or too harsh, highlighting some countries' difficulties in translating criminal laws into action. In Cameroon, for instance, judges issued suspended sentences and allowed for settlements outside of court.<sup>161</sup>

There is further evidence of continuing issues with implementation of legal frameworks. While there are 30 countries that have functioning legal frameworks that support restitution or compensation for victims, Nigeria is one example of a country where restitution or compensation is supported in anti-trafficking legislation but then is not implemented in practice. As noted by the UN Special Rapporteur on Trafficking in Persons, especially Women and Children, after 10 years of the establishment of Nigeria's Trust Fund for victims of trafficking, apparently no compensation has ever been paid to any victims.<sup>162</sup> Similarly, the anti-trafficking legislation in Mauritius allows the court to award the victim a defined amount of compensation, however there is no recent evidence of such compensation being awarded to a victim.<sup>163</sup>

### Access to justice mechanisms



●●  
 Figure 4: Number of countries in the Africa region providing selected access to justice mechanisms for victims of modern slavery

## COORDINATION

In a positive step, there has been an overall increase in countries that have a current National Action Plan (NAP) addressing modern slavery issues, from 29 countries to 32 countries since 1 July 2017. For the first time, the government of Cape Verde drafted a NAP on trafficking covering the period 2018-2021<sup>164</sup> and Malawi launched a NAP in 2017 that incorporates a victim-centred approach.<sup>165</sup> However, only Senegal, Ghana, Algeria, Mali, and Malawi provide sufficient funding for their NAPs, which means implementation in all other countries that have a plan is likely to be limited. No government in Africa has implemented a monitoring mechanism, such as an independent rapporteur or commissioner, to ensure effective monitoring of government activities to combat modern slavery.

Regional and bilateral cooperation is key to combating modern slavery, particularly given the high levels of migration in the African region. Every country within Africa is involved in some regional body acting against modern slavery and most (39 countries) have signed bilateral agreements to cooperate on modern

slavery issues. Initiatives providing safe labour migration corridors are also important. Since the 1980s East African migrants and refugees have travelled to the Middle East and Arabian Peninsula for employment as low-skilled domestic workers, cleaners, labourers, and construction workers, many of whom end up experiencing some form of exploitation in the destination country.<sup>166</sup> It is critical for governments to implement labour migration agreements that provide protection during the migration process and in the destination country. However, currently only eight African countries have implemented such agreements. One of these countries is Ethiopia, which implemented new labour agreements with Saudi Arabia in 2017<sup>167</sup> and the United Arab Emirates in 2018,<sup>168</sup> both of which include protections for migrant workers. Yet, there is limited information available about the effectiveness and implementation of these agreements.

### National coordination mechanisms

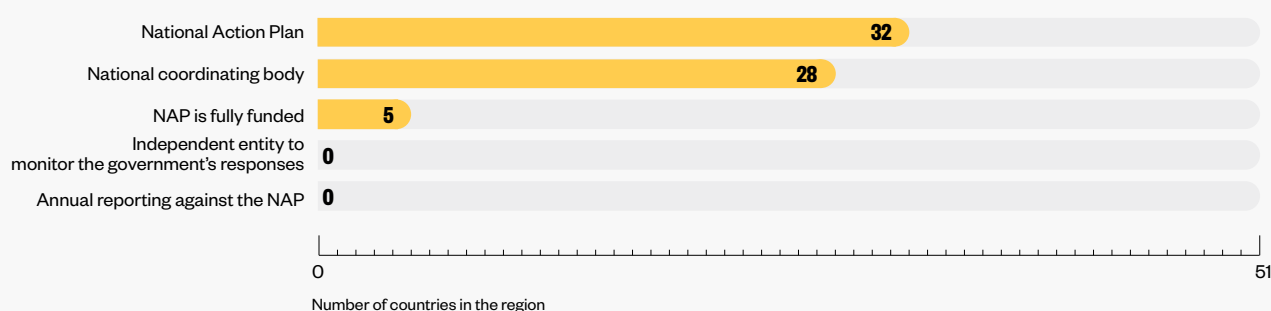


Figure 5: Number of countries in the Africa region with national coordination mechanisms to respond to modern slavery

## ADDRESS RISK

Supporting labour rights and protecting migrant workers, who are particularly at risk of exploitation, remains a global concern. Thirty-one African countries have labour laws that cover all workers, including migrant workers or those working in more informal sectors such as domestic work or agriculture. In addition to gaps in labour protections, modern slavery can flourish when there is a lack of enforcement of labour standards. In Africa, only nine countries conducted labour inspections, including in informal sectors, to address labour exploitation and forced labour. While there is evidence of labour inspections in Sierra Leone, implementation is still patchy. The government of Sierra Leone has noted severe resource constraints and an insufficient number of labour inspectors to ensure the enforcement of labour laws.<sup>169</sup>

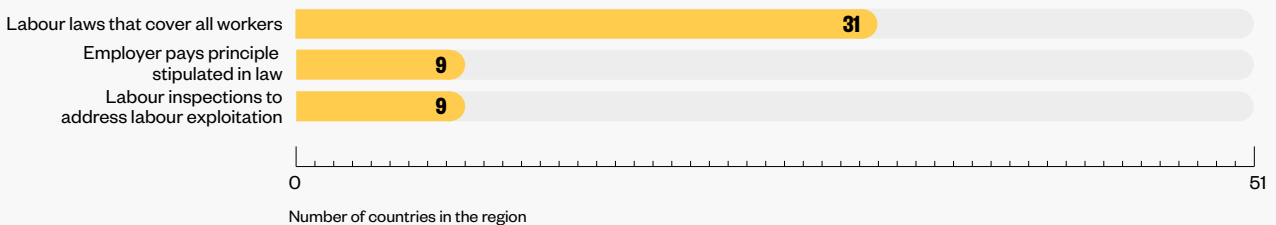
Systematic abuse and discriminatory visa regimes continue to affect labour migrants. There is evidence of institutionalised patterns of abuse in Angola, Cape Verde, DRC, Egypt, Libya, Madagascar, Mauritius, South Africa, and Sudan. In Cape Verde, there are concerns regarding the discrimination and stigmatisation of West African migrant workers. Additionally, the labour law there currently allows that under certain circumstances contracts of migrant workers do not need to be in written form, increasing

the risk of exploitation among this group.<sup>170</sup> Evidence of tied visa policies, which make it difficult for migrant workers to change employers and render them vulnerable to abuse, was found only in Mauritius. This is likely to be an underestimate of the instances of tied visas due to the complex nature of many countries' visa regimes.

Some African countries are implementing promising actions to provide vulnerable migrant workers in destination countries with avenues through which they can access help in case of exploitation. For example, Kenya has demonstrated increasing efforts to protect vulnerable workers abroad by assigning labour attachés to Kenyan missions in Qatar, the United Arab Emirates, and Saudi Arabia to protect citizens employed in those countries.<sup>171</sup>

As recently noted by the ILO, there has been an extensive growth of private recruitment agencies worldwide that has coincided with increasing reports of exploitation and abuse of migrant workers in particular by unscrupulous recruitment and employment agencies.<sup>172</sup> Research has clearly found that payment of recruitment fees increases the risk of migrant workers ending up in situations of forced labour.<sup>173</sup> In Africa, only nine countries currently have policies that prescribe the “employer pays” principle where private recruitment fees are paid by the employer, not the employee.

### Protections for workers



●●  
 Figure 6: Number of countries in the Africa region with labour protections for workers



Globally, there is growing action towards tackling known risk factors to modern slavery, such as providing access to education and birth registration and extending health care coverage. In spite of this, the Africa region is still lagging behind. For instance, while nearly 70 percent of countries globally have less than 10 percent of primary school aged children out of school, in Africa just over 30 percent of countries meet this standard. Ensuring that children, and particularly girls, attend school is crucial given the link between access to education and the reduction of forced marriage practices, which are particularly prevalent in the Africa region.

### **SUPPLY CHAINS**

There has been increased recognition globally of the role that the private sector can play in eradicating modern slavery, yet Africa is only at the beginning of this journey. The importance of this emerging area of action is highlighted by the fact that an estimated 16 million of the 24.9 million people in forced labour were exploited in the private economy in 2016.<sup>174</sup> No evidence exists of African governments taking steps to implement business supply chain transparency legislation; however, Côte d'Ivoire and Ghana have identified sectors that are at high risk of exploitation and have taken action to respond. Although the effectiveness of the protocol

has been questioned,<sup>175</sup> both countries are part of the Harkin-Engel Protocol<sup>176</sup> and the associated International Cocoa Initiative,<sup>177</sup> a voluntary initiative developed in 2001 that aims to eradicate the worst forms of child labour in the production of cocoa.

As governments are large buyers of goods and services globally, government agencies also have a key role to play in ensuring public supply chains are free from modern slavery. At this stage no African country has adopted public procurement policies to minimise the risk of governments purchasing products linked to forced labour. There is also no evidence of countries in the region that have laws to prevent the import of goods and services made with forced labour.

**AFRICAN NATIONS  
SHOULD STRENGTHEN  
CRIMINAL PENALTIES  
FOR MODERN  
SLAVERY CRIMES**

## REGIONAL RECOMMENDATIONS

Governments should:

### SUPPORT SURVIVORS

- Provide regular and consistent training for police, regulatory and non-regulatory first responders on how to identify and respond to victims.
- Ensure support services are available for victims of modern slavery, and that these are appropriately funded.
- Close gaps in victim support services by extending available support services to adults and men in particular.

### STRENGTHEN CRIMINAL JUSTICE

- Strengthen existing national legislation to ensure that all forms of modern slavery are criminalised in line with international standards.
- The governments of Rwanda, Egypt, Madagascar, Eswatini, Mali, Burundi, Libya, and Eritrea should close legal loopholes that facilitate state-imposed forced labour and work with the ILO to ensure state-imposed forced labour is abolished in practice.
- Ensure judicial punishments are appropriate for the severity of the crime and provide access to restitution and compensation for all victims.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

- Establish a single coordinated regional response to combat modern slavery and human trafficking by finalising the Draft African Union Ten Year Action Plan to Eradicate Child Labour, Forced Labour, Human Trafficking and Modern Slavery.
- Develop National Action Plans or strategies, in coordination with relevant stakeholders, that are based on research and data and survivor experiences, and fund national strategies appropriately.
- Expand protection for victims exploited in other countries by establishing bilateral labour migration agreements that include protection for migrant workers.

### ADDRESS RISK FACTORS

- Recognise the importance of gender to any modern slavery response by supporting the empowerment of women and girls through access to education for all and community empowerment programming.
- Ensure that prospective migrants are informed of their labour rights and provided with information on how to access help and seek redress for exploitation in the destination country.
- Extend labour laws to ensure they covers all workers, including those in informal sectors, and ensure labour protections are enforced through systematic and regular labour inspection.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

- Identify sectors at high risk of forced labour, as Côte d'Ivoire and Ghana have done, and work with business and civil society in those sectors to develop initiatives to eradicate forced labour and other forms of labour exploitation.
- Begin engaging with business to raise awareness of the issue of modern slavery in global supply chains.



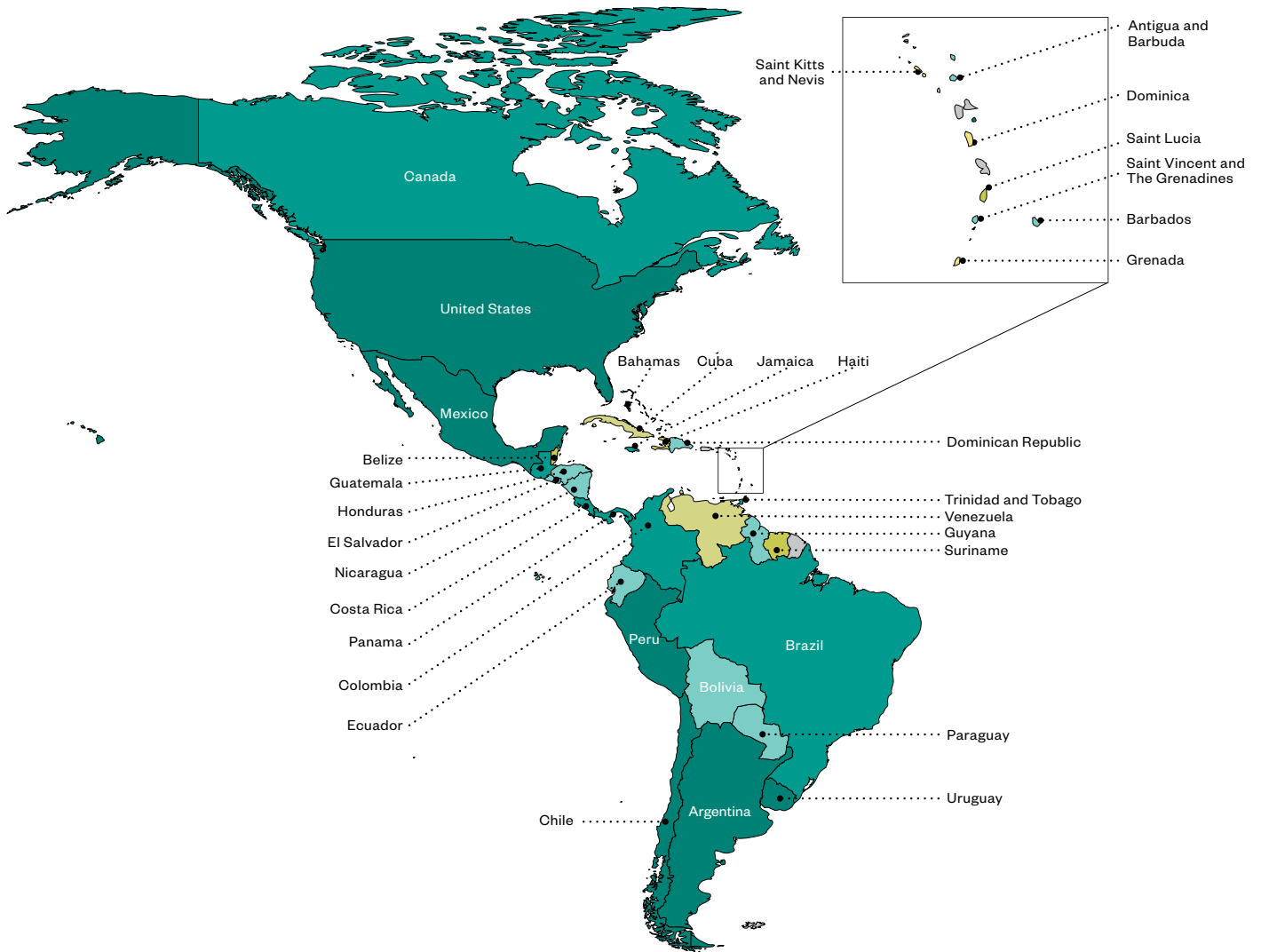


•• Malkohi refugee camp, Adamawa State, Nigeria, February 19, 2019. A woman cooks inside her home four days ahead of the country's general elections. Malkohi is a camp for internally displaced people who fled their homes as Boko Haram insurgents advanced across north-eastern Nigeria. Malkohi residents say they feel forgotten. Credit: Luis Tato/AFP/Getty Images



# AMERICAS

## GOVERNMENT RESPONSE HIGHLIGHTS



### AVERAGE GOVERNMENT RESPONSE SCORE

% <0-9.9 10-19.9 20-29.9 30-39.9 40-49.9 50-59.9 60-69.9 70-79.9 80-89.9 90-99.9



2019  
2018

\*No country can be awarded above a 7 if there are any negative indicators in their score

### WEAK RESPONSE RELATIVE TO WEALTH\*

VENEZUELA
SURINAME

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

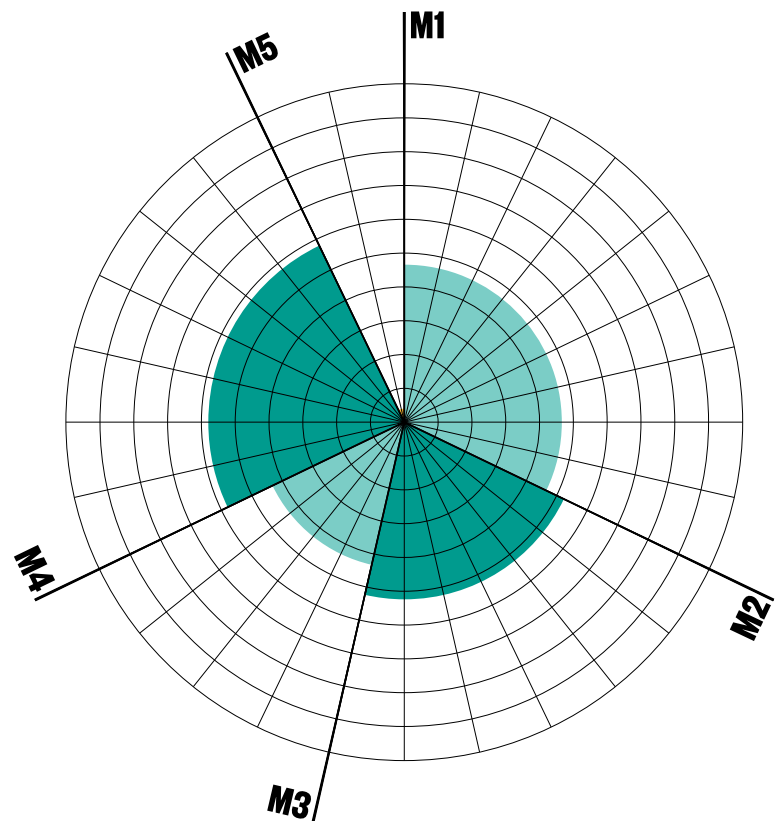
CHILE
URUGUAY
MEXICO
PERU
JAMAICA

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### AVERAGE MILESTONE SCORE^

- M1. 47.6%**  
Identify and support survivors
- M2. 52.4%**  
Establish effective criminal justice systems
- M3. 43.8%**  
Strengthen coordination and hold governments to account
- M4. 58.2%**  
Address risk factors
- M5. 2.9%**  
Clean up government and business supply chains

^Average milestone scores at the regional level. There are 28 activities that sit behind the milestones which lead to implicit weighting in the overall score. See Appendix 2 for more details.



### KEY GAPS IN RESPONSE

Of the 35 countries assessed in the region:

**24**

do not provide support services for all victims of modern slavery

M1

**11**

have treated victims as criminals for conduct that occurred under the control of criminals

M2

**9**

deport or detain foreign victims for immigration violations

M3

**12**

have not investigated reports of corruption in modern slavery cases

M4

**33**

do not require businesses to report on supply chain risks

M5

The Americas region encompasses 54 countries<sup>178</sup> across North America, Central America, the Caribbean, and South America. Of these, 35 countries in this region are assessed in this report. According to the most recent estimates, 1.9 million men, women, and children were living in modern slavery in the Americas in 2016.<sup>179</sup> The Americas has the lowest rate of prevalence among all world regions, with 1.9 people living in modern slavery for every 1,000 people in the region. When considering the forms of modern slavery, the rate of forced labour (1.3 victims per 1,000 people) was higher than the rate of forced marriage (0.7 victims per 1,000).

Modern slavery in the Americas is characterised by large-scale movement of people from less developed to more developed areas. The motivations to migrate are many, complex, and interrelated. Many people move to seek asylum, to escape violence, economic, and political instability,<sup>180</sup> or to find economic opportunities.<sup>181</sup> Economic and political instability in Venezuela has heightened the risk of modern slavery there,<sup>182</sup> but it has also added to the number of people on the move. It is estimated that more than 2.7 million Venezuelans, nine percent of the population, have fled the country in the last four years.<sup>183</sup> At the same time, increasingly restrictive immigration policies in the United States and other countries have forced migrants to take increasingly risky migration pathways.<sup>184</sup> Specific groups in the region, such as, unaccompanied minors, are particularly vulnerable to a range of abuses during their migration.<sup>185</sup> For job seekers and migrant workers, once they have arrived in their destination countries, there are risks in the informal sector or rural areas due to limited regulation or oversight and few labour inspections.<sup>186</sup> The products produced as a result of exploited labour of victims of modern slavery in the Americas permeate global supply chains, especially in the timber and garments sectors.<sup>187</sup> In light of these issues, it is not surprising that Venezuela has the highest estimated prevalence of modern slavery in the region, nor that the United States, Brazil, and Mexico have the highest absolute number of victims and collectively account for over half of all victims of modern slavery in the region. Other forms of modern slavery, such as forced sexual exploitation of adults,<sup>188</sup> commercial sexual exploitation of children,<sup>189</sup> child soldiers,<sup>190</sup> and forced marriage<sup>191</sup> are documented in the region.

National responses to modern slavery in the Americas are mixed. Despite some strong responses in the region, there is evidence of inadequate victim protection and weak criminal justice systems, often compounded by government crises, corruption, and large migration flows. While 18 out of 35 countries in the region have made overall improvements since 1 July 2017, other countries continued to face challenges. Between 1 July 2017 and 15 February 2019, Grenada, Saint Kitts and Nevis, and Dominica took the fewest steps to address modern slavery, all achieving the lowest rating (2), followed by **Venezuela and Cuba, which scored the second lowest rating (3)**. While we have reported the actions of smaller countries in the Caribbean and Central America this year, including Grenada, Saint Kitts and Nevis, and Dominica, it is worth noting that these countries are characterised by small populations and limited publicly available data. Removing Small Island Developing States (SIDS), includes Suriname and Haiti (4) in the list of countries taking limited action.

Alternatively, the **United States, Argentina, Chile, Uruguay, Mexico and Peru have the strongest responses to tackle modern slavery**. Compared to others in the region, these countries are generally taking concrete actions to improve certain aspects of victim support, strengthen their criminal justice systems, and address vulnerability factors. Argentina has made considerable progress improving its government response to modern slavery with recent evidence of government training for social workers, doctors, and teachers,<sup>192</sup> the opening of five regional counter-trafficking offices providing physical and mental health services,<sup>193</sup> and the first successful issuing of restitution for a trafficking case in 2016.<sup>194</sup>

Several countries within the region improved their responses to modern slavery. Notable progress was made by Guyana, Barbados, Honduras, Antigua and Barbuda, and Saint Vincent and the Grenadines (from 4 to 5 rating), and Mexico, Uruguay, and Peru (from 6 to 7 rating). Guyana has improved its victim assistance programming, coordination and accountability mechanisms, and efforts to address risk since 1 July 2017. The government has dedicated funding for activities in its National Action Plan and has assisted in the repatriation of multiple foreign victims for the first time in our reporting.<sup>195</sup> Three countries decreased their overall government response



score: the Dominican Republic (from 6 to a 5 rating) and Jamaica and Canada (from 7 to 6 rating). The Dominican Republic, for example, has not implemented clear national guidelines for identifying and screening victims for all first responders, and has reduced efforts to implement them in the reporting period.<sup>196</sup>

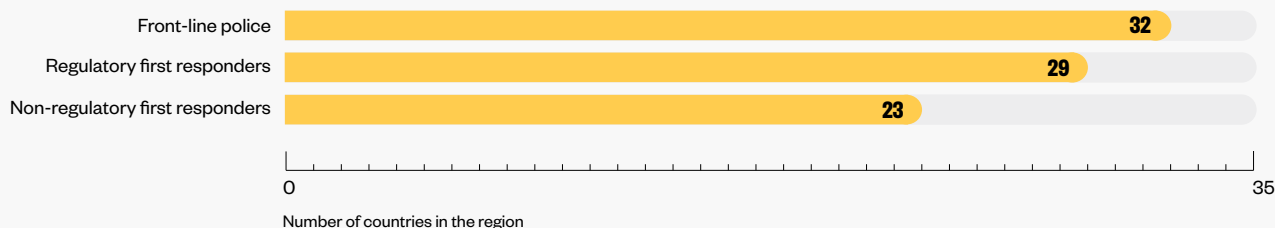
**GOVERNMENTS RESPONSES AGAINST GDP (PPP) PER CAPITA**

Globally, when correlating government responses against GDP (PPP) per capita, we find that, generally, countries with a higher level of wealth are taking more action to respond to modern slavery. In the Americas region, Saint Kitts and Nevis, Grenada, Dominica, Venezuela, Saint Lucia, and Suriname are the countries taking minimal steps to respond to modern slavery relative to their per capita wealth. The inclusion of Venezuela likely reflects its ongoing political and economic crises. Saint Kitts and Nevis, Grenada, Dominica, and Saint Lucia are Small Island Developing States (SIDS) with small populations and limited publicly available data. In comparison, Jamaica and Peru are taking impressive steps to respond to this issue relative to their level of wealth. Jamaica now offers its hotline in multiple languages<sup>197</sup> and has ratified the Protocol of 2014 to the Forced Labour Convention of 1930, which is in force as of 13 June 2017.<sup>198</sup>

**SUPPORT SURVIVORS**

Improving the identification and referral of victims by training law enforcement and first responders is an important element of a government’s response to modern slavery. Thirty-two out of 35 countries in the Americas have trained their front-line police, reflecting a recent increase, with Suriname now conducting such training. Suriname provided training for its incoming police recruits for the first time in our reporting period and operated a specialised 15-person anti-trafficking unit to investigate cases and provide training throughout the country.<sup>199</sup> Twenty-nine and 23 countries have trained regulatory (immigration, border control, or labour inspectors) and non-regulatory (doctors, social workers, or nurses) first responders, respectively. There are fewer countries in the region (22) that have trained both groups. In Mexico, the National Security System (CNS) hosted law enforcement officials from throughout the Americas to share best practices and promote cooperation on trafficking cases. The Mexican government also trained federal police, federal prosecutors, immigration officials, medical professionals, federal child and family protection workers, federal tourism officials, and state government officials on anti-trafficking issues.<sup>200</sup>

Training of first responders to identify victims

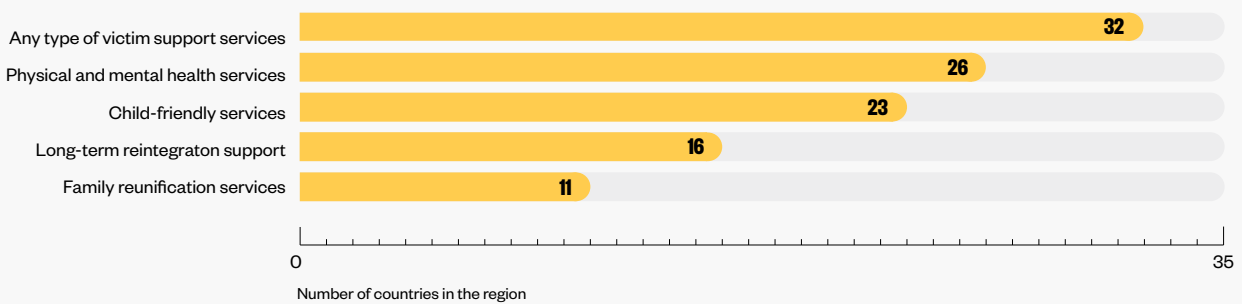


●●  
 Figure 1: Number of countries in the Americas region providing training to selected groups of first responders

National Referral Mechanisms (NRMs) allow victims to connect with law enforcement and victim services, and they facilitate the development of networks of available resources to ensure optimal care for victims. There are currently nine countries in the Americas that have such referral structures in place. Hotlines are also critical tools to report potential human trafficking cases. Thirty-one countries in the Americas region have reporting mechanisms, such as a hotline, and 12 of these countries have a free reporting mechanism for men, women, and children that operates 24/7 and in multiple languages. It is also important that members of the public know how to reach these reporting mechanisms. Honduras, for example, launched a campaign with the 911 National Emergency System and the Coordinating Network of Private Institutions for the Rights of Children and Youth entitled “Report Trafficking, that is what it is about” to promote the free and 24/7 reporting services in the country.<sup>201</sup>

The number of countries providing victim support services has increased from 31 countries to 32 countries in the Americas since 1 July 2017, with Belize now providing some services for victims of modern slavery. The Government of Belize provided 200,000 Belizean dollars (US\$100,000) to the Ministry of Human Development to address human trafficking, including funding for victim services.<sup>202</sup> Twenty-six countries of the 32 that provide victim services include physical and mental health support services. However, victims remain vulnerable to re-traumatisation or are unable to access services at all. In five of the 32 countries providing victim assistance, victims are held in shelters against their will. Trinidad and Tobago housed some victims in domestic violence shelters and did not allow them to leave unchaperoned or of their own volition.<sup>203</sup> Additionally, 24 of the 35 countries in this region do not have specific services or shelters for all possible victims, including men, women, non-binary individuals, children, foreign nationals, and others.

### Victim support services



●●  
 Figure 2: Number of countries in the Americas region with selected victim support services

## CRIMINAL JUSTICE

Thirty-three of 35 countries in the Americas region have criminalised at least one form of modern slavery in their national legislation, consistent with international conventions.<sup>204</sup>

Human trafficking is the most commonly criminalised form of modern slavery in the Americas, with over 62 percent of all countries (22 of 35) having legislation outlawing this crime. However, only 15 countries in the Americas have domestic legislation outlawing slavery and only 16 criminalise forced labour.

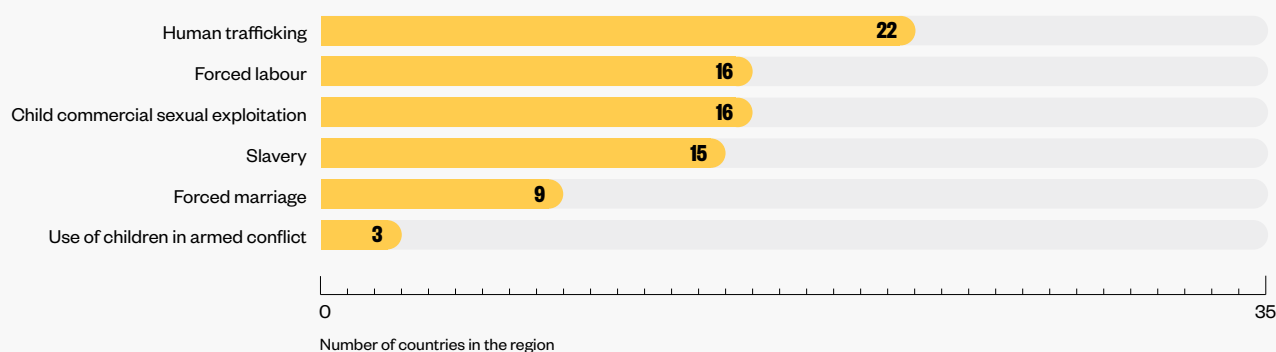
The Americas region had an estimated 670,000 victims of forced marriage in 2016, but only nine countries have so far criminalised forced marriage offences. A 2017 report by UNICEF estimates that approximately 25 percent of Latin American girls are married before age 18.<sup>205</sup> This report also estimates that forced or child marriages are most often reported in the Dominican Republic, Brazil, Mexico, Nicaragua, Honduras, and Guatemala; of these countries, Mexico is the only one to have criminalised forced marriage.<sup>206</sup>

Forced marriage also occurs in the United States and Canada. The United States lacks federal legislation prohibiting forced and child marriage, with the minimum age for consent to marry as young as 12 in some US states. According to research on marriage license

data in the United States from 2000 to 2015, more than 200,000 minors were married in the United States.<sup>207</sup> Simply criminalising forced marriage, however, will not eliminate this form of exploitation. An effective approach to eliminating forced and child marriage must go beyond a legislative response to address the underlying cultural and belief systems that drive this form of modern slavery and continue to disadvantage and discriminate against women and girls.

In 2017, there was a global increase in the number of children recruited and used in armed conflict, resulting in more than 6,000 verified instances of children used by government forces and more than 15,000 such instances by non-state armed groups in Africa, Asia, Latin America, and the Middle East.<sup>208</sup> Only three countries in the Americas region have laws against the use of children in armed conflict: Colombia, Nicaragua, and Panama. Unfortunately, despite these protections, children are at continued risk of exploitation as child combatants in armed conflict in Colombia. Although a final peace agreement was signed between the government of Colombia and Fuerzas Armadas Revolucionarias de Colombia (FARC) in 2016, the United Nations verified cases of child recruitment and use by the National Liberation Army in the last quarter of 2017.<sup>209</sup> Once

National modern slavery legislation



●●  
 Figure 3: Number of countries in the Americas region that have passed domestic legislation criminalising a form of modern slavery



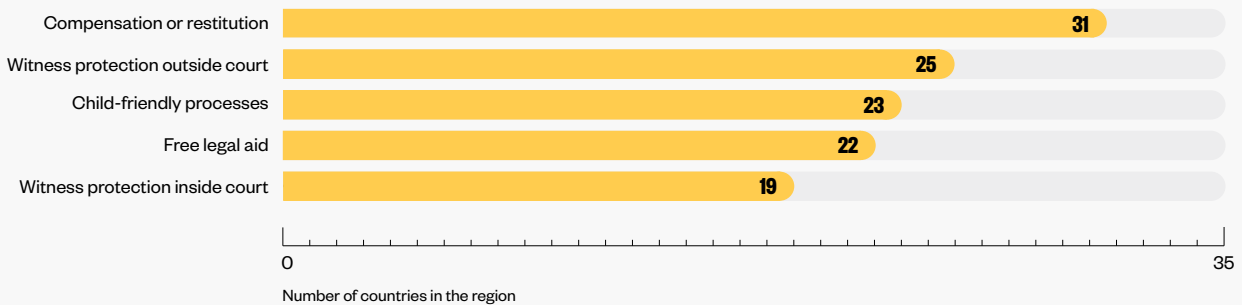
leaving these armed groups, many of these child soldiers feel isolated as they attempt to reintegrate into society. The risk for relapse among minors is greater than it is for adult former combatants, with increased risk that these former child soldiers will return to violent lives.<sup>210</sup>

In 10 countries in the Americas, penalties outlined in at least one of their laws addressing forms of modern slavery are disproportionate to the crime, meaning that the listed penalties are too lenient or inhumane in their treatment of offenders. For example, in El Salvador there are very weak penalties for forced labour violations, as well as a labour inspectorate that is overburdened by undertaking some 25,000 inspections annually across 140,000 businesses. This leads to limited enforcement of laws and very few prosecutions for forced labour offences.<sup>211</sup> Even where penalties are proportionate in legislation, this has not necessarily resulted in adequate sentences in practice. In 11 countries in the Americas, judicial rulings are not proportionate to the severity of the crime, are either too lenient or too harsh, reflecting challenges of the judiciary in the implementation of the prescribed penalties for these crimes.

In Bolivia, due to insufficient resources and personnel and a significant backlog in the judiciary, pressure was applied to prosecutors to resolve trafficking cases through plea deals and reduced crimes.<sup>212</sup>

Implementation of legal protections for victims of modern slavery continues to be a challenge for some countries in this region. While there are 31 countries that have laws that support restitution or compensation for victims, Cuba is one example of a country where restitution or compensation is supported in anti-trafficking legislation, but there is no evidence of its implementation. The Special Rapporteur on trafficking in persons, especially women and children, discovered on her mission to Cuba that while there is an indemnity fund containing the earnings of prisoners, fines, and other government contributions, available to all victims, it is unclear if this fund has been used for victims of trafficking.<sup>213</sup> Similarly, while there are legal provisions for restitution and compensation in Ecuador, there are reports that financial restitution was not available to victims of trafficking.<sup>214</sup> The ability to access and receive compensation was highlighted as one of the most important components of a government response by the LEEG in India.

### Access to justice mechanisms



●●  
 Figure 4: Number of countries in the Americas region providing selected access to justice mechanisms for victims of modern slavery

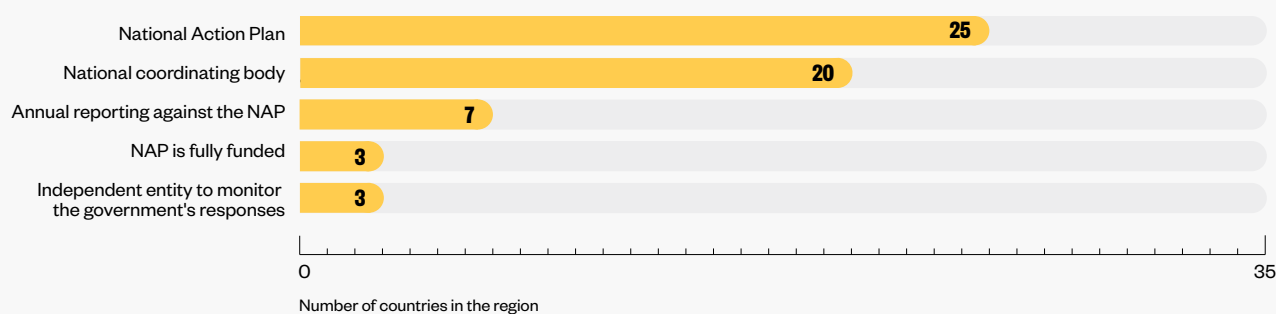
## COORDINATION

The development of a National Action Plan (NAP) demonstrates clear commitment of a government to coordinate and fund anti-trafficking efforts. There has been an overall decrease in countries that have a current NAP addressing modern slavery issues, from 26 countries to 25 countries since 1 July 2017 with Haiti and Canada's NAPs elapsing, and Ecuador enacting its National Action Plan for Human Mobility that includes activities related to human trafficking.<sup>215</sup> In a positive development, on 30 July 2018, Uruguay's Board on the Prevention and Combating of Human Trafficking adopted a NAP for 2018 to 2020.<sup>216</sup> This plan was passed in addition to the existing National Action Plan for the Eradication of Commercial and Non-Commercial Child and Adolescent Exploitation II, 2016- 2021.<sup>217</sup> Brazil, Jamaica, and Uruguay are the only countries in the region with independent entities to monitor the government response, as well as the implementation of activities against NAPs.

Combating modern slavery must be undertaken with regional and bilateral collaboration and cooperation, particularly given the high levels of migration throughout the Americas region. Every country within the Americas is involved in

regional bodies that take some action against modern slavery and 23 countries have signed bilateral agreements to specifically cooperate on modern slavery issues. However, there is evidence that nine countries have detained or deported foreign victims, indicating that despite evidence of collaboration, victims' rights are not always protected. Initiatives providing for safe labour migration are also important given the large-scale labour migration that occurs in the region. In 2017, 17 million migrants from Asia, eight million migrants from Europe, and 26 million migrants from Latin America and the Caribbean moved to Northern America.<sup>218</sup> In this context of large-scale global migration within the Americas region, many migrants are vulnerable to exploitation and abuse. Governments must implement labour migration regimes, including bilateral labour agreements, that provide labour protection for migrants in the destination country. However, currently there are only nine countries in the Americas that have implemented such agreements. The recent United States-Mexico-Canada agreement must still be legislated into national US law;<sup>219</sup> once it is law, it will provide more labour protections for migrant workers from Mexico and Canada working in the United States.

### National coordination mechanisms



●●  
 Figure 5: Number of countries in the Americas region with national coordination mechanisms to respond to modern slavery

## ADDRESS RISK

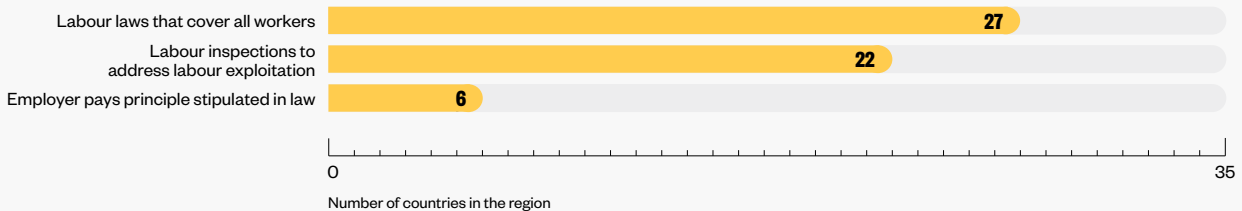
Effective government responses on modern slavery must also include efforts to address conditions that create risk among vulnerable populations. Only two countries in the Americas region provide health care access for their entire population, and concerns about affordability in the remaining 33 countries may limit critical access to lifesaving medical intervention for vulnerable populations.<sup>220</sup> In 29 of the 35 countries in the region, at least 90 percent of primary school aged children have accessed education, providing a strong foundation of education and opportunity for those countries' youngest citizens.

There are inherent risks in the national labour migration structures in many countries in the Americas region. Visas that are tied to specific employers make it difficult for migrant workers to leave exploitative situations, which increases the risk of modern slavery. Four countries in the Americas region have laws or policies that prevent or make it difficult for workers to leave abusive employers without risk of loss of visa and deportation: Belize, Brazil, Canada, and Cuba. Canada's Temporary Foreign Worker Program has come under international scrutiny after reports emerged

of migrant workers facing abuse and being unable to leave their positions due to visa restrictions. It has also been criticised for prohibitions against the hiring of foreign workers in high unemployment areas, and for increases in price and difficulty of obtaining Labour Market Impact Assessments to prove employers could not have hired Canadians, resulting in reduced availability of positions that migrant workers can be hired for.<sup>221</sup> Although outside of our current reporting period, as of May 2019 migrant workers with employer-specific permits can now apply for open work permits to escape work situations involving violence, harassment, or other abuse.<sup>222</sup> These improvements will be captured in the next reporting period for Canada, but are an important step to provide more protections for migrant workers in Canada.

Requiring migrant workers and not employers to pay recruitment fees increases their vulnerability to modern slavery.<sup>223</sup> Only Barbados, Belize, Brazil, the United States, Guyana, and Honduras have implemented laws to ensure that only employers pay recruitment fees. The United States only recently extended this protection federally, in January 2019.<sup>224</sup> Canada has regulations that prohibit recruitment fees from being charged

### Protections for workers



●●  
 Figure 6: Number of countries in the Americas region with labour protections for workers



to the employee, but the provision is not included in federal legislation.<sup>225</sup> These limited protections in even the region's most powerful countries increase vulnerability of migrant workers to paying exorbitant fees, which can lock them in a cycle of debt bondage and other forms of modern slavery.

Twenty-seven of the 35 countries in the Americas region have labour laws that cover all workers, including migrant workers and those in the informal economy, such as those who work in domestic work and in the agricultural sector. However, only 22 of 35 countries regularly conduct labour inspections in the informal economy to identify cases of modern slavery. Despite having the strongest response in the region, and one of the strongest responses globally, the United States has excluded domestic workers from laws allowing them to unionise while working in the private home of a family. These remaining gaps are covered in some states by a Domestic Worker Bill of Rights.<sup>226</sup>

Many countries in the Americas have laws, policies, and procedures in place to provide protection for asylum seekers. In 17 countries, despite the existence of these policies, we found evidence of detention of asylum seekers without access to services, deporting asylum seekers before their claims can be assessed, or asylum seekers having to lodge claims outside the country where they sought asylum. Despite legal protections available for asylum seekers, the United States has enacted more restrictive immigration and border control policies since January 2017. Presidential Executive Orders suspended the US refugee program for

approximately 10 months in 2017, only to resume with greater restrictions for applicants and the lowest annual cap for refugee admissions for 2018 since the inception of the 1980 US Refugee Act.<sup>227</sup> While there is a migration crisis at the US southern border, with 98,977 arrests for illegal border crossings made in April 2019 alone,<sup>228</sup> there is evidence that many of these border crossings are made by individuals who wish to apply for asylum. However, these asylum seekers must contend with “metering”<sup>229</sup> or recent policies limiting entrance to only a small number of asylum seekers at each port of entry each day. This practice often forces vulnerable migrants to wait for long periods of time in dangerous border areas before they can officially seek asylum.<sup>230</sup>

Other countries in the Americas region are employing different approaches to issues of mass migration. Following the political and economic crises in Venezuela, approximately 400,000 Venezuelans have claimed asylum, and another one million have gained other forms of residency, often from their Latin American neighbours such as Colombia, Peru, Chile, and Argentina, and from the United States.<sup>231</sup> In particular, Colombia and Peru have instituted massive immigration policy changes to provide Venezuelan arrivals temporary legal status as opposed to closing or restricting their entry. However, these measures may soon outpace the capacity of many Latin American host countries as Chile and Panama have already begun to restrict the number of Venezuelan migrants entering their countries, and Ecuador now requires difficult-to-obtain identification and criminal record documentation from new Venezuelan migrants.<sup>232</sup>

# COUNTRIES IN THE AMERICAS SHOULD REVOKE HARMFUL MIGRATION POLICIES



●●  
*Locals use a makeshift raft to illegally transport fuel across the Suchiate river from Ciudad Hidalgo in Chiapas State, Mexico, to Tecun Uman in Guatemala, on June 10, 2019. In the framework of Mexico's deal to curb migration in order to avert President Trump's threat of tariffs, Mexico's Foreign Minister said Mexico will discuss a "safe third country" agreement with the US. The US has enacted more restrictive immigration and border control policies since January 2017 through Trump's Executive Orders. Credit: Pedro Pardo/AFP/Getty Images*

## SUPPLY CHAINS

Very little action has been taken across the region to address instances of forced labour in global supply chains. Only three countries, the United States, Brazil, and Bolivia, have taken any action at all. The Bolivian "Triple Seal" certification is awarded to companies that have reduced the use of child labour, discrimination, and forced labour in the production of goods. Its use appears to be limited. In 2014, the seal had been awarded only to sugarcane products.<sup>233</sup>

The G20 countries, encompassing the world's strongest economies, are in a unique position to combat forced labour in supply chains by holding businesses and governments to account for exploitation that occurs within their direct supply chains and those of their suppliers. The five G20 countries in the region, Argentina, Brazil, Canada, Mexico, and the United States, collectively import US\$172 billion per annum of products at risk of being produced with modern slavery.<sup>234</sup> However, of these G20 countries, only Brazil and the United States are currently taking action to respond to forced labour in the private or public economy.

The United States and Brazil lead the way globally in engaging with business on addressing modern slavery. The 2010 California Transparency in Supply Chains

Act requires certain businesses to disclose their efforts combating modern slavery in their supply chains.<sup>235</sup> Brazil's "Dirty List" publicises a list of businesses that tolerate forced labour in their supply chains.<sup>236</sup> These governments also recognise that public procurement is at high risk of modern slavery. In Brazil, the "Dirty List" is used by public sector companies to inform contracting decisions. US Executive Orders 13126 (1999) and 13627 (2012) require mandatory reporting and due diligence from all federal contractors and subcontractors to ensure that government agencies do not procure goods and services tainted by child labour, forced labour, and human trafficking.<sup>237</sup> The closure of a loophole in the 1930 Tariff Act (19 U.S.C. § 1307) has meant that goods are regularly seized and inspected if they are believed to be produced with forced or child labour. Despite these steps, the United States imports the largest proportion among all G20 countries of products that are at risk of being produced with modern slavery (US\$144 billion per annum). The United States, and the Americas region, must ensure that goods and services are not produced using forced labour.

## REGIONAL RECOMMENDATIONS

Governments should:

### SUPPORT SURVIVORS

- Provide regular and consistent training for police, regulatory and non-regulatory first responders on how to identify victims and refer them to services.
- Ensure National Referral Mechanisms are in place to improve coordination and cooperation between government agencies, and between government and civil society.
- Ensure support services are available for all victims of modern slavery, including men, women, and children, and that these are appropriately funded.

### STRENGTHEN CRIMINAL JUSTICE

- Strengthen existing national legislation to ensure that all forms of modern slavery are criminalised in line with international conventions.
- Introduce and implement legislation criminalising forced marriage and raise the age of marriage to 18 for men and women. Only 10 countries in the Americas region – Argentina, Bahamas, Belize, Canada, Chile, Grenada, Mexico, Paraguay, and Saint Lucia – have legislation fully criminalising forced marriage; equivalent laws should be enacted in the remaining 25 countries.
- Ensure effective implementation of criminal justice responses, including judicial punishments that are appropriate for the severity of the crime, and provide access to restitution and compensation for those who are exploited.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

- Develop National Action Plans or strategies, in coordination with relevant stakeholders, that are based on research and data and survivor experiences, and fund these appropriately.
- Establish monitoring mechanisms, such as an independent rapporteur or commissioner, to ensure effective implementation and evaluation of the government's response, following the examples of Brazil, Jamaica, and Uruguay in the region.
- Expand protection for victims of forced labour exploited in other countries by establishing bilateral labour migration agreements that include protection for migrant workers.

### ADDRESS RISK FACTORS

- Extend labour laws to ensure they cover all workers, including those in informal sectors, and ensure labour protections are enforced through systematic and regular labour inspection.
- Revoke harmful migration policies and reform immigration opportunities for migrant workers to provide more accessible legal pathways, including through implementation of bilateral labour agreements, free trade agreements, and bilateral social security agreements.
- All countries in the Americas should join the UN Global Compact acknowledging the value of an integrated and multilateral approach to international migration.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

- The region's five G20 countries, Argentina, Brazil, Canada, Mexico, and the United States, should each enact federal legislation requiring mandatory reporting for all large businesses with regard to the presence of modern slavery in their supply chains.
- Begin engaging with business to raise awareness of the issue of modern slavery in global supply chains throughout the region by implementing laws to minimise risk of modern slavery in public supply chains and to encourage businesses to practice due diligence.
- All countries in the region should establish and, in the case of the US, implement legislation requiring all government contractors and suppliers to take steps to detect and eliminate modern slavery from publicly-funded supply chains.



# ARAB STATES

## GOVERNMENT RESPONSE HIGHLIGHTS



### AVERAGE GOVERNMENT RESPONSE SCORE

% <0-9.9 10-19.9 20-29.9 30-39.9 40-49.9 50-59.9 60-69.9 70-79.9 80-89.9 90-99.9



2019
2018

\*No country can be awarded above a 7 if there are any negative indicators in their score

### WEAK RESPONSE RELATIVE TO WEALTH\*

<b>QATAR</b>
<b>KUWAIT</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

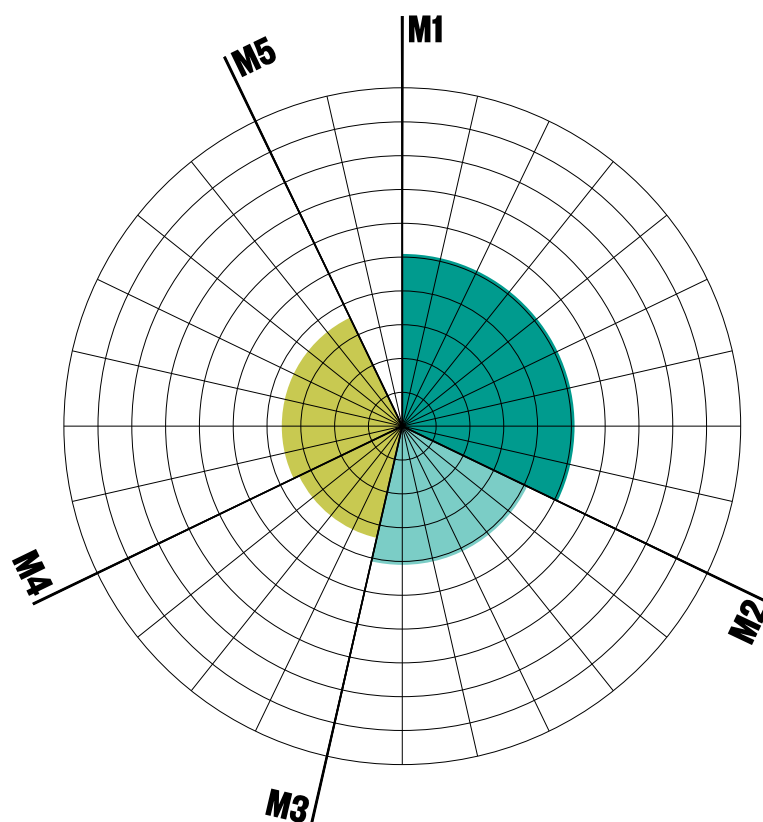
<b>UNITED ARAB EMIRATES</b>
<b>BAHRAIN</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### AVERAGE MILESTONE SCORE^

- M1. 50.7%**  
Identify and support survivors
- M2. 40.4%**  
Establish effective criminal justice systems
- M3. 34%**  
Strengthen coordination and hold governments to account
- M4. 35.2%**  
Address risk factors
- M5. 0%**  
Clean up government and business supply chains

*^Average milestone scores at the regional level. There are 28 activities that sit behind the milestones which lead to implicit weighting in the overall score. See Appendix 2 for more details.*



### KEY GAPS IN RESPONSE

of the 9 countries assessed in the region:

**4**

do not provide support services for all victims of modern slavery

M1

**9**

have not criminalised forced marriage

M2

**8**

deport or detain foreign victims for immigration violations

M3

**9**

with institutionalised or systematic abuse of labour migrants

M4

**9**

do not require businesses to report on supply chain risks

M5

The Arab States region accounts for two percent of the world’s population and is comprised of 12 countries. Of these, nine countries in the region are assessed in this report: the United Arab Emirates (UAE), Bahrain, Saudi Arabia, Qatar, Jordan, Iraq, Kuwait, Oman, and Lebanon.<sup>238</sup> With the exception of Iraq, which continues its economic recovery following recent years’ socio-political instability,<sup>239</sup> these nations enjoy upper-middle to high incomes. It is also a region long affected by modern slavery. An estimated 520,000 men, women, and children were living in modern slavery in the Arab States in 2016. Approximately 3.3 people were living in modern slavery for every 1,000 people across the region. Forced labour was the most common form of slavery in the Arab States (2.2 victims per 1,000 people), the majority of which occurred in the context of debt bondage. Debt bondage affected 51 percent of all forced labour victims and was particularly common among male victims. Forced marriage affected 1.1 victims per 1,000 people across the Arab States.<sup>240</sup> Although these are the most reliable estimates of modern slavery available for the region, they should be interpreted cautiously and considered very conservative, given the gaps and limitations of data generally and for this region in particular.<sup>241</sup>

Across the Arab States, ongoing conflict, political instability, forced displacement, and labour migration are key drivers of modern slavery. In Yemen, Syria, and Iraq, the nations with the highest estimated levels of modern slavery in 2016,<sup>242</sup> social upheaval as a result of past and present conflicts between government and armed militia groups create chaotic environments where modern slavery thrives. Migrants fleeing from the Horn of Africa for jobs in Saudi Arabia become vulnerable to human trafficking en route in Yemen due to the breakdown in law and order that has allowed organised criminal networks to prosper.<sup>243</sup> In Syria and Iraq, ISIS bought and sold Yazidi women and girls in slave markets as part of the systematic attack on the Yazidi group.<sup>244</sup> This group remains vulnerable due to the power vacuum created after the defeat of ISIS, as militias coerce Yazidis into rival armed groups.<sup>245</sup> Due to ongoing conflict and extreme disruption to government, we have not included a government response assessment for Yemen and Syria this year. Conflict is a driver of migration — unrest in the Arab States resulted in the emigrant population in the region more than doubling

from 25 million to 54 million from 2005 and 2015.<sup>246</sup> Labour migration is also a significant feature, particularly in the Gulf Cooperation Council (GCC) countries. According to data from 2016 to 2018, migrant workers constituted 51.9 percent of the population of all GCC countries; non-nationals in the UAE and Qatar represented approximately 87 percent of each country’s population in 2016 and 2018 respectively.<sup>247</sup>

Responses to modern slavery in the Arab States are mixed with evidence of relatively strong responses in terms of elements of victim protection and criminal justice. Addressing underlying risk factors and engaging with business remains weak across the region. Between 1 July 2017 and 15 February 2019, **Jordan and Lebanon took the least action to address modern slavery**, resulting in each decreasing their ratings (to 4 and 3 out of 10 respectively). Oman, Kuwait, and Qatar scored the second lowest rating (4).

### GOVERNMENTS RESPONSES AGAINST GDP(PPP) PER CAPITA

Globally, when correlating government responses against GDP (PPP) per capita, we find that, generally, countries with a higher level of wealth are taking more action to respond to modern slavery. In the Arab States region, we find that Bahrain and United Arab Emirates are taking strong action relative to its wealth. For example, the government has established a national coordinating body and national action plan to combat human trafficking. Alternatively, Qatar and Kuwait are characterised by a higher level of resources at their disposal, in comparison to their response. Kuwait has limited support to allow victims to access justice in practice.

Although the average rating for the Arab States remains low (4), there have been improvements in government efforts against modern slavery across the region. Bahrain has increased its score (from 4 to 5), as have the UAE (from 5 to 6) and Saudi Arabia (from 3 to 5). For example, in April 2018, Bahrain improved its provision of victim support services by establishing a state fund for victims to provide a broad range of services from basic shelter to reintegration for victims of human trafficking.<sup>248</sup> Similarly, Saudi Arabia implemented its National Plan to Combat Crimes of Trafficking in Persons (2017-2020) and provided trafficking-specific



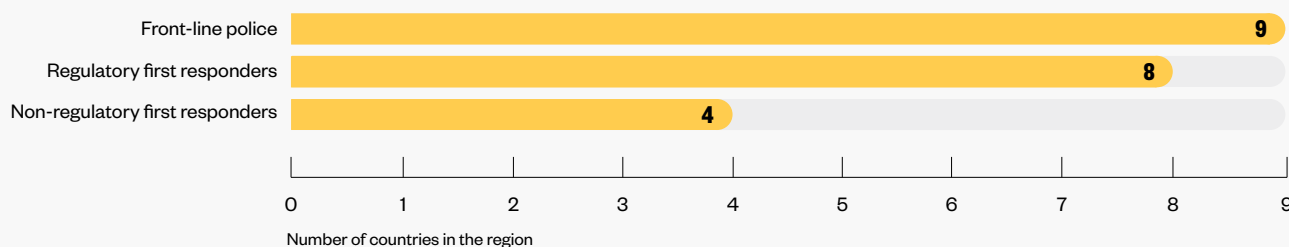
training for judges and prosecutors in 2018.<sup>249</sup> The nation with the strongest response in the Arab States continues to be the UAE (with a score of 6), which is taking concrete actions to improve elements of victim support services, strengthen their criminal justice systems, increase coordination, and address certain risk factors.

## SUPPORT SURVIVORS

Key to any government response to modern slavery is the ability to identify and refer victims to services. While the Arab States region performs relatively well in terms of establishing victim assistance services, the overall number of victims identified remained worryingly low. Data on identified victims are available only for five countries in the region: Bahrain, Kuwait, Lebanon, Oman, and the UAE. In 2017, Lebanon had identified the most victims, a total of 57, including men, women, and children. Oman identified the fewest with only 13 women, and no men or children, identified in 2017. Given that a conservative estimate puts the estimated number of modern slavery victims at 520,000 across the region, much more needs to be done to identify and support victims.

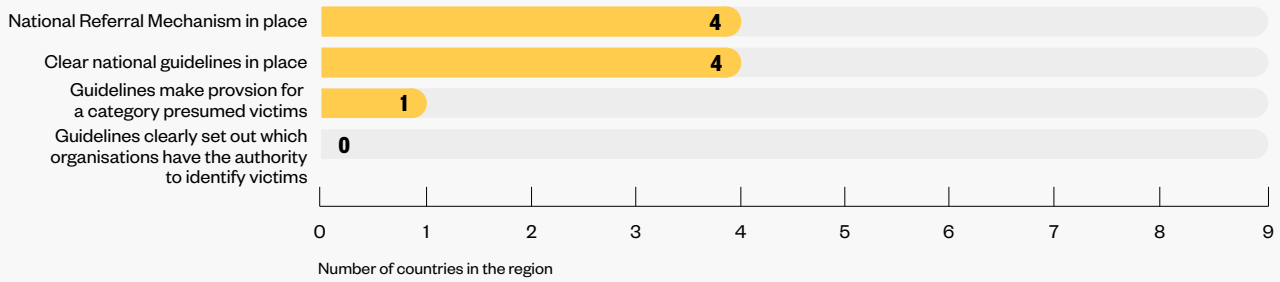
Since 1 July 2017, the majority of governments in the Arab States have improved their efforts to provide victim assistance programs.<sup>250</sup> Bahrain is taking the most action to support victims of modern slavery, while Saudi Arabia has recently increased its activity in this area. In Saudi Arabia, the government allocated US\$2.7 million to the Ministry of Labor and Social Development, which is responsible for operating victim assistance services, including shelters for child victims of forced begging and forced labour and welfare centres for female and male domestic workers, including some who were potentially trafficked.<sup>251</sup> The shelters provided basic services, including accommodation, social services, counselling, and education. It is unclear how many victims accessed these services in practice. Likewise, in Iraq, despite the existence of services, no victims accessed these during our reporting period.<sup>252</sup> In Jordan, the Ministry of Social Development has provided a holistic shelter for victims, with specialised staff providing psycho-social care, medical care, legal assistance, and vocational training to men, women, and children.<sup>253</sup> However, reports indicate that suspected victims are sent to prisons rather than shelters and are held for

### Training of first responders to identify victims



●●  
Figure 1: Number of countries in the Arab States region providing training to selected groups of first responders

Victim support services



●●  
 Figure 2: Number of countries in the Arab States region with selected victim support services

indefinite periods of time in what is termed “protective custody.”<sup>254</sup> Although almost every country in the Arab States funds victim support services, in four countries (Iraq, Kuwait, Oman, and Lebanon) there were significant gaps in services for some victims of modern slavery, particularly men, domestic workers, or forced labour victims. There have been reports that migrant women are detained in shelters, and that many prefer to seek shelter in their embassies rather than in facilities funded by the host government. For workers from countries that have no embassy in the destination country, the situation is even more precarious,<sup>255</sup> particularly as only three countries in the region (Bahrain, Saudi Arabia, and the UAE) have visas available so that foreign victims can remain in-country and receive support.

Training of front-line responders is another critical component of ensuring effective identification and referral of victims. While there is evidence that eight out of nine Arab States have trained both their front-line police and other front-line regulatory responders (immigration, border control,

or labour inspectors) during the reporting period, only three countries (Lebanon, Saudi Arabia and the UAE) systematically run this training at least every two years. Further, only four countries (Bahrain, Lebanon, Qatar, and Saudi Arabia) train both regulatory and non-regulatory front-line responders (doctors, social workers, or nurses). Four countries have adopted and use clear guidelines for screening and identifying potential victims, which is an increase since 1 July 2017. For example, Bahrain distributed a 30-page booklet in both English and Arabic to government and civil society stakeholders in 2018 in order to facilitate identification of victims.<sup>256</sup>

National Referral Mechanisms (NRMs) are necessary to ensure that victims are linked with the services needed to help them break the cycle of exploitation. Yet, only four countries in the region have this structure in place (UAE, Bahrain, Qatar, and Jordan). Bahrain’s Labour and Market Regulatory Authority was established in 2017 and reportedly received referrals of 516 potential victims in the same year.<sup>257</sup>

## CRIMINAL JUSTICE

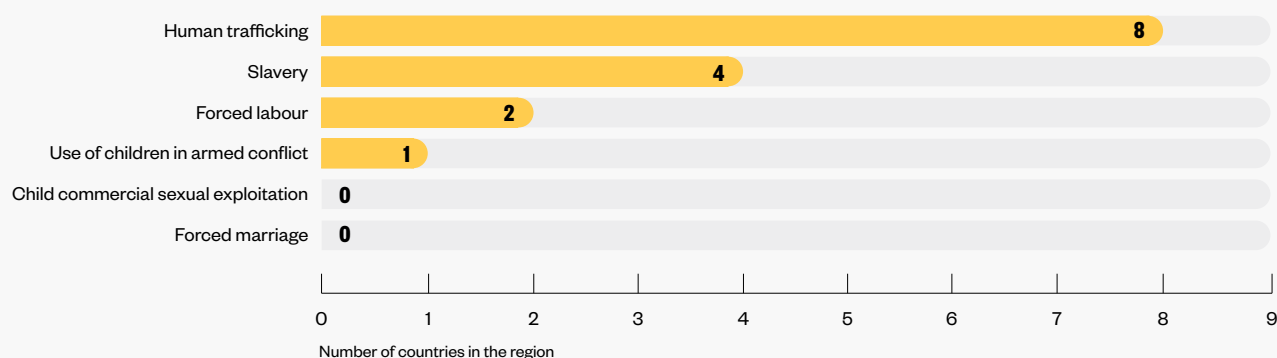
Overall, criminal justice responses remain limited throughout the region. All Arab States, excluding Iraq, have criminalised human trafficking in their national legislation, in line with international conventions.<sup>258</sup> While Iraq has legislation in place, it applies only to situations of trafficking where there has been an exchange of money for the trafficked person.<sup>259</sup> Human trafficking is the only consistently criminalised form of modern slavery across the region, with only four countries (Jordan, Kuwait, Oman, and Qatar) criminalising slavery as a distinct crime and only two countries (Iraq and Qatar) criminalising forced labour. No country in the Arab States has ratified either the ILO Domestic Workers Convention No. 189 or the 2014 Protocol to the 1930 Forced Labour Convention.

Forced marriage is prevalent in the region, with approximately 1.1 people in forced marriage for every 1,000, although this is believed to be an underestimate.<sup>260</sup> Forced marriage remains an issue due to longstanding religious and sociocultural traditions that reinforce views on the role of women and girls in society. Forced marriage is not currently criminalised in any country in the Arab States region. While criminalising the practice is important, an effective approach to eliminating forced

and child marriage must extend beyond a legislative response to address underlying cultural and belief systems that drive this form of modern slavery. For example, community empowerment programs, such as the Ishaq program in Egypt, aims to change community perceptions of girls' rights and gender roles, and to eventually delay the age at which children marry.<sup>261</sup>

The prevalence of forced marriage has been compounded by multiple conflicts in the region. In Iraq, ethnic minorities such as the Yazidis, Shi'ite Muslims, and Assyrians, among others, were systematically abducted, raped, and forced into slavery situations by ISIS.<sup>262</sup> Pressure to marry children early also emanates from within families fleeing conflict due to poverty,<sup>263</sup> to ensure children are provided for, and to protect girls from sexual abuse.<sup>264</sup> For example, in Lebanon, 41 percent of young displaced Syrian women were married before 18,<sup>265</sup> while the number of child marriages among Syrian refugees in Jordan more than doubled between 2014 to 2018, from 15 percent to 36 percent.<sup>266</sup> Led by the UNICEF and the UNFPA, the Regional Accountability Framework of Action to End Child Marriage in Arab States/Middle East and North Africa (RAF Partnership) is a collaboration of partners that works as part of the Global Programme to Accelerate Action to End Child Marriage.<sup>267</sup>

### National modern slavery legislation



●●  
 Figure 3: Number of countries in the Arab States region that have passed domestic legislation criminalising a form of modern slavery



Although the issue of forced and child marriage is occurring within the borders of Arab States, regional efforts continue to be led by international organisations.

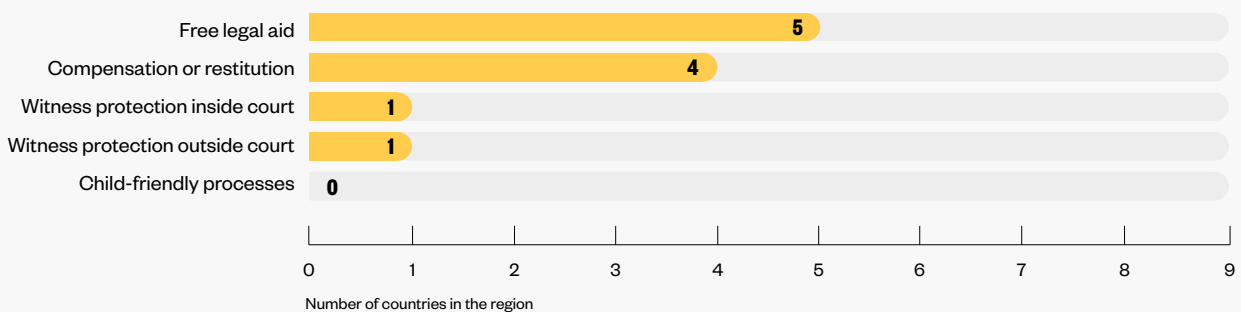
In 2017, there was a global increase in the number of children recruited and used in armed conflict, resulting in more than 6,000 verified instances by government forces and more than 15,000 such instances by non-state armed groups in Africa, Asia, Latin America, and the Middle East. Among the Arab States, there have been cases recorded in Syria, Yemen, and Iraq.<sup>268</sup> For example, armed groups in Iraq recruit Kurdish and Yazidi children to fulfil various tasks including fighting, staffing checkpoints, and preparing weapons. Children who attempt to leave these forces have reportedly been abducted or seriously abused as a result.<sup>269</sup> Despite the clear presence of child soldiers in the region, only Oman has criminalised the use of children by state and non-state armed groups.<sup>270</sup>

In over half the countries of the Arab States region (five of nine), penalties outlined in at least one of their modern slavery laws are disproportionate to the crime, which means they are either overly lenient or inhumane in their treatment of offenders. For example, Kuwait’s anti-trafficking legislation allows for the perpetrator to be sentenced to death

if the victim was killed as a result of human trafficking.<sup>271</sup> Disproportionate penalties in legislation can lead to disproportionate sentencing. In Jordan, perpetrators convicted under anti-trafficking laws have been either acquitted or convicted of other crimes or labour law violations. Sentences range from a fine of 1,000 Jordanian dinars (US\$1,410) to five years imprisonment with temporary hard labour, highlighting the difficulties in translating criminal laws into action.<sup>272</sup>

Access to justice mechanisms remain limited. Only four of the Arab States (Bahrain, Oman, Qatar, and Saudi Arabia) have legal frameworks that support restitution or compensation for victims. Despite the existence of provisions on compensation in anti-trafficking legislation, in Jordan compensation is rarely awarded in practice.<sup>273</sup> Only Qatar and Lebanon have laws in place recognising that victims should not be treated as criminals for crimes committed while under the control of criminals; as a result, evidence shows that at least five countries in the region have treated victims as criminals. For example, in Lebanon, rather than offering victim services, the government arrested, detained, and even deported unidentified victims for crimes that were committed because of being subjected to modern slavery.<sup>274</sup>

### Access to justice mechanisms



●●  
 Figure 4: Number of countries in the Arab States region providing selected access to justice mechanisms for victims of modern slavery

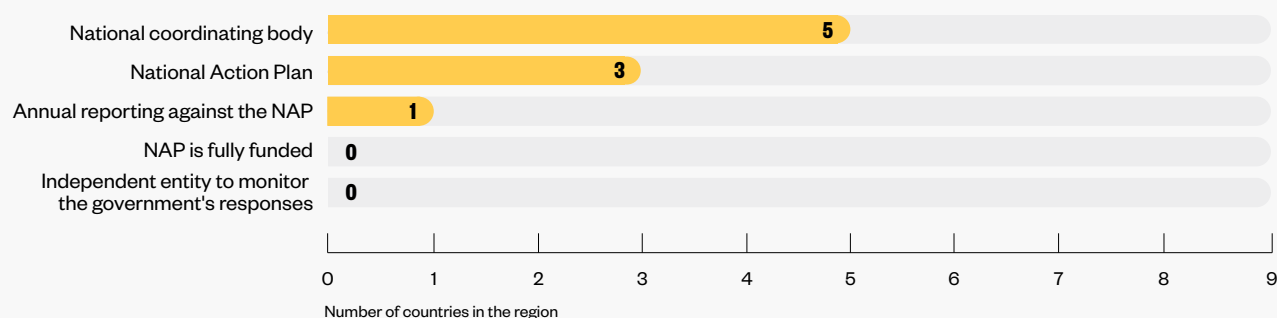
## COORDINATION

There has been an overall increase in the number of coordination and accountability mechanisms across the region. A third of countries in the region (Oman, Saudi Arabia, and the UAE) have a current National Action Plan (NAP) addressing modern slavery issues. Five countries (Bahrain, Jordan, Lebanon, Qatar and the UAE) have a national coordinating body that meets regularly to discuss and implement the government's response, and have reported on the progress of the plan. No country in the region has an independent commissioner or rapporteur to monitor the government's response.

Given the large number of migrants in the Arab States region, bilateral and multilateral cooperation is important to combat modern slavery. Every country in the region apart from Lebanon is part of a regional body that takes

some action against modern slavery, however only four (Bahrain, Qatar, Saudi Arabia, and the UAE) have signed bilateral agreements to cooperate with other governments on modern slavery issues. It is notable that the issues which severed diplomatic ties between Qatar and Saudi Arabia, Bahrain, Egypt, and the UAE have still not been resolved, which undercuts regional collaboration, including on modern slavery issues.<sup>275</sup> All nations in the region except Iraq have bilateral labour agreements in place to protect the rights of labour migrants. Yet, given the widespread abuse of labour migrants in the region,<sup>276</sup> it is clear the current agreements do not go far enough to protect these vulnerable populations.

### National coordination mechanisms



●●  
 Figure 5: Number of countries in the Arab States region with national coordination mechanisms to respond to modern slavery

## ADDRESS RISK

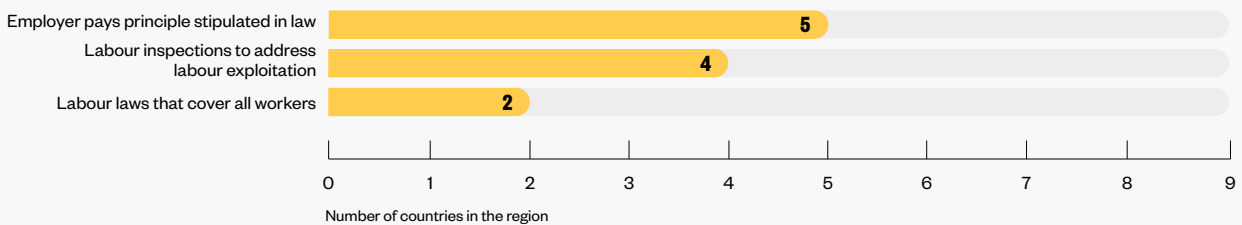
Government programs addressing the drivers of modern slavery are not evenly implemented across the Arab States region. All countries in the region, apart from Iraq, have conducted awareness raising campaigns targeting known risks. However, the discrimination of migrant workers remains pervasive. Only Iraq and Kuwait have labour laws that cover all workers, including migrant workers or those working in informal sectors such as domestic work or construction. In addition to gaps in labour protections, modern slavery can flourish when there is a lack of enforcement of labour standards. Only four countries in the region conduct labour inspections to address labour law violations, including in informal sectors. In 2018, approximately 1,000 labour inspections took place in Saudi Arabia, leading to the closure and suspension of recruitment offices and companies found to be violating national laws.<sup>277</sup> While there is evidence of labour inspections in Qatar, implementation remains irregular and reporting on findings from these inspections is limited.<sup>278</sup>

Reforms to the *kafala* system continued across the region. Under the *kafala* system, a migrant’s rights to work and live in the host country are dependent on their sponsor, meaning that workers are unable to enter

or leave the country or seek alternative employment without their sponsor’s written consent, which leaves them vulnerable to abuse and exploitation.<sup>279</sup> Oman, Qatar, Bahrain, Kuwait, Saudi Arabia, UAE, Lebanon, and Jordan each have some form of the *kafala* system.<sup>280</sup>

The Qatari government has taken steps to reform this system since 1 July 2017. In September 2018, the government passed legislation removing the requirements for obtaining exit visas for 95 percent of migrant workers living in the country.<sup>281</sup> Previously, migrant workers seeking to leave the country had to ask their employers’ permission to obtain an exit visa; many employers used this to arbitrarily prevent workers from returning home. Yet, Qatar’s new law is not as promising as previously envisaged,<sup>282</sup> with the law not extending to migrants who are not already covered by Qatar’s Labour Code; notably, this includes domestic workers,<sup>283</sup> a group that is particularly vulnerable to exploitation. Employers also retained the ability to seek approval from the government to exclude other workers from the scope of the legislation.<sup>284</sup> Rights for domestic workers were extended by a 2017 law, which allowed them to limit their services to 10 hours a day, six days a week, and entitled them to an annual holiday.<sup>285</sup> While an important development, this law does not

### Protections for workers



●●  
 Figure 6: Number of countries in the Arab States region with labour protections for workers

provide protections that are as extensive as the nation's current labour laws.<sup>286</sup> In October 2017, the Qatari government also established a temporary monthly minimum wage of US\$200, a measure that is to remain in place until government can continue reforms and ensure a higher minimum wage.<sup>287</sup> Bahrain is also attempting to move away from the *kafala* system with the introduction in 2017 of the flexi-permit, through which workers can sponsor themselves and work for multiple employers.<sup>288</sup>

In May 2018, Bahrain implemented a Wage Protection System to ensure migrant workers (including domestic workers) are less at risk of having their pay withheld.<sup>289</sup> However, other nations remain committed to the *kafala* system, particularly Saudi Arabia, which recently unveiled an ambitious "Vision 2030" plan to reform the economy and provide greater protection for migrants under the labour laws, but did not plan to abolish the system.<sup>290</sup> While migrant labour law reforms are a positive step, there is significant room for improvement to ensure these reforms are implemented.

Debt bondage affected 51 percent of all forced labour victims in the region and was particularly common among male victims.<sup>291</sup> In the Arab States region, five countries currently have policies that prescribe the "employer pays" principle, under which private recruitment fees are paid by the employer rather than the

employee. The implementation of these policies remains hindered by corruption with reports that government officials in Kuwait have sold work permits to illegal recruiters and migrant workers, facilitating the exploitation of this vulnerable group.<sup>292</sup>

## SUPPLY CHAINS

No evidence was found that any country in the Arab States region is currently engaging with the private sector to tackle forced labour in global supply chains. Likewise, at this stage, no country in the region has adopted public procurement policies to minimise the risk of governments purchasing products linked to forced labour. As governments are large buyers of goods and services globally, government agencies also have a key role to play in ensuring public supply chains are free from modern slavery. There is also no evidence to suggest that laws to prevent the import of goods and services made with forced labour are being implemented in the region.

**COUNTRIES IN  
THE ARAB STATES  
SHOULD ENSURE  
ALL WORKERS HAVE  
EQUAL PROTECTION**



## REGIONAL RECOMMENDATIONS

Governments should:

### SUPPORT SURVIVORS

- Increase efforts to identify victims of modern slavery by providing systematic and regular training for regulatory and non-regulatory first responders.
- Ensure improvements in, and increased access to, support services for all victims of modern slavery. These efforts will be facilitated by ensuring that victims are given sufficient time to recover when in shelters and that appropriate visas, decoupled from participation in legal proceedings, are available for victims.
- Ensure systems are in place to enable trained officials to waive overstay fines for migrant workers who have suffered exploitation and abuse, and permit them to leave the country. Ensure this process is fast-tracked so migrant workers do not languish in holding facilities awaiting processing of their fine waiver.

### STRENGTHEN CRIMINAL JUSTICE

- Ratify and implement international conventions, in particular the ILO Domestic Workers Convention No. 189 and the 2014 Protocol to the Forced Labour Convention, and translate these into national legislation.
- Ensure national legislation relating to conditions of modern slavery are established in line with international conventions, in particular the criminalisation of forced labour, forced marriage, and the use of children in armed conflict.
- Allow victims to participate in the judicial process, offering free legal services and providing compensation to victims of forced labour and other forms of modern slavery, including back payment of wages.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

- Establish a national coordinating committee at a senior level, including representatives from civil society, to develop and ensure implementation of national policies on this issue.
- Extend and implement protections for migrant workers under bilateral and multilateral labour agreements.

- Amend laws and policies to ensure that foreign victims are not detained or deported for immigration violations, but rather are provided with support services.

### ADDRESS RISK FACTORS

- Ensure all workers are granted equal protection under national labour laws, including migrants and those employed in the informal sector such as domestic and construction workers.
- Ensure that migrant workers are able to freely leave or transfer jobs and to exit the country without employer consent and abolish provisions in the law that might criminalise victims' flight from exploitative situations.
- Ensure labour inspections are conducted in sectors known to be high risk for modern slavery to address labour violations.
- Focus on protection of women and girls to mitigate the effects of gender-based violence, including forced marriage and forced sexual exploitation.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

- Ensure regulation of recruitment agencies according to the principles and standards of ethical recruitment set out in the IOM International Recruitment Integrity System Code of Conduct.
- Introduce legislation and practices that ensure all government procurement providers take steps to detect and eliminate modern slavery from publicly-funded supply chains.
- Establish legislation or policy that requires businesses to declare that they are operating free from conditions of modern slavery in their supply chains and that allows government to create a public list of businesses that have violated this policy.

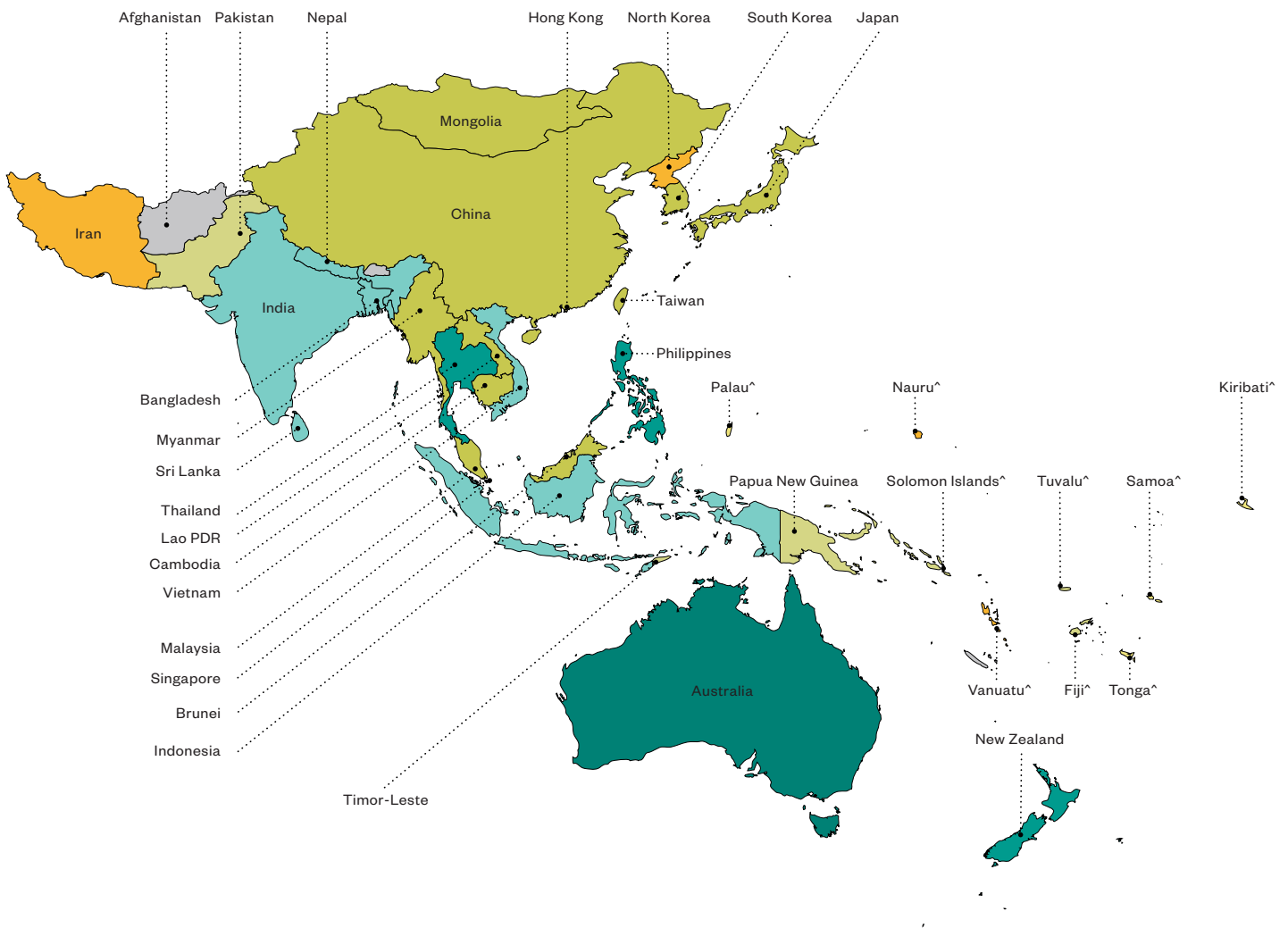


● ●  
*Deir Ezzor, Syria, February 14, 2019. Women and children who fled ISIS's embattled holdout of Baghouz wait in the back of a truck. In Iraq and Syria, ethnic minorities such as the Yazidis, Shi'ite Muslims, and Assyrians, among others, were systematically abducted, raped, and forced into slavery by ISIS. Credit: Fadel Senna/AFP/Getty Images*

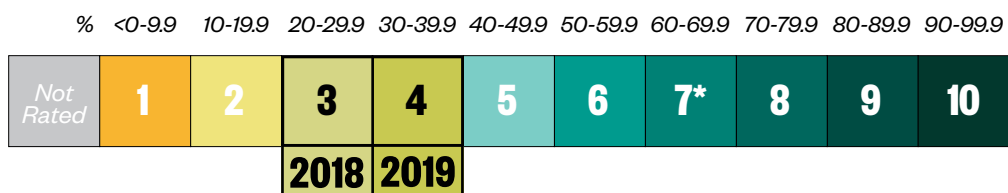


# ASIA & THE PACIFIC

## GOVERNMENT RESPONSE HIGHLIGHTS



### AVERAGE GOVERNMENT RESPONSE SCORE



^The Pacific Island countries' scale has been modified for visibility of response score colour  
 \*No country can be awarded above a 7 if there are any negative indicators in their score

### WEAK RESPONSE RELATIVE TO WEALTH\*

<b>SINGAPORE</b>
<b>BRUNEI</b>
<b>HONG KONG, CHINA</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

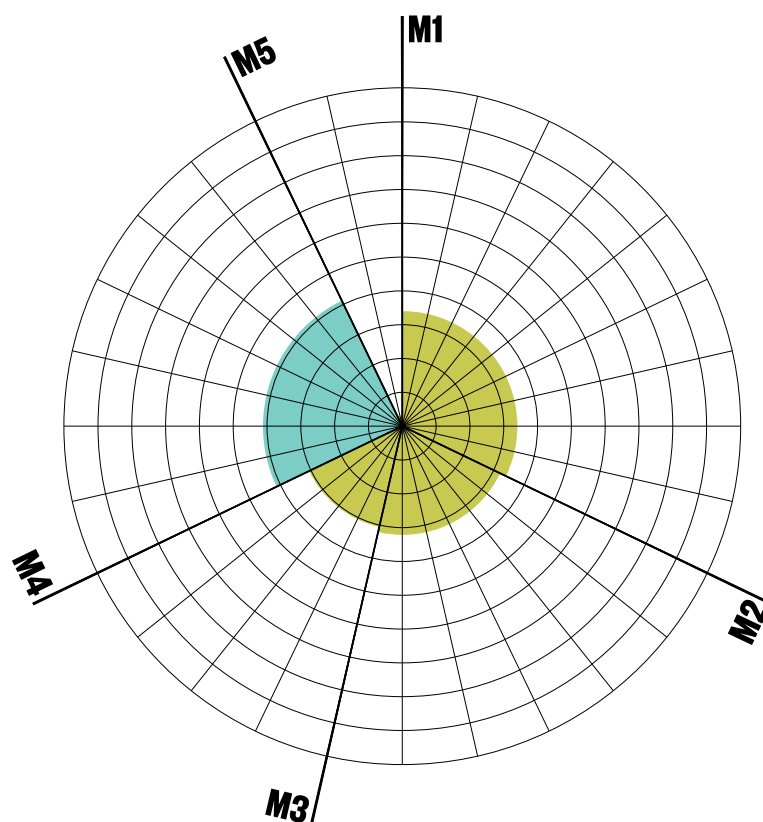
<b>THAILAND</b>
<b>PHILLIPINES</b>
<b>INDONESIA</b>
<b>BANGLADESH</b>
<b>VIETNAM</b>

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### AVERAGE MILESTONE SCORE\*

- M1. 34.0%**  
Identify and support survivors
- M2. 33.1%**  
Establish effective criminal justice systems
- M3. 31.4%**  
Strengthen coordination and hold governments to account
- M4. 41.7%**  
Address risk factors
- M5. 1.7%**  
Clean up government and business supply chains

\*Average milestone scores at the regional level. There are 28 activities that sit behind the milestones which lead to implicit weighting in the overall score. See Appendix 2 for more details.



### KEY GAPS IN RESPONSE

of the 36 countries assessed in the region:

**16**

do not provide support services for all victims of modern slavery

M1

**20**

have treated victims as criminals for conduct that occurred under the control of criminals

M2

**15**

deport or detain foreign victims for immigration violations

M3

**15**

have not investigated reports of corruption in modern slavery cases

M4

**35**

do not require businesses to report on supply chain risks

M5



Asia and the Pacific is the world's largest region geographically comprising of 49 countries, and home to approximately 56 percent of the world's population. Encompassing 36 countries in this report,<sup>293</sup> it is heterogenous in terms of ethnicity, culture, religion, and development. According to the Global Estimates of Modern Slavery, an estimated 24.9 million men, women, and children were living in modern slavery in the Asia and the Pacific region in 2016.<sup>294</sup> The region has the second highest prevalence of modern slavery globally, second only to Africa, with an estimated 6.1 per 1,000 people in modern slavery. When considering forms of modern slavery, an estimated 4 people per 1,000 were in forced labour and an estimated 2 people per 1,000 were in forced marriage.<sup>295</sup>

State-imposed forced labour, conflict, and business inaction on mitigating risk of forced labour affect the state of modern slavery in the region. In 2016, state-imposed forced labour in the Asia and the Pacific region accounted for 68 percent of those forced to work by state authorities globally.<sup>296</sup> This is driven in large part by the presence of North Korea in the region, where one person in 10 experienced modern slavery on any given day in 2016.

The effects of past and ongoing civil conflict in the region has led to forced migration and the breakdown in the rule of law, increasing vulnerability to modern slavery. The continued conflict between the Afghan government and Taliban forces has created one of the largest and longest running refugee situations in the world, with the majority of Afghan refugees hosted by Iran and Pakistan.<sup>297</sup> Myanmar's ongoing military-led persecution of ethnic Rohingya people<sup>298</sup> has enabled various forms of modern slavery, including state-imposed forced labour and arbitrary detention, and resulted in a staggering 21 percent increase in the region's refugee population between 2016 and December 2017.<sup>299</sup>

Large economies within and outside the region continue to drive demand for goods and services tainted by modern slavery. Weak or non-existent laws to minimise the risk of forced labour in global supply chains leave those working to produce these goods and services at risk of exploitation. Of the US\$354 billion worth of at-risk goods that the G20 economies import annually, US\$90.9 billion is imported by six located in the Asia and the Pacific region.<sup>300</sup>

Since 1 July 2017, 11 countries in the region have made progress by taking action against modern slavery. While Pakistan's overall score remains relatively low (3 out of 10), in 2018 the government amended its legislative framework by passing comprehensive trafficking legislation, which criminalises human trafficking in line with international conventions and provides protection for victims and witnesses.<sup>301</sup> The government also implemented a national campaign on how to report and identify victims.<sup>302</sup> In late 2017, Sri Lanka signed a Memorandum of Understanding with Australia, strengthening cooperation on measures taken to counter human trafficking.<sup>303</sup> The Hong Kong government made commendable efforts to address modern slavery by releasing an action plan to combat trafficking and enhance protections for foreign domestic workers in March 2018;<sup>304</sup> however, it should respond to NGO criticisms and ensure speedy implementation. Six countries in the region saw diminishing efforts by their governments to combat modern slavery. In Malaysia, for example, there is evidence that victims have been detained, deported, or charged with criminal offenses.<sup>305</sup> In Indonesia, reports indicate that officials have not been investigated for their complicity in modern slavery crimes.<sup>306</sup>



●●  
Ly Thi My, a Vietnamese mother posing with a photograph of her missing daughter Di at her house in Meo Vac, a mountainous border district between Vietnam's Ha Giang province and China. Many people living in this part of Vietnam have a story about bride trafficking. The victims come from poor communities and are tricked by boyfriends, kidnapped against their will, or move across the border by choice for marriage or the promise of work. My never dreamed her daughter would be kidnapped. Two weeks after Di participated in this photo shoot with her friend, they went for a walk near their homes. They never came back. Credit: Nhac Nguyen/AFP/Getty Images

## GOVERNMENTS RESPONSES AGAINST GDP (PPP) PER CAPITA

Globally, when correlating government responses against GDP (PPP) per capita, we find that, generally, countries with a higher level of wealth are taking more action to respond to modern slavery. In the Asia and the Pacific region Brunei Darussalam, Hong Kong, and Singapore are all economies characterised by a higher level of resources at their disposal, yet they are taking relatively little action. This is particularly true for Hong Kong, where the government's overall ratings in their response to tackling modern slavery remains low. In fact, evidence suggests that in Hong Kong, victims are increasingly being treated as criminals for conduct that occurred while under the control of criminals. In comparison, Thailand, the Philippines, Indonesia, Bangladesh, and Vietnam are all taking positive steps to respond to this issue relative to their level of wealth. For example, in 2018, Thailand's government held a series of workshops to review current criminal justice systems in order to improve the success of prosecutions. It is such action that has led Thailand to be ranked second in the region in its approach to ending modern slavery.

This year, nine Commonwealth countries in the region, all within the Pacific Islands subregion, were added to our assessment of government responses. These countries were Fiji, Kiribati, Nauru, Palau, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu. While we have reported the actions of these governments in the narrative, it is worth noting that these countries are characterised by small populations, limited resources, and a lack of technical capacity, relying heavily on the support of development partners in order to deliver action on health and social justice issues. Thus, much inaction on modern slavery by Pacific Island governments reflects lack of capacity rather than lack of will.

**Australia demonstrated the most action on modern slavery in the Asia and the Pacific region, followed by Thailand, the Philippines, and New Zealand.** In December 2018, Australia adopted a Modern Slavery Act, requiring businesses with a consolidated revenue of AU\$100 million per annum to report on their actions to mitigate the risks of modern slavery in their operations and supply chains.<sup>307</sup> While Australia is to be commended for its progress, the legislation can and should be

strengthened to ensure business is held to account for non-compliance and to include an Independent Commissioner to monitor the government's response. While implementation of existing legislation and policies remain hindered in Thailand by official complicity and corruption in modern slavery crimes, the government did increase its investigations of these crimes.<sup>308</sup> In 2018, Thailand passed anti-corruption legislation imposing liability on legal entities offering bribes to officials (Section 176).<sup>309</sup> Further, as part of its investigation into national corruption, the Office of the National Anti-Corruption Commission has continued to disclose the assets of the highest ranking public officers in order to improve transparency in the public sector.<sup>310</sup> Despite ongoing reports of officials' complicity in modern slavery cases, the Philippines implements strong protections for its citizens working overseas. New Zealand is one of only two economies in the region (along with Taiwan) that provides visas for victims of modern slavery which are not tied to their participation in the court process. Additionally, in November 2018, New Zealand amended its 1961 Crimes Act to recognise "coerced marriage or civil union" as a crime.<sup>311</sup>

**North Korea and Iran continued to take the least action to combat modern slavery.** These countries demonstrate a lack of political will to address issues of modern slavery; this is particularly apparent in North Korea where its population is forced to work as prescribed by the state or risk being penalised with hard labour in prison camps, often for a minimum period of six months.<sup>312</sup> In Iran, discrimination against refugees and migrants, the majority from war-torn Afghanistan, and women continues to foster an environment ripe for exploitation and modern slavery. Despite this, Iran has demonstrated some efforts towards reducing vulnerabilities faced by its refugee population; for example, expanding access to healthcare to 125,000 refugees in 2017, giving them the same level of services as Iranian nationals.<sup>313</sup> Of those governments taking the least action to combat modern slavery, four are in the Asia and the Pacific region: Nauru, Samoa, Tuvalu, and Vanuatu. These countries, all developing Pacific Island countries, are characterised by small populations and economies, and a dependence on international aid.<sup>314</sup>

## SUPPORT SURVIVORS

Victim support services are available in almost all countries in the Asia and the Pacific region, however, in many countries there are gaps in provision for vulnerable groups, such as children. Additionally, there is evidence that in eight countries in the region, victims in shelters were held against their will. Such instances were documented in Indonesia, Bangladesh, India, Japan, Taiwan, Malaysia, Brunei Darussalam, and Pakistan.

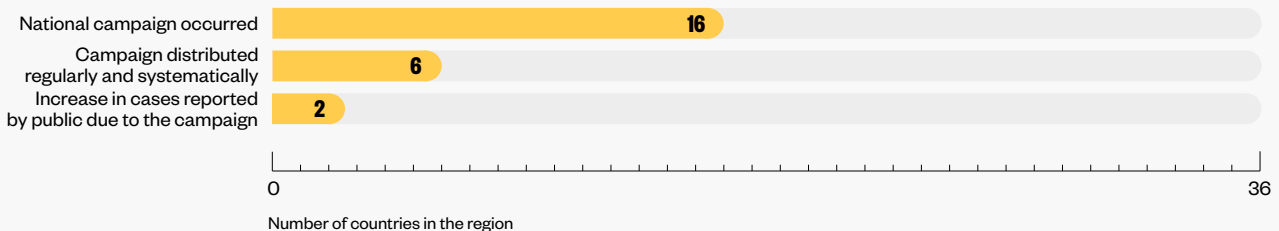
Only six countries in the region regularly and systematically run national campaigns to raise awareness of how to identify and report possible victims of modern slavery. These include Pakistan, Japan, China, Myanmar, the Philippines, and Australia. Australia and Myanmar are the only countries to have seen an increase in the number of reported cases of modern slavery from the public as a result of the national campaign. Specifically, referrals to the Australian Federal Police (AFP) have increased every year since 2013/2014, largely due to the AFP’s human trafficking campaign and its available hotline service.<sup>315</sup>

Less than half (13) of the countries within the Asia and the Pacific region have clear national guidelines for identifying and screening victims for all first responders. Across the region, only the Philippines and Timor-Leste have a National Referral Mechanism (NRM) that has been active since 2016. Although research indicates that Singapore has an NRM, a lack of transparency has led to

criticisms about, and lack of evidence of, its implementation. Both Cambodia and Vietnam have informal referral mechanisms, rather than a legally mandated NRM.

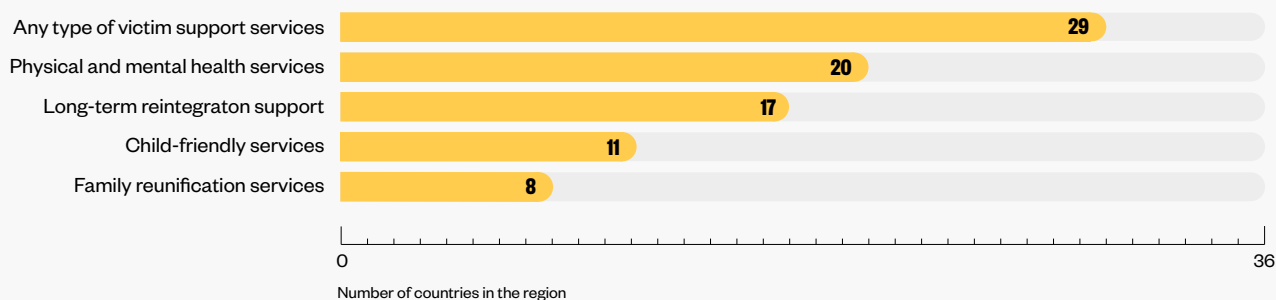
Many countries provide training on how to identify victims of modern slavery. The majority (29) of countries in the region provided training for front-line police, 22 countries provided training to officials of front-line regulatory bodies likely to be “first responders” such as labour inspectors, immigration officials, and border guards, and 17 countries provided training for non-regulatory first responders such as doctors, social workers, and nurses. Less than half (13) of the countries in the region provided training to all three groups and only four countries, the Philippines, Australia, New Zealand, and India, systematically trained first responders. In 2017, the government of Pakistan took steps to train immigration officers on victim identification and provided standard operating procedures for the officers to follow,<sup>316</sup> while Mongolia also made progress by collaborating with the IOM to implement the first segment of its 2018-2021 training program for border guards and immigration officials.<sup>317</sup> In Papua New Guinea, despite training for front-line police, there is evidence that police made only negligible efforts to identify sex or labour trafficking victims at logging and mining sites in more remote parts of the country.<sup>318</sup>

### National Campaigns



●●  
 Figure 1: Number of countries in Asia and the Pacific with national campaigns to raise awareness of how to identify victims and report cases modern slavery

## Victim support services



●●  
 Figure 2: Number of countries in the Asia and the Pacific region with selected victim support services

**COUNTRIES IN THE ASIA AND THE PACIFIC REGION SHOULD PROVIDE TRAINING TO INCREASE VICTIM IDENTIFICATION**



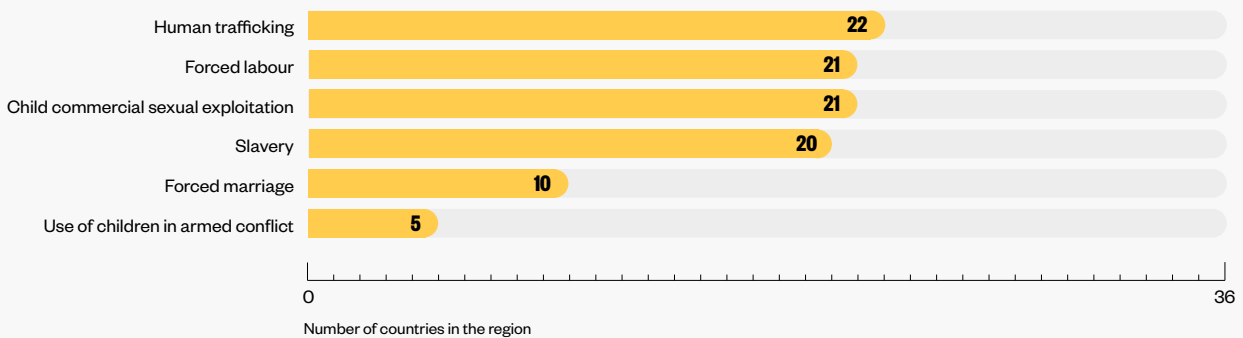
## CRIMINAL JUSTICE

Despite strengthening of legislation, significant gaps in enforcement remain across the region. Of the 36 countries in the region, 22 have fully criminalised human trafficking in line with international definitions, while 21 countries have criminalised forced labour as a distinct offence.<sup>319</sup> The Indian government has draft legislation intended to address human trafficking and provide mechanisms for the identification, protection, and rehabilitation of victims of human trafficking. The legislation intends to provide a comprehensive law on all forms of trafficking and establishes stricter penalties for aggravated forms of trafficking. In its current form, the legislation has been heavily criticised for its potentially counterproductive and even harmful consequences, including, for example, punishment for activities not necessary associated with human trafficking, stemming largely from its vague provisions, and setting the bar too high for immunity for victims from criminal prosecution.<sup>320</sup> Despite these criticisms, the need for the Indian government to amend and pass human trafficking legislation to ensure it adequately protects vulnerable groups was emphasised by survivor leaders from the Indian Lived Experience Expert Group (LEEG).

Six of the 14 countries that have not criminalised human trafficking in line with international standards are Pacific Island countries, including Fiji, Samoa, Tonga, Kiribati, Tuvalu, and Vanuatu. A common discrepancy between a nation’s domestic legislation and international standards is the recognition that human trafficking may occur within state borders, as missing in Tuvalu’s and Fiji’s legislation,<sup>321</sup> and that men and boys can also be victims, as missing in China’s legislation.<sup>322</sup> Only 10 countries in the region have criminalised forced marriage; these include Australia, China, Kiribati, Nepal, Malaysia, Pakistan, Singapore, Vanuatu, and Vietnam, with New Zealand amending its 1961 Crimes Act in late 2018.<sup>323</sup>

Half of all countries in the region have ratified five or more of the 10 international conventions related to ending forms of modern slavery, while Tuvalu, Palau, and Tonga have ratified no international conventions. The Philippines is the only country that has ratified the ILO Domestic Workers Convention No. 189; it has not yet ratified the 2014 Protocol to the 1930 Forced Labour Convention.

### National modern slavery legislation



●●  
 Figure 3: Number of countries in Asia and the Pacific region that have passed domestic legislation criminalising a form of modern slavery

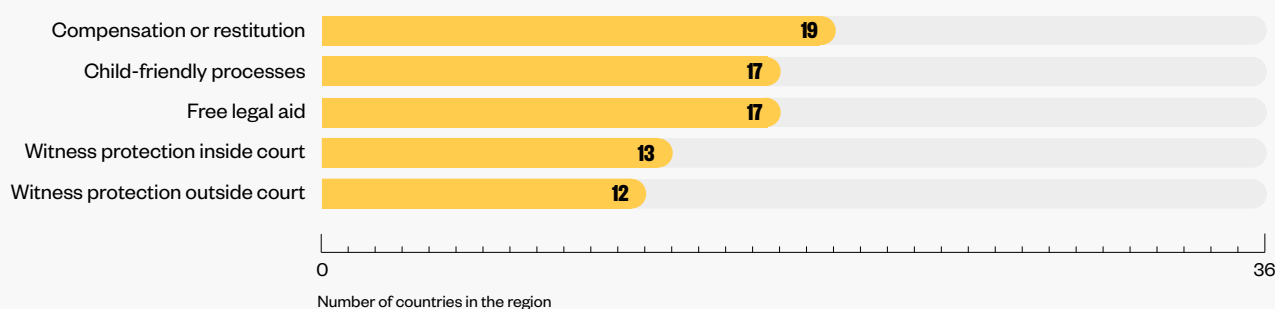
Only eight countries across the region have legislation in place to protect victims from being prosecuted for crimes committed while being a victim of modern slavery (Thailand, Papua New Guinea, Solomon Islands, China, Indonesia, Bangladesh, the Philippines, and Vanuatu). Despite this, reports indicate that victims of modern slavery are often not assessed as victims prior to being prosecuted for crimes committed while they were exploited. For example, a lack of training and understanding among law enforcement, as well as fear among victims of coming forward and reporting their situations, has led to convictions in Thailand for prostitution and immigration violations.<sup>324</sup> In Indonesia, inadequate efforts to screen vulnerable groups for victims of trafficking, particularly those involved in the sex or fishing industries, has resulted in their punishment or deportation.<sup>325</sup>

Proportionate penalties and sentencing are critical to deterring perpetrators of modern slavery. Over half (20) of the countries within the region have disproportionate penalties attached to crimes of modern slavery, whereby an offence can be penalised by a fine or capital punishment. Of the 20 countries with disproportionate penalties, nine have administered disproportionate judicial punishments. However, there is evidence that seven countries that have proportionate

penalties for modern slavery crimes have still handed out disproportionate punishments on sentencing, including Taiwan, Papua New Guinea, Australia, Hong Kong, Cambodia, Sri Lanka and Laos.

Over half of all countries in the region have laws ensuring victims receive compensation for damages resulting from exploitation which are accessible to all victims of modern slavery. Nearly a third of countries in the region have mechanisms in place for the protection of victims and witnesses both inside and outside the court. Those without these protections pose barriers for victims to participate in the judicial process. In 2017, the Thailand government increased the budget for witness protection services to US\$135,436 from an allocated US\$92,341 in 2016.<sup>326</sup>

### Access to justice mechanism



●●  
 Figure 4: Number of countries in Asia and the Pacific region providing selected access to justice mechanisms for victims of modern slavery

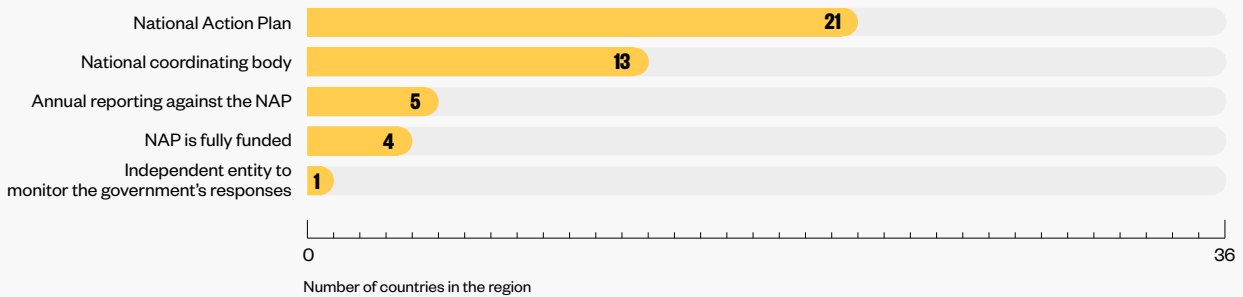
## COORDINATION

More than half (21) of the region’s countries have a National Action Plan (NAP) in place to tackle modern slavery, or a component such as human trafficking or forced marriage. However, only five countries (Nepal, Japan, Bangladesh, Vietnam, and Australia) regularly report progress against their NAPs, allowing them to monitor its efficacy. Four economies, Hong Kong, Malaysia, Cambodia, and Laos have a fully-funded budget allocated to activities within their NAPs. Many countries without a NAP are in the Pacific Islands subregion, including Nauru, Samoa, Tonga, Kiribati, Palau, Fiji, and Vanuatu.

Thirteen countries in the region have a national coordination body responsible for coordinating national stakeholder responses to modern slavery; however, only Nepal has an independent body responsible for monitoring and reporting on the implementation and effectiveness of the government’s response. The Nepal National Human Rights Commission has been in existence since 2000, but it has been hampered by resource constraints and insufficient number of staff.<sup>327</sup>

It is commendable that all countries in the region except North Korea participate in a regional response through subregional bodies that tackle issues relating to modern slavery. The East Asian Summit (EAS), comprising 10 ASEAN members and dialogues partners, operates as a regional leaders’ forum for strategic dialogue and cooperation on key challenges facing the region, including irregular migration and human trafficking; EAS leaders have adopted various statements supporting action against modern slavery.<sup>328</sup> Similarly, the Pacific Islands Forum is a regional grouping of 18 members working to improve cooperation, coordination, and collaboration to achieve sustainable development in the region.<sup>329</sup> At the 47th Pacific Islands Forum in 2016, leaders called for action to end illegal, unregulated fishing and associated activities, including human trafficking.<sup>330</sup> The Bali Process brings together senior ministers from 45 countries and four UN organisations to develop regional strategies to combat human trafficking and forced labour within the Indo-Pacific region.<sup>331</sup> The Bali Process Government and Business Forum, as part of the Bali Process,

### National coordination mechanism



●●  
 Figure 5: Number of countries in the Asia and the Pacific region with national coordination mechanisms to respond to modern slavery



●●  
*Le Thi Vu — whose name has been changed — knew trying to escape could mean being beaten or even killed by her exploiter, who kept her in a brothel for four months in China's Guangxi province. She was forced to sleep with up to 12 men a day. Credit: Manan Vatsyayana/ AFP/Getty Images*

brings together influential business leaders with government ministers to discuss actions to strengthen and implement policy and legal frameworks, most recently endorsing the Acknowledge, Act, Advance Recommendations in August 2018.<sup>332</sup>

Beyond multilateral institutions, 13 of the region's countries cooperate to facilitate repatriation of victim and 17 countries have existing bilateral or multilateral agreements that include protection for labour rights. In July 2018, Australia launched the Pacific Labour Mobility scheme, which includes labour protection provisions for workers from most Pacific Islands.<sup>333</sup> Despite these agreements, 15 countries have either held foreign victims in detention facilities or deported them for immigration violations rather than providing protection. In Brunei, foreign women and children have been apprehended, detained, and deported due to immigration violations following brothel raids, actions that perpetuate victims' fears of cooperating with law enforcement.<sup>334</sup>

## ADDRESS RISK

By not addressing risk factors or monitoring high-risk environments, governments continue to facilitate the occurrence of modern slavery across the region. Despite the informal sector accounting for over 68 percent of the workforce in the Asia and the Pacific region,<sup>335</sup> and due to the high prevalence of migrant workers within the informal sector, governments' protection of labour rights, and of informal migrant workers in particular, is limited. Only 11 countries in the region have taken steps to ensure labour laws extend to everyone, particularly vulnerable groups including domestic workers. Eleven countries in the region conduct labour inspections in the informal sector to specifically address cases of forced labour, a particularly important practice to ensure that working conditions are monitored. For example, in 2017, the Ministry of Employment and Labor in South Korea found 7,053 violations in 1,510 workplaces with foreign workers.<sup>336</sup>

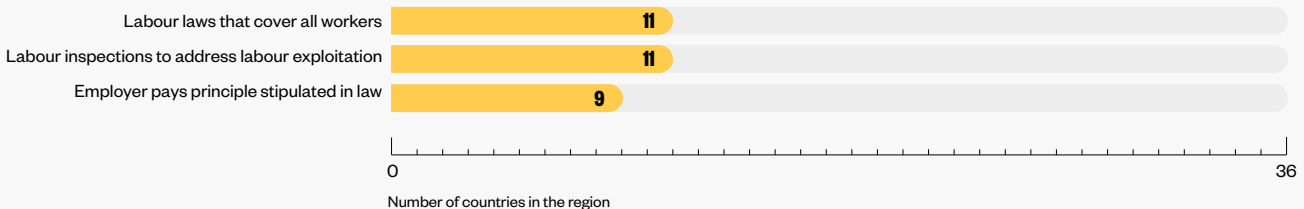


In addition to the pervasive state-imposed forced labour in North Korea, there have been reported cases of state-imposed forced labour in Mongolia, China, Myanmar, and Vietnam. Alarming reports continue that implicate the Myanmar government in the forced recruitment and use of children in the armed forces.<sup>337</sup> In Mongolia, army conscripts are required to work in mining, construction, and infrastructure development.<sup>338</sup> In Vietnam, persons in drug rehabilitation centres must produce and complete assigned targets as part of their “rehabilitation.”<sup>339</sup> China has increasingly come under heavy criticism as evidence mounts of the use of forced labour camps to control and indoctrinate the Muslim Uighur population.<sup>340</sup> The majority of governments in the region are also failing to protect asylum seekers, another group vulnerable to modern slavery. Australia continues to disregard international conventions and enforce Operation Sovereign Borders, its military-led border security operation established in 2013. Operation Sovereign Borders involves the practice of turning back boats, often at open sea, and the offshore processing in detention centres of any asylum seekers who have entered Australian waters without a visa.<sup>341</sup>

Iran and North Korea are the only two countries in the region that have not criminalised corruption in the public sector. In 15 countries, there were reports that officials were complicit in modern slavery cases and that allegations were not investigated. For example, reports indicate that despite numerous reports of corruption at all levels of the Filipino government, the government did not convict any officials for complicity in human trafficking.<sup>342</sup>

In terms of governments efforts to provide safety nets and social protections for all, less than 20 percent of countries provide universal healthcare. In contrast, nearly 70 percent of countries have less than 10 percent of primary school age children out of school. Only the governments of Australia, South Korea, and Thailand invest in research into the prevalence of modern slavery, although non-prevalence-based research was more common and funded by a third of governments in the region; such research is vital in order to inform government policy.

### Protections for workers



●●  
 Figure 6: Number of countries in Asia and the Pacific region with labour protections for workers



●●  
*Islamabad, Pakistan, May 9, 2019. Detained and handcuffed Chinese nationals hide their faces as they arrive at a court after being arrested by Pakistani Federal Investigation Agency (FIA) officials for alleged involvement in a trafficking ring to lure women from Pakistan into fake marriages then forcing them into prostitution in China. Credit: Aamir Qureshi/AFP/Getty Images*

## SUPPLY CHAINS

Although governments and businesses are increasingly recognising the specific roles they play in eradicating modern slavery, only four governments within the region – Australia, China, Indonesia, and Taiwan — have taken steps to tackle forced labour in business supply chains and public procurement. Identifying high-risk sectors enables the public, law enforcement, labour inspectors and other first responders to understand in which industries people may be most vulnerable to conditions of forced labour. Both the Indonesian and Australian governments have identified high-risk sectors and have worked towards eradicating modern slavery within them. Specifically, the Indonesian government has introduced regulations for both the fishing

and palm oil industry,<sup>343</sup> while Australia, as a founding partner of the Liechtenstein Initiative, continues to regulate its financial sector.<sup>344</sup> China and Taiwan have implemented measures to publicise businesses accused of labour violations,<sup>345</sup> while China's Ministry of Human Resources and Social Security publishes violations of labour laws and may give businesses a lower credit rating as a result.<sup>346</sup>

Beyond Australia's Modern Slavery Act, there is limited engagement on public procurement to ensure risks of modern slavery within government supply chains are minimised. Similarly, no countries in the region have implemented laws to prevent the import of goods and services made in conditions of forced labour.

## REGIONAL RECOMMENDATIONS

Governments should:

### SUPPORT SURVIVORS

- Ensure all victim support services are child-friendly and non-discriminatory towards men, including services such as shelters, crisis support centres, and community-based protection.
- Establish clear national guidelines for identifying and screening victims for all first responders.
- Provide training for all first responders on how to identify and refer victims.

### STRENGTHEN CRIMINAL JUSTICE

- Strengthen existing national legislation to ensure that all forms of modern slavery are criminalised in line with international definitions.
- Governments should amend legislation to ensure that victims are treated as victims, including ensuring that they are not treated as criminals for conduct that occurred while under the control of criminals and that they are able to access compensation schemes.
- Disproportionate penalties and disproportionate judicial punishments should be eliminated for crimes of modern slavery.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

- Establish a fully funded National Action Plan and coordinating mechanism to coordinate government action to end modern slavery.
- Create an independent entity to monitor the implementation and effectiveness of the government's response.
- Ensure bilateral and multilateral labour agreements provide protection for migrant workers.

### ADDRESS RISK FACTORS

- Identify and ensure access to basic social protections - namely education, healthcare, and government financial assistance for all populations.
- Extend labour laws to ensure that all groups across all industries are covered and ensure that labour inspections are regularly conducted across all sectors, including the informal sector.
- Introduce and/or enforce policies guiding the support and protection for asylum seekers to ensure they are not detained nor deported back to their country of origin.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

- Establish guidelines for public procurement officials that outline standards and/or operating procedures to prevent the purchase of goods or services involving modern slavery.
- Identify sectors at high risk of modern slavery and work with businesses in those sectors to eradicate modern slavery.
- Adopt national legislation requiring businesses to report on the risk of modern slavery in their supply chains as well as any actions being taken to address any existing risks.



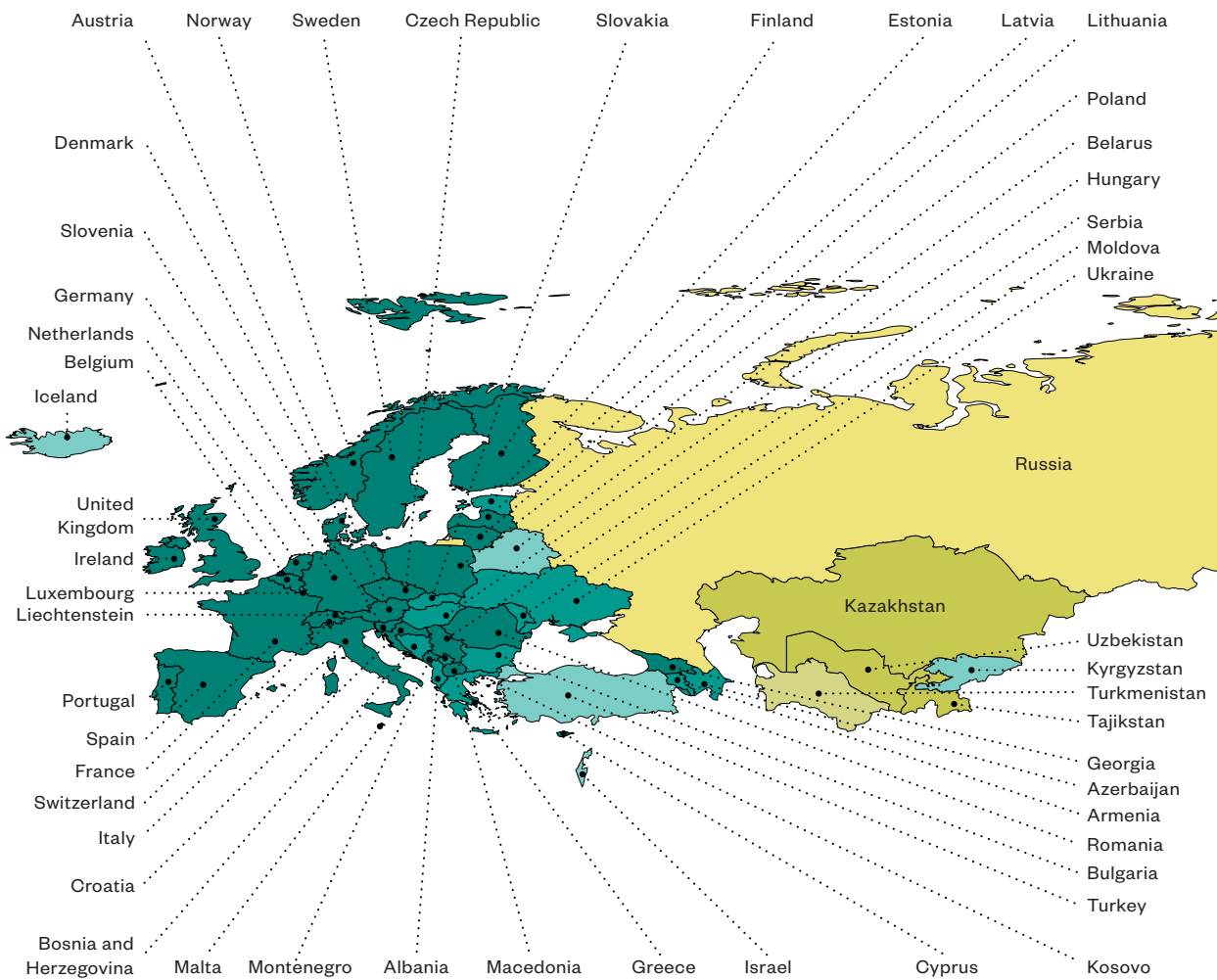


On January 17, 2018 a woman cooks in the refugee settlement of Balukhali in Cox's Bazar, Bangladesh, where over 116 widows and orphans have found shelter. More than 655,000 Muslim Rohingya have crossed the border into Bangladesh since August 2017, after fleeing the Myanmar military in Rakhine state. This brutal crackdown has been described by the United Nations as "ethnic cleansing". Women and girls reportedly make about 51 percent of the distressed and traumatised Rohingya population in the refugee camps and face a high risk of trafficking and sexual abuse, while adolescent girls aged between 13 and 20 are at risk of forced marriage. Many of the Rohingya women travelled alone after their husbands had been killed or taken away during the attacks on their villages. Many continue to fear returning home. Credit: Allison Joyce/Getty Images



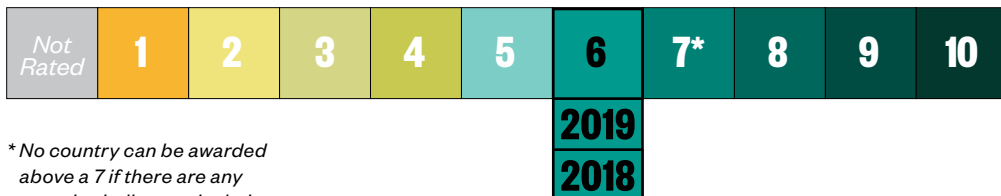
# EUROPE & CENTRAL ASIA

## GOVERNMENT RESPONSE HIGHLIGHTS



### AVERAGE GOVERNMENT RESPONSE SCORE

% <0-9.9 10-19.9 20-29.9 30-39.9 40-49.9 50-59.9 60-69.9 70-79.9 80-89.9 90-99.9



\*No country can be awarded above a 7 if there are any negative indicators in their score

### WEAK RESPONSE RELATIVE TO WEALTH\*

**LUXEMBOURG**

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### STRONG RESPONSE RELATIVE TO WEALTH\*

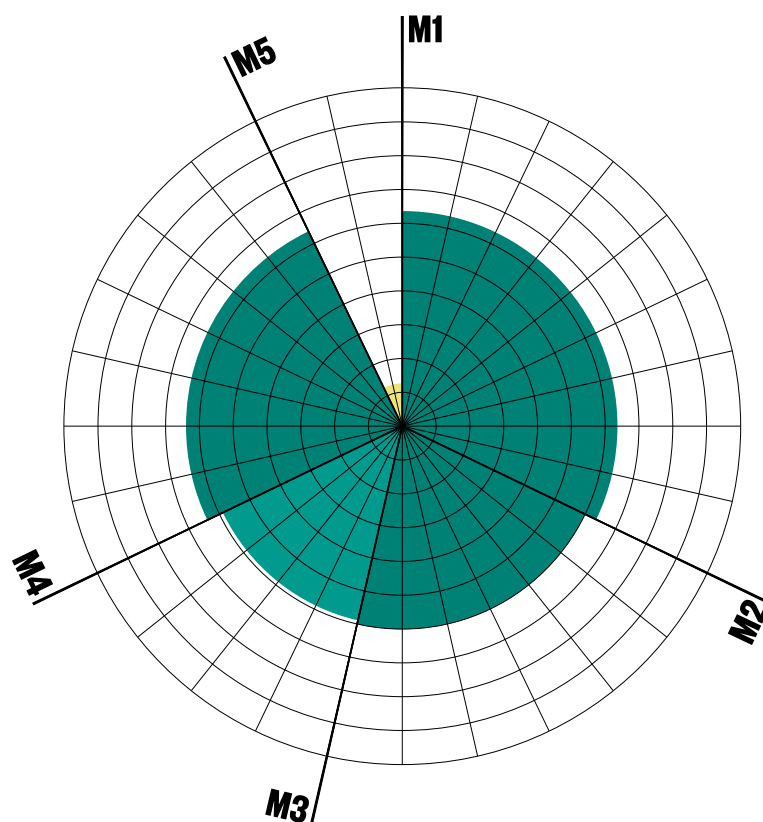
**PORTUGAL**  
**CROATIA**  
**MONTENEGRO**  
**SERBIA**  
**GEORGIA**

\*Gross Domestic Product (Purchasing Power Parity) Per Capita

### AVERAGE MILESTONE SCORE\*

- M1. 62.7%**  
Identify and support survivors
- M2. 60.0%**  
Establish effective criminal justice systems
- M3. 59.5%**  
Strengthen coordination and hold governments to account
- M4. 64.1%**  
Address risk factors
- M5. 12.6%**  
Clean up government and business supply chains

\*Average milestone scores at the regional level. There are 28 activities that sit behind the milestones which lead to implicit weighting in the overall score. See Appendix 2 for more details.



### KEY GAPS IN RESPONSE

of the 52 countries assessed in the region:

**19**

do not provide support services for all victims of modern slavery

M1

**18**

have treated victims as criminals for conduct that occurred under the control of criminals

M2

**16**

deport or detain foreign victims for immigration violations

M3

**12**

have laws or policies that make it difficult for workers to leave abusive employers

M4

**25**

do not require businesses to report on supply chain risks

M5

The Europe and Central Asia region comprises 59 countries<sup>347</sup> across the subregions of Central and Western Asia, Eastern Europe, and Northern, Southern, and Western Europe, covering 12.4 percent of the world's population. Of these, 52 countries in the region are assessed in this report. An estimated 3.6 million men, women, and children were living in modern slavery in 2016, or approximately 3.9 victims of modern slavery for every 1,000 people in the region.<sup>348</sup> When considering the forms of modern slavery, the rate of forced labour (3.6 victims per 1,000 people in the region) was higher than the rate of forced marriage (0.4 victims per 1,000 people in the region). Just over a third of victims of forced labour exploitation (36 percent) were held in debt bondage, with a higher proportion of men than women. Europe and Central Asia accounted for 14 percent of victims of forced sexual exploitation worldwide and the rate of forced marriage was the second lowest of all the world's regions.<sup>349</sup>

Migration and state-imposed forced labour are key issues affecting modern slavery in many countries in the Europe and Central Asia region. Intra-regional migration, with flows of people from East to West and from less developed to more developed countries in search of economic opportunities and to escape poverty, continues to be an important trend. Conflict and displacement in the Middle East and Sub-Saharan Africa have contributed to an increase in the migration flows to Europe. This “so-called” “migrant crisis” has led to more restrictive immigration policies in Europe, which in turn, have left migrants vulnerable to exploitation and modern slavery.<sup>350</sup> Evidence of state-imposed forced labour is found in Belarus, Russia, Turkmenistan, and Uzbekistan. Belarus and Turkmenistan also have the highest estimated prevalence of modern slavery in the region. In Belarus, there are disconcerting allegations of forced labour in privately-run administrative detention centres and through abuse of civic duties.<sup>351</sup> The governments of Uzbekistan and Turkmenistan continue to exploit citizens in the annual cotton harvest under a system of production quotas enforced by the threat of punishment.<sup>352</sup>

In the European subregion, states typically have a strong response to modern slavery and the majority are especially committed to providing support services for victims and addressing the underlying risks of slavery. Since the first time we measured government responses in 2014, the Netherlands does not appear in the top spot; instead the **United Kingdom (UK) provides the strongest response to modern slavery in the region (and globally)**. This represents strengthening of government action in the UK as well as limited prosecution efforts in the Netherlands. The UK is particularly committed to identifying victims and providing assistance and access to justice. The UK government has recently increased capacity of first responders by providing frequent and systematic training for foster carers and support workers for unaccompanied asylum-seeking children. In addition, the UK also ran mandatory face-to-face training for prosecutors in 2018.<sup>353</sup> The year 2018 also saw the first successful conviction for forced marriage in an English court.<sup>354</sup>

**The UK was closely followed by the Netherlands, Portugal, Sweden, Belgium, and Spain, all of which took significant steps to respond to modern slavery.** Although the Netherlands has seen a decrease in the number of victims identified due to reorganisation and changing priorities of law enforcement agencies, as well as delays in prosecutions, it still identifies more victims than most other leading countries, with 952 presumed victims identified in 2016<sup>355</sup> and 144 cases going before the public prosecutor in 2017.<sup>356</sup> Sweden strengthened its response to victims by opening its first ever shelters that specialise in providing services to male victims of trafficking. Previously, all male victims had to be referred to shelters that provided services for those with substance addictions.<sup>357</sup>

Georgia and Cyprus took the most steps to respond to modern slavery in the Central and Western Asia subregion, achieving a score of 7 out of 10. Georgia continued strengthening its law enforcement capacity by providing systematic and recurrent training to the judiciary, prosecutors, and police,<sup>358</sup> while Cyprus ratified the ILO Forced Labour Protocol P029 in February 2017.<sup>359</sup>



●●  
 French retired teacher Catherine Le Gouic gives a French lesson to a refugee on March 27, 2019, in Le Cloître-Saint-Thegonnec, near Morlaix, western France. Credit: Fred Tanneau/AFP/Getty Images

### GOVERNMENTS RESPONSES AGAINST GDP (PPP) PER CAPITA

Globally, when correlating government responses against GDP (PPP) per capita, we find that, generally, countries with a higher level of wealth are taking more action to respond to modern slavery, and this trend also proves to be true for the Europe and Central Asia region. However, we do find a few exceptions. Luxembourg, for example, is taking relatively little action compared to other countries with a similar amount of wealth largely reflecting its small population. On the other hand, Georgia, Croatia, Montenegro, Serbia, and Portugal are taking very positive steps to respond to modern slavery relative to their level of wealth. In Portugal, there is evidence of comprehensive victim assistance programming, including access to free legal services, and the decoupling of visas to remain in Portugal from cooperation with law enforcement.<sup>360</sup>

A range of countries within the region improved their responses to modern slavery. Ireland, Malta, Germany, Denmark, Switzerland, Czech Republic, and Poland witnessed an improvement in ratings, moving from scoring 6 out of 10 to scoring 7 out of 10 this year. In a similar fashion, Azerbaijan, Bosnia and Herzegovina, Ukraine, and Luxembourg moved from a 5 to a 6 rating. Romania made most progress in the region, moving from scoring 5 out of 10 to scoring

7 out of 10 in 2019. This reflects important improvements in Romania's response, such as increased use of the government's referral mechanism by the police in 2018, although observers reported that this was not done consistently.<sup>361</sup> Additionally, Romania's National Agency against Human Trafficking (ANITP) monitors and evaluates the implementation on the National Action Plan (NAP) and makes those reports publicly available.<sup>362</sup> Romania also conducted its first prevalence study of modern slavery using Multiple Systems Estimation (MSE) in partnership with the UNODC and Walk Free Foundation.<sup>363</sup>

Throughout Europe and Central Asia, Russia and Turkmenistan have the weakest responses to modern slavery. While Turkmenistan maintained its score of 3 out of 10, Russia dropped from a 3 out of 10 to a 2 out of 10 rating this year. In general, this reflects a combination of limited political will and a lack of resources, which means these governments do not prioritise the response to modern slavery. In 2018, for example, there was evidence that in Russia victims were arrested for prostitution charges and children were detained alongside their exploiters for forced criminality.<sup>364</sup> Both Russia and Turkmenistan also show evidence of state-imposed forced labour. In Russia, compulsory prison labour continues in public and private prisons<sup>365</sup> while forced labour for economic development has been widely documented during the annual cotton harvest in Turkmenistan.<sup>366</sup>



## SUPPORT SURVIVORS

On average, the Europe and Central Asia region performed strongest of all world regions on the milestone assessing victim support services. The UK, Georgia, and Croatia took most action in this area. In Georgia, for example, victims are able to access medical aid, psychological counselling, legal assistance, childcare, and one-off compensation payments.<sup>367</sup>

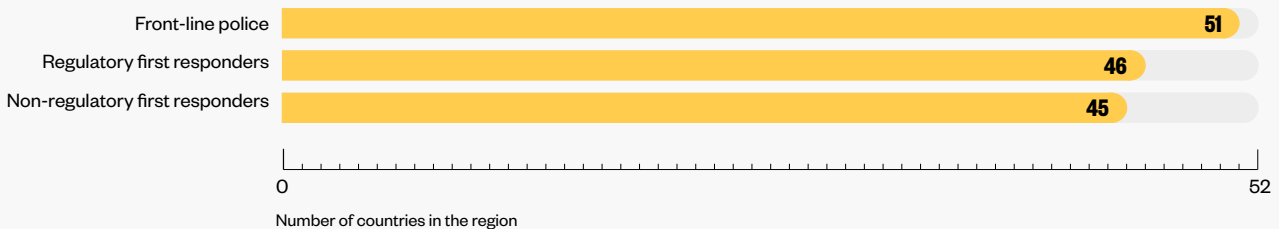
One important step to help identification of victims of modern slavery is the provision of a reporting mechanism where modern slavery crimes can be reported. It is therefore very positive that 51 countries in the Europe and Central Asia region had a reporting mechanism, although only 18 countries had a free hotline that was available 24/7 in multiple languages for men, women, and children. One of these is the UK’s national helpline, which now has the ability to bring in a real-time translation services for victims that do not speak English.<sup>368</sup>

Countries in this region generally take strong action to ensure front-line responders who come into first contact with victims are trained. Appropriate training of this group plays an important role in increasing identification of victims. This year, almost all

of the 52 countries in the region had provided training to front-line police officers that covered victim identification procedures. In addition, nearly 90 percent of countries had trained immigration officials, border guards or labour inspectors (46 countries), as well as non-regulatory workers, such as social workers, doctors, nurses, and tourism workers (45 countries). Despite provision of training to key responders and identification mechanisms being implemented on paper, this has not necessarily translated into more victims being identified in practice. Data on registered victims of modern slavery in the European Union (EU) show that over one-third of the 28 EU countries had identified fewer than 50 victims in 2016, including Czech Republic, Estonia, Croatia, Cyprus, Latvia, Lithuania, Luxembourg, Malta, and Slovenia.<sup>369</sup>

Another encouraging development is that there has been an increase in National Referral Mechanisms (NRMs) in the region, from 33 countries to 35 countries this year. A referral mechanism is critical to connecting identified victims with the necessary support to help them exit the cycle of exploitation. Belarus set up a referral mechanism in 2017 involving both governmental and non-governmental actors,<sup>370</sup> while Kazakhstan has implemented a standard for the provision

Training of first responders to identify victims



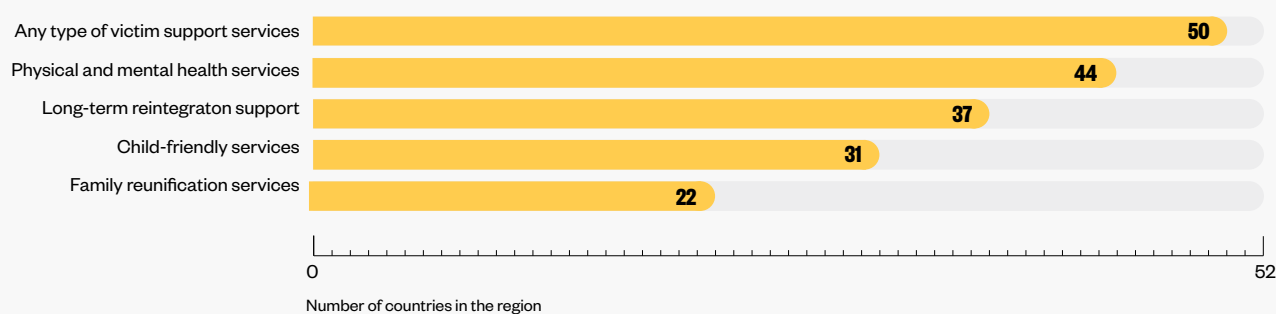
●●  
Figure 1: Number of countries in the Europe and Central Asia region providing training to selected groups of first responders

of services to victims that defines the referral procedures between law enforcement agencies, NGOs, and health care and social welfare agencies.<sup>371</sup>

The implementation of victim support services remained patchy across the region. For instance, services were not available in Tajikistan and Turkmenistan. Tajikistan's victim identification and support programming has significantly worsened since 1 July 2017. The government stopped providing services and long-term integration assistance to victims of modern slavery with the last shelter closing in April 2016. Due to the lack of a formal identification system, the police reportedly made no efforts to proactively identify any victims.<sup>372</sup> Other responses across Central Asia remain limited. The government of Uzbekistan in 2017 increased its budget allocated to its victim support centre, which provided shelter, physical and mental health services, and legal assistance.<sup>373</sup> However, the implementation of these improvements is yet to be determined. There were 31 countries in the European and Central Asia region that had specialised services providing support to child victims. For example, Luxembourg has separate government-contracted, NGO-run shelters for boy and girl victims of trafficking.<sup>374</sup> However, in 10 countries across Europe and Central

Asia, there is evidence of victims being held in shelters against their will. For instance, in Azerbaijan, female victims in particular are generally not allowed to leave the high-security state-run shelter unaccompanied as they are considered to be under the protection of the state.<sup>375</sup> In Bulgaria, child victims are reportedly placed in correctional facilities/youth prisons, which they cannot leave due to the closed nature of these facilities.<sup>376</sup> In addition, there are gaps in victim support services in 19 countries. For example, modern slavery victims who are returned to Spain under the Dublin III Regulation are not referred to specialised services or given assistance upon arrival in Spain.<sup>377</sup>

### Victim support services



●●  
 Figure 2: Number of countries in Europe and Central Asia with selected victim support services

## CRIMINAL JUSTICE

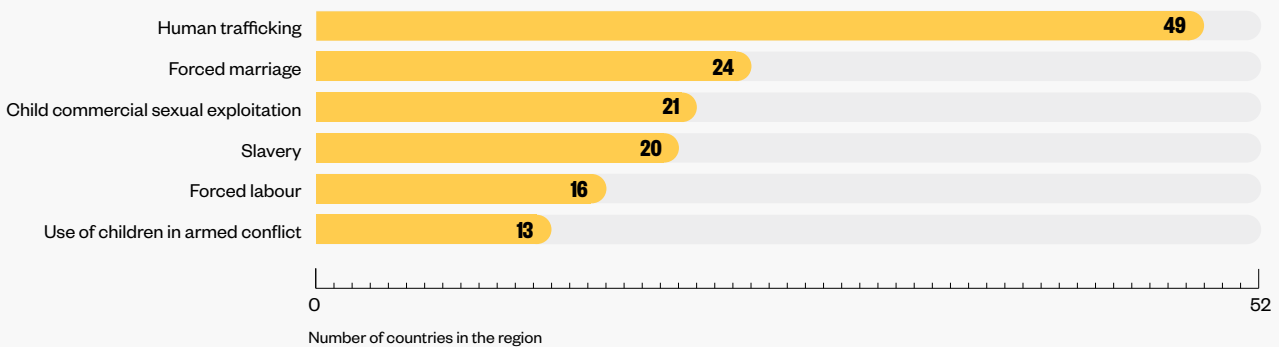
All countries across the Europe and Central Asia region, excluding Liechtenstein, have ratified at least half of the 10 relevant international conventions included in our assessment of government action. Eleven countries have recently ratified the 2014 Protocol to the 1930 Forced Labour Convention (P029), which requires countries to provide protection, including compensation, for victims of forced labour, and to sanction the perpetrators of this crime.<sup>378</sup> This brings the total number of countries having ratified this protocol to 15 out of 52 countries, more than any other region in this report.

All countries in the region had criminalised at least one form of modern slavery in their national legislation. As in other world regions, the type of modern slavery most commonly criminalised is human trafficking, with 49 countries having such legislation. Twenty-four countries have criminalised forced marriage. For example, Estonia recently criminalised forced marriage through amendments to Section 133 of its criminal code.<sup>379</sup> The Spanish government also amended its penal code in 2019, including provisions to criminalise forced marriage in Article 172 bis.<sup>380</sup> Despite sound coverage of legislation criminalising various forms of modern

slavery in this region, there is evidence that 12 countries in the region have laws that include disproportionate penalties, that is, penalties that are either overly lenient or inhumane. Such disproportionate sentencing can undermine efforts to hold offenders accountable. For instance, in the Netherlands, human trafficking can be punished with a fine under Article 273f of the Dutch Criminal Code.<sup>381</sup> In Iceland, there is an option to punish forced labour by a fine only under Article 225 of the penal code.<sup>382</sup>

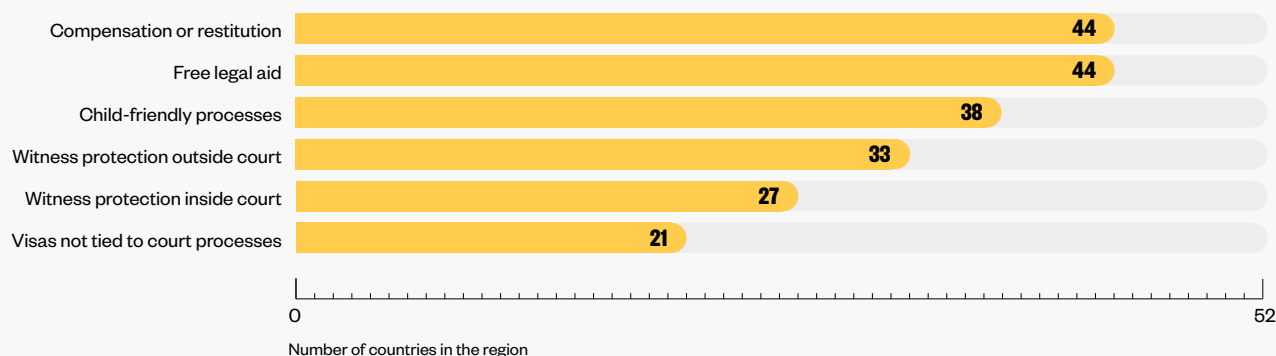
Countries in the region perform relatively well in providing access to justice for victims of modern slavery. The majority of countries in the region (44) provide free legal services, which is a critical component of a response that supports and encourages victims to prosecute their exploiters. In Estonia, the State Legal Aid Act permits that Estonian and EU citizens and residents can receive free legal aid if they are unable to pay for it themselves. In addition, legal assistance is available for victims in criminal proceedings if their legal capacity is limited, regardless of their financial situation.<sup>383</sup> In Bosnia and Herzegovina, an NGO provides free legal aid to all victims under an agreement with the government.<sup>384</sup> More than half (27) of all countries in the region provide witness protection inside the court to ensure that

### National modern slavery legislation



●●  
 Figure 3: Number of countries in the Europe and Central Asia region that have passed domestic legislation criminalising a form of modern slavery

## Access to justice mechanism



●●  
 Figure 4: Number of countries in the Europe and Central Asia region providing selected access to justice mechanisms for victims of modern slavery

witnesses and victims are intimidated. This includes measures such as permitting victims to provide video testimony and providing for victims to be protected from perpetrators in and around the courtroom. It is also important that governments acknowledge and effectively implement the “non-punishment principle,” which acknowledges that victims of modern slavery are not punished for offences they have committed as a consequence of or in the course of their exploitation. In Europe and Central Asia there are 21 countries that have instilled this principle in their legislation, but there is evidence that countries are struggling with its implementation. Nine of those 21 countries still arrest victims for offences committed while they were in modern slavery. For instance, there is evidence that the UK, which has the strongest overall response in the region, still detains and deports foreign victims for crimes such as cannabis production, prostitution-related offences, fraud and begging as well as immigration violations.<sup>385</sup> In addition, less than half of countries (21) offer visas to victims on humanitarian or other grounds that are not tied to their participation in the court process. For example, while Germany provides victims with a reflection period of three months, if they do not agree to work with the authorities and testify in court, they need to leave the country at the end of this period.<sup>386</sup>



●●  
 Civilians protest against the Italian Government, calling for freedom of movement, the right of residence, fair wages, and protection against slavery and exploitation. Credit: Simona Granati - Corbis/Corbis via Getty Images



## COORDINATION

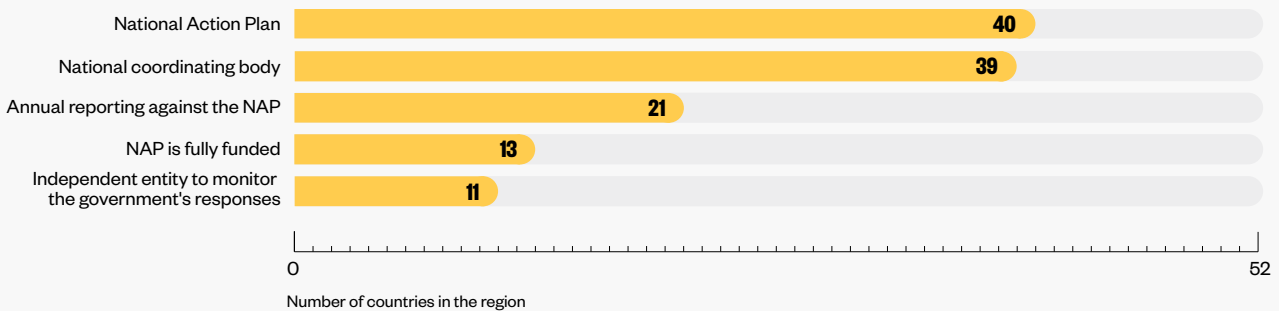
Domestic coordination among government agencies and civil society, as well as bilateral and multilateral international coordination, are crucial for an effective government response. It is therefore encouraging to see that 39 countries in the region have established a national coordination body that includes both government agencies and NGOs. For example, in Turkey, the Regulation on Combating Human Trafficking and the Protection of Victims established the Coordination Committee on Combating Human Trafficking, which includes government officials as well as various civil society organisations.<sup>387</sup> There is evidence this committee met in March 2017 and February 2018.<sup>388</sup> The 2016 trafficking law in Turkmenistan introduced a joint national committee to coordinate and plan the government’s response; however, it reportedly still has not been established.<sup>389</sup>

In terms of international cooperation, all countries except Kosovo are involved in a regional body taking some action against modern slavery and 41 countries in the region are also cooperating with other governments to facilitate repatriation of victims. The Norwegian government has been working with the IOM since 2013 to facilitate voluntary

and safe repatriation for victims.<sup>390</sup> However, GRETA noted that there have been cases where child victims were returned by child welfare authorities to their families, who either directly or indirectly facilitated their trafficking in the first place, which is against a policy agreed upon with the Norwegian government.<sup>391</sup> Although most countries in the region have in place repatriation agreements, 16 countries reported instances of deporting and detaining foreign victims for immigration violations, including in Norway.<sup>392</sup>

Nearly 80 percent of countries (40 out of 52) in Europe and Central Asia had some sort of national strategy that lays out a plan to tackle modern slavery in the country. Serbia adopted its draft National Action Plan for the period 2017-2022<sup>393</sup> and allocated 8 million dinars (US\$76,292) to implement the plan.<sup>394</sup> Yet, there were 39 countries in the region that failed to dedicate an appropriate budget for the implementation of the NAP and their broader government response. Across the region, government reporting against the NAP remains limited, with only 21 of the 40 countries that have implemented a NAP publishing annual reports that details the government’s action in line with the national strategy. In Macedonia, the National Commission, which is the national coordination body, published an annual

### National coordination mechanism



●●  
Figure 5: Number of countries in Europe and Central Asia with national coordination mechanisms to respond to modern slavery

report detailing its activities.<sup>395</sup> The Anti-Human Trafficking Unit (AHTU) in Ireland has been reporting very consistently over the years, publishing its ninth annual report on trafficking in human beings in 2017.<sup>396</sup> It is important that governments also establish independent monitoring bodies to review their modern slavery response. So far, only 11 European countries have set up national rapporteurs.

### ADDRESS RISK FACTORS

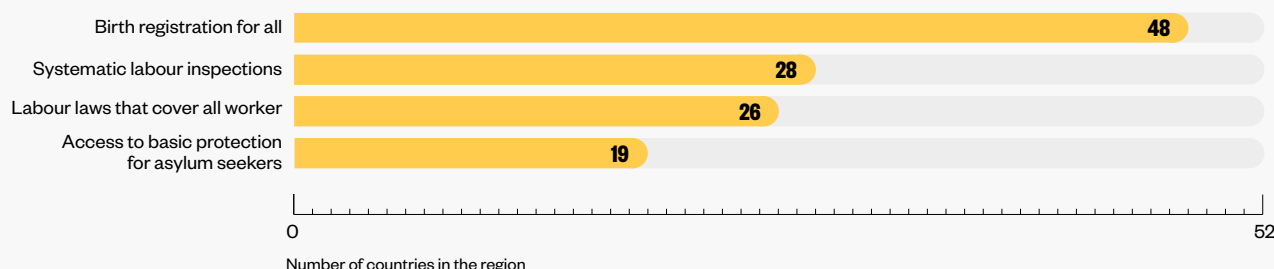
Though the Europe and Central Asia region is increasingly taking steps to address risk factors that drive modern slavery, there are still issues regarding protection of migrant populations. Often depicted in the media as an “exodus of biblical proportions,”<sup>397</sup> the “so-called” “migrant crisis” or “refugee crisis” has exacerbated fears of migrant populations and heightened perceptions that the European continent will soon be overrun. This has led to a tightening of immigration policies and a reduction in the protections for migrants across the region.<sup>398</sup> European authorities have seized NGO and volunteer boats and arrested crew members carrying out search and rescue operations in the Mediterranean Sea.<sup>399</sup> For example, in 2017, Italian coast guards seized a migrant rescue boat run by a German NGO as they claimed it was facilitating “illegal migration.”<sup>400</sup>

There has also been evidence that restrictions on entry into Europe has led to the deaths of migrants trying to cross the Mediterranean Sea and, for those intercepted by the Libyan Coast Guard, a risk of ending up in detention centres where migrants have been sold in open markets as slaves.<sup>401</sup>

The Roma population is also at particular risk in Europe as it faces particularly high levels of social exclusion and extreme poverty.<sup>402</sup> In many countries, Roma peoples face difficulties registering births or sending their children to school. Forty-eight countries in Europe have birth registration systems for the entire population and provide public primary education for all children, regardless of their ethno-cultural or religious background. In Croatia, recent amendments to the Aliens Act 2013 have allowed for birth registration for the Roma population.<sup>403</sup>

An ongoing issue in the Europe and Central Asia region is state-imposed forced labour, with four countries still forcing their citizens to work. Despite the Uzbek Government’s work with the International Labour Organization (ILO) to eliminate forced labour in its annual cotton harvest since 2014, there is still evidence that citizens are exploited and forced to work.<sup>404</sup>

#### Protective factors



●●  
 Figure 6: Number of countries in the Europe and Central Asia region providing protective factors for modern slavery

## SUPPLY CHAINS

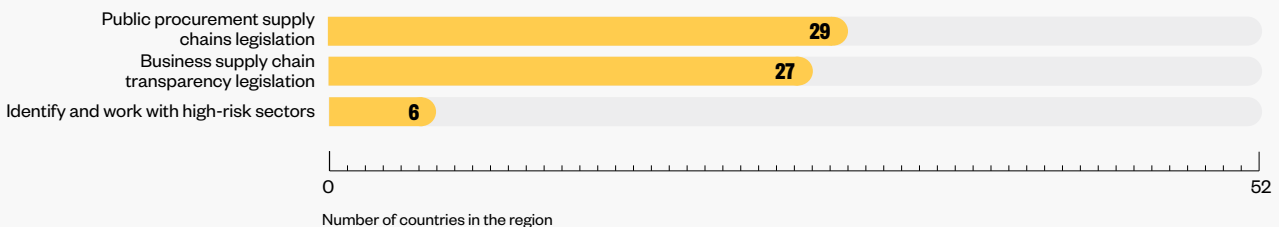
The European subregion, more than any other region globally, has taken the most steps to address the issue of slavery in supply chains. EU Directive 2014/95/EU on disclosure of non-financial and diversity information, requires large businesses to include in management reports a non-financial statement containing information relating to social, environmental, and human rights matters.<sup>405</sup> While modern slavery is not expressly mentioned, it is captured under the category of human rights.<sup>406</sup> Twenty-seven EU countries have fully transposed the directive into domestic legislation. EU Directive 2014/24/EU encourages European governments to take social considerations into account in their public procurement processes, although it does not target supply chains.<sup>407</sup> Article 57 of this directive requires that public authorities exclude a business from the procurement or award procedure if the business was convicted by final judgment for child labour or human trafficking. It also recommends integrating social considerations as part of the contract performance conditions, including asking businesses to comply with the ILO core conventions, such as Convention 29 on Forced Labour and Convention 182 on the Worst Forms of Child Labour.<sup>408</sup> Portugal was one of the last countries to transpose EU Directive 2014/24/EU<sup>409</sup> on public

procurement in August 2017, bringing the total number of EU countries that have implemented this directive to 29.<sup>410</sup>

Despite this promising action, Uzbekistan is still on the list of EU Generalised Scheme of Preferences, meaning that the Uzbek Government has access to partial or full removal of customs duties on two thirds of tariff lines.<sup>411</sup> The EU should recognise its leverage in terms of trade by removing Uzbekistan from this list due to evidence of state-imposed forced labour in its cotton industry.

In the UK, Section 54 of the Modern Slavery Act requires large businesses to publish an annual statement outlining what they do to ensure there is no slavery within their own organisation and, importantly, within their supply chains. The UK government has recently conducted a review of its Modern Slavery Act, including Section 54. The Second Interim Report on Transparency in Supply Chains produced under this review recommended that the government establish an internal list of companies which should be reporting under the legislation and a central government-run repository where companies could upload their statements.<sup>412</sup> It also recommended extending mandatory reporting to the public sector,<sup>413</sup> which was recently confirmed by former-Prime Minister Theresa May in her speech at the ILO

### Policies to eliminate modern slavery from supply chains



●●  
 Figure 7: Number of countries in the Europe and Central Asia region with policies aimed at eliminating modern slavery from supply chains

centenary conference in June 2019.<sup>414</sup> In France, the 2017 Corporate Duty of Vigilance law requires mandatory due diligence for large businesses.<sup>415</sup> This law obliges all French companies that have more than 5,000 employees domestically or employ 10,000 employees worldwide<sup>416</sup> to prepare a “vigilance” or due diligence plan that directly addresses how the company’s activities impact on the environment, health and security, and human rights, including modern slavery. This plan must include detailed mapping of risks, details of procedures used to assess risks with suppliers, alert mechanisms to collect risk information, and a monitoring scheme. The law will affect about 150 French businesses.<sup>417</sup>

In Germany, a bill drafted by the Federal Ministry for Economic Cooperation and Development introducing a suite of mandatory human rights due diligence obligations for German businesses was leaked in February 2019. The law would apply to businesses with more than 250 employees and with more than €40 million annual turnover. It would require German businesses to carry out an internal analysis of their supply chain risk, introduce preventative measures if risks are detected, and establish an effective complaints mechanism for foreign workers.<sup>418</sup> Several committees of the German parliament are currently critiquing the draft law, suggesting that it may be subject to significant changes.<sup>419</sup>

Liechtenstein and the Netherlands are two of only six countries in Europe and Central Asia that have set up an initiative to tackle modern slavery in a specific high-risk sector. In 2018, both governments founded, together with the Australian Government, the Financial Sector Commission on Modern Slavery and Human Trafficking (Liechtenstein Initiative), a private-public partnership that aims to discuss the financial sector’s approach to anti-slavery and anti-trafficking compliance and responsible investment. The commission is holding consultations in 2018-2019 and will consider a concrete roadmap to accelerate action in combating modern slavery in the financial sector.<sup>420</sup>

In a landmark case in the Netherlands, a worker from North Korea filed a criminal complaint in late 2018 against a Dutch shipbuilding company that he alleges had contracts with a Polish shipyard that used slave labour.<sup>421</sup> The worker claims the shipyard severely exploited their labourers sent by the North Korean regime. Dutch law contains a unique provision under which companies can be held accountable for profiting from exploitation, even if they are not direct perpetrators.<sup>422</sup> Though this case has not yet been decided, it focuses attention on the need and responsibility of companies to investigate their supply chains for modern slavery.

# EUROPEAN AND CENTRAL ASIAN COUNTRIES SHOULD TACKLE THE DRIVERS OF MODERN SLAVERY



## REGIONAL RECOMMENDATIONS

Governments should:

### SUPPORT SURVIVORS

- Improve victim identification by providing regular and systematic training on identifying and referring victims to those who may come into contact with victims, such as police and other first responders, including those involved in refugee intake.
- Ensure National Referral Mechanisms are in place to improve coordination and cooperation between government agencies, as well as between government and civil society.
- Close gaps in victim support services by extending available support services to adults and men in particular.

### STRENGTHEN CRIMINAL JUSTICE

- Strengthen existing national legislation to ensure that all forms of modern slavery are criminalised in line with international definitions, in particular, forced marriage and forced labour.
- Provide visas for modern slavery victims on humanitarian or other grounds that do not require participation in criminal investigations or prosecutions.
- Ensure that the “non-punishment principle,” which acknowledges that victims of modern slavery are not punished for offences they have committed as a consequence or in the course of their exploitation, is part of government policy and is effectively implemented.

### STRENGTHEN COORDINATION AND ACCOUNTABILITY

- All countries should develop their own National Action Plans in coordination with relevant stakeholders and ensure that they regularly evaluate their actions against their national strategy.
- Establish mechanisms such as an independent rapporteur or commissioner to monitor the government’s response and to ensure effective implementation of the NAPs and the incorporation of lessons learned into national strategies.
- Screen potential foreign victims of modern slavery for evidence of exploitation rather than detaining victims on the grounds of immigration violations and deporting them without providing access to victim assistance.


### ADDRESS RISK FACTORS

- All destination countries should protect the rights of migrants and refugees, regardless of whether their entry was legal, by reviewing restrictive immigration policies and implementing legislation to ensure that asylum seekers are able to seek access to basic support and protection.
- Extend labour laws to ensure they cover all migrant workers, including those in informal sectors, and ensure labour protections are enforced through systematic and regular labour inspection.
- Ensure better protection of Roma peoples by allowing them to register births and giving Roma children access to primary school education.

### ERADICATE MODERN SLAVERY FROM SUPPLY CHAINS

- Implement legislation requiring reporting for all large businesses and the public sector on human rights issues and include specific provisions on modern slavery and human trafficking.
- Identify sectors at high risk of modern slavery and work with businesses in those sectors to eradicate modern slavery.
- Exclude Uzbekistan from trade preference programs, including the EU’s Generalized Scheme of Preferences, until the government ends its forced labour system of cotton production.





● ●  
A migrant disembarks from the Dutch-flagged Sea Watch 3 NGO rescue vessel after it docked on January 31, 2019 in the Sicilian port of Catania. The crew feared legal action as Italy's far-right interior minister, Matteo Salvini, tried to stop new arrivals. The ship, which had been waiting off the coast of Sicily with people it rescued in the Mediterranean on January 19, was finally given permission to dock after six other countries agreed to take them in. Salvini has subsequently tried to stop boats from docking in Italy, but his decisions were eventually overturned by the European Court of Human Rights, which said Salvini's actions violated international law. Credit: Federico Scooppa/AFP/Getty Images





# APPENDIX 1: TERMINOLOGY

In the context of this report, modern slavery covers a set of specific legal concepts including forced labour, debt bondage, forced marriage, slavery and slavery-like practices, and human trafficking.

Although modern slavery is not defined in law, it is used as an umbrella term that focuses attention on commonalities across these legal concepts. Essentially, it refers to situations of exploitation that a person cannot refuse or leave because of threats, violence, coercion, deception, and/or abuse of power. For example, their passport might be taken away if they are in a foreign country, they might experience or be threatened with violence, or their family might be threatened.

Different countries use different terminologies to describe modern slavery, including the term slavery itself but also other concepts such as human trafficking, forced labour, debt bondage, forced or servile marriage, and the sale or exploitation of children. These terms are defined in various international agreements (treaties), which many countries have voluntarily signed on and agreed to. The following are the key definitions to which most governments have agreed, thereby committing to prohibit these crimes through their national laws and policies.



●●  
*In Vietnam's Quan Ba district, Hmong women weave traditional textiles at the Lung Tam Linen cooperative which employs marginalised women, many who have been affected by trafficking. Human trafficking is common in the remote hills near the China border. Credit: Nhac Nguyen/AFP/Getty Images*

## HUMAN TRAFFICKING

Human trafficking is defined in the UN Trafficking in Persons Protocol as involving three steps.

1. Recruitment, transportation, transfer, harbouring or receipt of persons;
2. By means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person;
3. With the intent of exploiting that person through: prostitution of others, sexual exploitation, forced labour, slavery (or similar practices), servitude, and removal of organs.

The recruitment, transportation, transfer, harbouring, or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve threat, use of force, or coercion.

## FORCED LABOUR

Forced labour is defined in the International Labour Organization (ILO) Convention on Forced Labour 1930 as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” This excludes compulsory military service, normal civil obligations, penalties imposed by a court action taken in an emergency, and minor communal services.



## **SLAVERY AND SLAVERY-LIKE PRACTICES**

Slavery is defined in the 1926 Slavery Convention as the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised. In a later treaty, States agreed that there are also certain “slavery-like practices”: debt bondage, forced or servile marriage, sale or exploitation of children (including in armed conflict), and descent-based slavery.

### **DEBT BONDAGE**

Debt bondage is a status or condition, where one person has pledged his or her labour or service (or that of someone under his or her control), in circumstances where the fair value of that labour or service is not reasonably applied to reducing the debt or length of debt, or the length and nature of the service is not limited or defined.

### **FORCED OR SERVILE MARRIAGE**

The following are defined as practices “similar to slavery” in the 1956 Slavery Convention. Any institution or practice whereby:

- A woman, without the right to refuse, is promised or given in marriage on payment of a consideration in money or in kind to her parents, guardian, family or any other person or group; or
- The husband of a woman, his family, or his clan, has the right to transfer her to another person for value received or otherwise; or
- A woman on the death of her husband is liable to be inherited by another person.

More recent interpretations of forced marriage are broader than the practices defined in the 1956 Slavery Convention. In 2006, the United Nations Secretary-General noted that “a forced marriage is one lacking the free and valid consent of at least one of the parties.” Forced marriage therefore refers to any situations in which persons, regardless of their age, have been forced to marry without their consent.

Child, early, and forced marriages are terms that are sometimes used interchangeably. Some child marriages, particularly those involving children under the age of 16 years, are considered a form of forced marriage, given that one and or/both parties have not expressed full, free, and informed consent (as noted in the joint general recommendation No. 31 of the Committee on the Elimination of Discrimination against Women). It is important to note that in many countries 16 and 17-year-olds who wish to marry are legally able to do so following a judicial ruling or parental consent.

### **WORST FORMS OF CHILD LABOUR**

Drawing on the 1999 International Labour Conference Convention No.182, concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, the term “worst forms of child labour” comprises:

- A.** All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- B.** The use, procuring or offering of a child for prostitution, for the production of pornography, or for pornographic performances;
- C.** The use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- D.** Work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children



●●  
 London, UK, July 4, 2018. Sex workers and activists stage a protest outside Parliament in London as MPs debate a proposal to outlaw online prostitution platforms. The members of a cross-party group on prostitution argue that UK should follow the recent FOSTA-SESTA legislation in the US, which makes sex work advertising websites directly accountable for encouraging exploitation and trafficking. The protesters say that such legislation will make sex work more dangerous by forcing it out on the streets and removing access to databases of violent clients. Credit: Wiktor Szymanowicz / Barcroft Media via Getty Images





# APPENDIX 2: METHODOLOGY

Governments play a critical role in developing and implementing the laws, policies, and programs that are needed to prevent and respond to modern slavery. To coincide with the High-Level Political Forum in July 2019, we have released the *Measurement, Action, Freedom* report to assess the actions governments are taking to achieve Sustainable Development Goal (SDG) 8.7 and the eradication of modern slavery.



●●  
*Migrant workers in Kuala Lumpur are at particular risk of exploitative labour conditions in Malaysia's slowing construction industry. Credit: Faris Hadziq/SOPA Images/LightRocket via Getty Images*

This assessment is based on our conceptual framework, initially developed for the 2014 Global Slavery Index (GSI) and included in three subsequent editions of the GSI, which tracks government progress towards the achievement of five milestones:

1. Survivors of slavery are identified and supported to exit and remain out of slavery.
2. Criminal justice mechanisms function effectively to prevent modern slavery.
3. Coordination occurs at the national level and across borders, and governments are held to account for their response.
4. Risk factors, such as attitudes, social systems, and institutions, that enable modern slavery are addressed.
5. Government and business stop sourcing goods and services produced by forced labour.

## **THEORETICAL FRAMEWORK: CRIME PREVENTION THEORY**

Our starting point for the assessment of government responses is situational crime prevention theory.<sup>423</sup> This is based on the understanding that in order for the crime of modern slavery to occur, there needs to be a vulnerable victim, a motivated offender, and the absence of a capable guardian. It also recognises that crime does not happen in a vacuum and that addressing broad contextual factors like state instability, discrimination, and disregard of human rights is critical to any government response.

Therefore, to reduce the prevalence of crime, the government needs to do all of the following:

- Reduce the opportunity for offenders to commit the crime.
- Increase the risks of offending.
- Decrease the vulnerability of potential victims.



- Ensure the effective rehabilitation and reintegration of survivors
- Increase the capacity of law enforcement and other guardians.
- Target efforts directly at the people and factors that stimulate or facilitate slavery.

### DEVELOPMENT OF THE CONCEPTUAL FRAMEWORK

Using this theoretical framework as a starting point, and drawing on the UN Trafficking Protocol,<sup>424</sup> the Council of Europe Convention on Action against Trafficking in Human Beings,<sup>425</sup> and literature on effective responses to modern slavery,<sup>426</sup> we devised a conceptual framework for what constitutes a strong response to modern slavery.

This conceptual framework is organised around the five milestones outlined above, which, if achieved, would ensure that governments are taking steps to address modern slavery. The initial conceptual framework was developed in 2014 in consultation with an independent Expert Working Group and based upon findings from NGO research and scholars in fields related to modern slavery, such as harmful traditional practices, health, social welfare, and migration.<sup>427</sup>

### REVIEW OF THE CONCEPTUAL FRAMEWORK

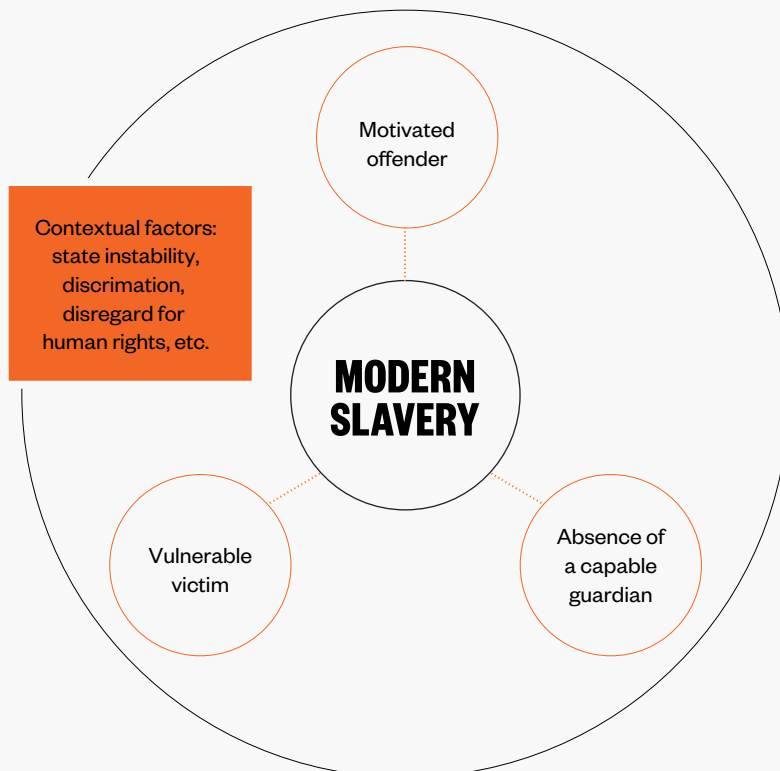
In 2018 and 2019, we conducted a thorough review of the conceptual framework to ensure it is still capturing all relevant elements of a government response in line with SDG 8.7. To do this, we held a series of workshops with our Expert Working Group and survivor leaders in the UK and India. Our engagement with survivors was also to ensure that the conceptual framework and this report reflects survivor voices.

A summary of the main findings from each workshop is outlined below.

#### Expert Working Group (EWG)

In October 2018, we held a workshop with our Expert Working Group to step back from the framework. The discussion focused on three objectives:

1. Review the framework’s contents against developments in the field and the establishment of the SDGs.
2. Discuss alternative ways of assessing government responses, including data collection.
3. Begin to discuss weighting of the milestones.



●●  
Figure 1: Situational crime prevention theory

One of the key points arising from the discussion was the need to shift the emphasis of the framework away from evaluating processes and more toward outputs and implementation. Participants envisioned that the framework would eventually do more to capture effectiveness by focusing exclusively on policies that have a proven impact on slavery. The group suggested looking at data-driven approaches to streamline data collection, while artificial intelligence and machine learning could have the potential to lower the cost of updating data collection processes. The group also provided feedback at the milestone level to better reflect outputs rather than process indicators, ensure measures from the Convention on the Rights of the Child are included, strengthen the understanding of prevention under Milestone 4 of the framework, as well as shift the focus away from shelters under Milestone 1 and away from National Action Plans under Milestone 3.

### Lived Experience Expert Group (LEEG) - UK

Also in October 2018, we held our first workshop with a Lived Experience Expert Group (LEEG) in the UK. This was organised with the Survivor Alliance and represented the first consultation with survivors of modern slavery on our assessment of government responses. We asked the group of 10 individuals for their feedback on three questions:

- 1.** What do you think is currently missing from the framework?
- 2.** What would you change about the framework?
- 3.** Which are the most important milestones in the framework?

Key points from the discussion included the importance of survivor voice in the production of the government response work. Survivors should be involved in the review of the conceptual framework as well as data collection and verification processes. Overall, the LEEG recommended that government responses to modern slavery need to be survivor-centric by actually putting survivors at front and centre of all elements of a response. When looking at the indicators, the survivors discussed the importance of ensuring that basic needs and longer-term support are included for individuals who have been identified as victims. The ability to work while receiving support was flagged as an important way to become self-sufficient, to support their families, and to help to rebuild

their lives. Bolstering access to justice mechanisms, including access to free legal services, translation, witness protection, and child-friendly services, were highlighted as critical. The limited use of interpretation services throughout the criminal justice system was discussed as a particularly important issue, given that some survivors had felt that authorities had not believed them when they described their experiences. When looking at coordination under Milestone 3, the group emphasised the importance of joint police investigations and sharing of information across borders, while for Milestone 4, education, safety nets, social protections, and addressing corruption were recommended as critical actions for the government to take. When reviewing the milestones in terms of importance, the group began by highlighting the importance of Milestone 1, victim assistance, but during the discussion increasingly emphasised the role of Milestone 4 to prevent modern slavery from occurring in the first place. However, overall, the group did not want to weight some milestones to the detriment of other milestones.

### Lived Experience Expert Group (LEEG) - India

In April 2019, we hosted another LEEG group in Kolkata, India, in partnership with Sanjog and Survivor Alliance. We asked the 15 survivor leaders their feedback on the same three questions we asked of the UK group.

The LEEG in India highlighted the importance of criminal justice to combating modern slavery, both in terms of the need for strict punishments for traffickers and to empower victims. Participants highlighted the need for the Trafficking of Persons (Prevention, Protection and Rehabilitation) Bill, 2018 to be passed by the Indian Parliament. Specific mechanisms were described as important to allow victims to access justice, including the awarding of compensation and the use of video testimony during court cases. Overall, the group stated that Milestone 5 was the most important milestone to a government response. Businesses should be registered, and those businesses that are found to exploit individuals should be shut down and the perpetrators prosecuted. Investigations should include business owners, not just lower level employees. The LEEG emphasised that victim assistance is critical to addressing modern slavery and that there needs to be support that goes beyond rescue and also extends to male victims, not just women and girls. Some members of the group believed there was a

need to prioritise victims in any government response in order to provide support, safety, and freedom for those directly affected. The survivor leaders highlighted the importance of the government response rating and regular reviews of government interventions to ensure that no one falls through the cracks in the system and justice is served.

Coordination, monitoring, and accountability were also seen as important to the Indian LEEG to prevent wastage. Governments should have mechanisms to ensure that different agencies are talking to each other and that these staff at these agencies should receive training. Finally, addressing poverty and corruption and providing safe migration corridors were recommended as important initiatives by the group.

#### *Response to EWG and LEEGs*

The feedback from each of these groups was incorporated into the conceptual framework (see Appendix 2). The conceptual framework now includes a series of “aspirational” indicators, which thus far are not operational in the absence of robust data sources. These indicators are “greyed out” in the conceptual framework in Appendix 2. We expect these indicators will be incorporated into our assessment as more data become available.

We also asked the LEEG groups in the UK and India to rank the milestones in order of importance. This will be part of an effort to look at the implicit weighting in our

conceptual framework and will be the basis of a paper exploring options which will be released over the next 12 months.

In the interim, we have begun testing the aspirational indicators to see if we can identify suitable data sources. For example, in response to the suggestion that we should be focusing more on outputs, we extracted data from UNODC Global Report on Trafficking and the US Department of State Trafficking in Persons report regarding the number of victims identified, the number of cases investigated, and the number of prosecutions and convictions. However, we found that this data varied greatly according to source and that there were also contradictions among the reporting periods. While this precluded using the data in this report, we have used the data to inform the global findings section of this report to draw attention to those governments that, despite having a suitable response on paper, have not identified any victims in recent years. The focus on outputs will also be part of the ongoing work to strengthen the conceptual framework. Similar indicator tests were carried out for recommendations regarding better reflection in the framework of the Convention on the Rights of the Child, survivors, and labour rights.

The findings from these tests were presented to our Expert Working Group in early June 2019. How we incorporated these findings or plan to incorporate the recommendations is summarised in Table 1.

Table 1: Recommendations for the government response conceptual framework and next steps

<b>RECOMMENDATION</b>	<b>TEST CARRIED OUT</b>	<b>FINDINGS</b>	<b>COURSE OF ACTION</b>
Expert Working Group			
Shift focus to outputs rather than process indicators.	Data extracted from UNODC and US Trafficking in Persons reports regarding number of victims, investigations, prosecutions, and convictions.	Data are inconsistent. Reporting periods overlap.	Focus on data collected by IOM's Counter Trafficking Data Collaborative <sup>428</sup> and UNODC data used in the Global Trafficking in Persons Report <sup>429</sup> and number of identified victims to highlight those governments where there is limited action despite existence of a response.  Ongoing discussion regarding how to assess other outputs. For example, how many victims need to be identified in order for indicator to be met?
Ensure that each activity has implementation indicators and works towards effectiveness indicators.	Reviewed each indicator in the conceptual framework to ensure that it was either showing existence of policy, implementation of policy, or effectiveness of policy.	Most activities have implementation indicators.  Effectiveness is not sufficiently captured.	Updated framework to incorporate implementation indicators  Ongoing discussion with EWG about measurement of impact, particularly the possibility of applying Delphi method to identify most impactful indicators. Also, start with looking at impact at a lower level than reduction of prevalence; for example, impact of policies on identification of survivors.
Ensure that protection for children is better reflected in the framework.	Mapped the UNICEF guidelines on protection of child victims of trafficking <sup>430</sup> and UNODC tool 8.3 on protection, assistance and human rights <sup>431</sup> to our conceptual framework  Added any missing indicators.  Tested availability of data for the new indicators for 10 countries.	Information for special shelters for children is readily available and often used for existing indicators for children.  Data for other indicators requires multiple sources and is difficult to access beyond GRETA reports in Europe.	Review potential data sources for next round of data collection.  Develop protocols for these indicators to inform data collection and rating.



RECOMMENDATION	TEST CARRIED OUT	FINDINGS	COURSE OF ACTION
<p>Develop a conceptual framework for action to prevent modern slavery.</p>	<p>Mapped the vulnerability literature review created for the Alliance 8.7 Migration Action Group.<sup>432</sup></p> <p>Reformulate indicators so they focus on access to social safety nets rather than availability, and test availability of data.</p>	<p>Most findings were covered under the government response framework, however not necessarily under Milestone 4.</p> <p>Gaps in terms of responding to discrimination, social norms / harmful traditional practices.</p> <p>Overlap between government response and vulnerability.</p> <p>Data are available for the updated indicators on social safety nets. For example, the World Bank and World Health Organization dataset on Universal Health Care.<sup>433</sup></p>	<p>Discuss data sources for measuring government legislation and policies on addressing discrimination and social norms or harmful traditional practices</p> <p>Make clearer delineation between government response and Walk Free's vulnerability model</p> <p>Review other migration vulnerabilities beyond labour migration</p>
<p>Ensure that labour rights are better reflected in the framework.</p>	<p>Created new indicators relating to number of labour inspectors, their ability to enter premises unannounced, the ability to enforce fines, and legislation on freedom of association and collective bargaining.</p> <p>Tested data availability using ILO Natlex<sup>434</sup> and ILO Normlex.<sup>435</sup></p> <p>Extracted data from Normlex regarding quantity and quality of inspections.</p>	<p>Indicators were straightforward to develop and to identify data sources for.</p> <p>However, for labour inspections, these data are available only for those countries that have ratified ILO Labour Inspection Convention, 1947 (No. 81) – 146 countries.</p> <p>For number of inspections, it was found that no country in the world had a sufficient number of inspectors.</p> <p>Data on ability to enter unannounced and enforce fines were more nuanced, but available for only 25 and 42 countries respectively.</p> <p>Data on collective bargaining and freedom of association were readily available for most countries.</p>	<p>Identify different data sources for labour inspectors to plug gaps in ratification of the Labour Inspection Convention.</p> <p>Review with EWG and ILO the standard for number of labour inspectors, ability to enter unannounced and issue fines.</p> <p>Continue conversations on labour rights indicators beyond measuring labour inspections.</p> <p>Include indicator on collective bargaining and freedom of association in next data collection round.</p>

<b>RECOMMENDATION</b>	<b>TEST CARRIED OUT</b>	<b>FINDINGS</b>	<b>COURSE OF ACTION</b>
Shift focus from shelters under Milestone 1 and National Action Plans under Milestone 3.	Reviewed language of milestones and indicators.  Added additional indicators and tested for data sources.	Language of existing milestones and indicators was easy to update.  Additional indicators met with varied success. Some were easy to find information for – for example, on joint investigation teams. Others were more difficult – for example, the government is chair of sub- committees on human trafficking as part of a regional response.	Update text for existing milestones and indicators for the <i>Measurement, Action, Freedom</i> report  Include indicators where data were easily available in the next round of data collection.  Review other indicators to create clearer protocols.
LEEG UK feedback			
Need to reflect survivor voice throughout the process.	Reviewed our data collection processes for opportunities for survivors to respond.  Tested LEEG model in India.	Survivors could feed into the process along with civil society through surveys, email exchanges, and interviews.  LEEG worked in India, with some promising findings.	Update data collection protocols to include survivors and the data they provide.  Roll out LEEG model in other contexts – next opportunity in Ghana later in 2019.
Ensure that government responses are survivor centric.	Reviewed existing indicators regarding access to justice, victim support, and coordination in line with feedback.  Added indicators regarding survivor centric responses.  Tested data sources for new indicators.	Many of the suggested indicators were already reflected in our framework.  Data for indicators such as joint goal setting were limited. Others, such as on the existence of a survivor council, were more available, but limited to only one country (in this case the US).  Indicators for longer term support, including the ability to work, were missing.  There were multiple data sources for longer term support, while evidence was patchy.	Include indicators on survivor centric responses in next round of data collection.  Review longer term support indicators suggested by LEEG India and LEEG UK and develop protocols for data collection.

RECOMMENDATION	TEST CARRIED OUT	FINDINGS	COURSE OF ACTION
LEEG India feedback			
Strengthen understanding of criminal justice, victim assistance and coordination, monitoring, and accountability are reflected in the framework.	<p>Reviewed existing indicators regarding access to justice, victim assistance, and coordination in line with feedback.</p> <p>Added indicators regarding longer term support.</p> <p>Tested data sources for new indicators.</p>	<p>Indicators regarding compensation and video testimony as well as monitoring mechanisms were already included.</p> <p>Indicators regarding moving beyond emergency response and including men in victim assistance programming were already included.</p> <p>Indicators for longer term support, including community resilience, is missing.</p>	<p>Reflect that passage of Human Trafficking Bill in India is included in the regional write up, as suggested by the group.</p> <p>Include indicators on survivor centric responses in next round of data collection.</p> <p>Review longer term support indicators suggested by LEEG India and LEEG UK and develop protocols for data collection.</p>
Ensure poverty reduction and providing safe migration corridors are included in the framework.	Reviewed existing indicators.	<p>These were touched upon by some indicators – namely avenues for refugees to access protection – but not specific to safe migration corridors.</p> <p>Nothing specific in the framework on poverty reduction.</p>	<p>Combine with suggestions from the EWG to develop a prevention conceptual framework.</p> <p>Review these suggestions against Walk Free vulnerability model.</p> <p>Discuss overlap between government response and vulnerability with the wider EWG.</p>

## PROCESS

From December 2018 to March 2019, data were updated for 183 countries for this report. Data collected referred to actions that took place during the reporting period of 1 July 2017 through to 15 February 2019, building on data collected in previous GSI rounds. For certain indicators that have a longer reporting period, such as those that refer to trainings, we extend the reporting period to the previous five years, or in the case of this year’s report, since 30 June 2013. All negative indicators (see below) are tied to the shorter time period so that we do not penalise a government for negative actions that occurred during previous reporting periods.

For GSI 2018, we included data on 53 Commonwealth nations<sup>436</sup> in order to coincide with the Commonwealth Summit in London,

but we did not report this data publicly as it was the first year of data collection. This year, we’ve included these countries, as well as Liechtenstein, Iraq, and Palau in the report, however data remain limited. Commonwealth Pacific Island nations are the subject of a current Minderoo research project to plug data gaps. Due to the ongoing conflict and extreme disruption to government, we have not included ratings for Afghanistan, South Sudan, Syria, and Yemen this year.<sup>437</sup>

The conceptual framework underpinning our assessment is arranged around the five milestones, which are then broken down into activities, which are further disaggregated into indicators. There is a total of 102<sup>438</sup> indicators and 28 activities in the conceptual framework. The breakdown by milestone is described in Table 2.



*A migrant from the Sea Watch 3 NGO vessel sleeps on a bunk bed in the recovery room late on January 30, 2019 off Syracuse, Sicily. The migrants were expected to disembark in Catania after Italy and France, Germany, Malta, Portugal, Romania and Luxembourg agreed to take them in following the political standoff between Italy's far-right Deputy Prime Minister Matteo Salvini and the German NGO Sea Watch. Credit: Federico Scoppa/AFP/Getty Images*

Table 2: Breakdown of milestones into activities and indicators

<b>MILESTONE</b>	<b>NO. OF ACTIVITIES</b>	<b>NO. OF INDICATORS</b>
Survivors of slavery are identified and supported to exit and remain out of slavery.	9	30
Criminal justice mechanisms function effectively to prevent modern slavery.	6	32
Coordination occurs at the national and regional level, while governments are held to account for their response.	4	10
Risk factors, such as attitudes, social systems, and institutions, that enable modern slavery are addressed.	7	19
Government and business stop sourcing goods and services produced by forced labour.	2	11
Total:	28 <sup>439</sup>	102



## DATA COLLECTION

Data are collected at the indicator level, where each indicator describes an element of an activity. Take activity 2.1 under Milestone 1, “A reporting mechanism exists where modern slavery crimes can be reported” as an example:

Table 3: Activity 2.1, Milestone 1

<b>MILESTONE 1: SURVIVORS OF SLAVERY ARE IDENTIFIED AND SUPPORTED TO EXIT AND REMAIN OUT OF SLAVERY.</b>	
Activity: A reporting mechanism exists where modern slavery crimes can be reported.	2.1.1 A reporting mechanism exists.
	2.1.2 Reporting mechanism is available for men, women, and children.
	2.1.3 Reporting mechanism is free to access.
	2.1.4 Reporting mechanism operates 24/7.
	2.1.5 The reporting mechanism operates in multiple languages or has capacity to provide immediate access to bring in translators.

### Creation of a database

All data collected for our assessment of government responses since 2014 are publicly available online; a total of nearly 100,000 data points. Ratings are available for 2016, 2018, and 2019. See [www.globalsslaveryindex.org](http://www.globalsslaveryindex.org).

There are five indicators under this activity, each of which determines the existence of the reporting mechanism and how well it is operating. Desk research was conducted for these indicators and others in the conceptual framework by a team of 38 researchers and research assistants following a strict protocol. The protocol described both the types of reports and sources to be reviewed and what constitutes “relevant” information. The multilingual team<sup>440</sup> conducted research either by country or by indicator and saved these references in the government response database.<sup>441</sup>

These data points were then verified, to the extent possible, by NGO contacts within each country. NGOs were given the opportunity to respond by email, through Skype interviews, or by completing a survey. Twenty-four full survey responses were received, and a further 19 NGOs responded to individual requests for information by email or Skype.

This year, we were pleased to partner with the University of Nottingham’s Rights Lab, the Commonwealth Human Rights Initiative UK (CHRI UK), and Regenesys, an offshore ethical sourcing business process company, which includes trafficking survivors, based in the Philippines, in order to complete data collection. This is the third time we’ve partnered with DataMotivate to complete aspects of our data collection for government responses.

## RATING

Eighty-eight of the 102 indicators in the conceptual framework are what we have called “positive indicators.” Put simply, these cover the actions the government is taking to achieve each activity and milestone. The indicators described under Table 3 above are all positive indicators.

These indicators are supplemented by 14 standardised “negative indicators,” which attempt to measure implementation of a particular activity. For example, if shelters exist for modern slavery victims, the negative indicator “victims are detained and unable to leave the shelter” would capture whether victims are detained and experience secondary victimisation despite the existence of these shelters. The negative indicators also cover broader factors, which if conducted by governments would increase the risk of human trafficking and child exploitation. These include state-sanctioned forced labour, high levels of government complicity, criminalisation of victims, deportation of potential victims, and policies that tie migrant workers to their employers.

Table 4: Example of negative implementation indicators, Activity 3.1, Milestone 1

<b>MILESTONE 1: SURVIVORS OF SLAVERY ARE IDENTIFIED AND SUPPORTED TO EXIT AND REMAIN OUT OF SLAVERY.</b>	
Activity 3.1: Victim determined support is available for all identified victims.	Indicators:
	3.1.1 Victim support services are available for suspected victims of modern slavery (men, women, and children where relevant).
	3.1.2 NEGATIVE Suspected victims are held in shelters against their will and do not have a choice about whether or not to remain in a shelter.
	3.1.3 Government contributes to the operational costs of the shelters and there are no significant resource gaps.
	3.1.4 Physical and mental health services are provided to victims of modern slavery.
	3.1.5 NEGATIVE Victim support services are not available for all victims of modern slavery.
	3.1.7 NEGATIVE No victims have accessed the services or shelters.

All 14 negative indicators can be roughly divided into two categories; those that hinder a government's responsibility to protect its citizens and migrants who have been victimised, and those that facilitate modern slavery to occur.

Table 5: 14 negative indicators, grouped by type of indicator.

<b>NEGATIVE IMPACT ON EXISTING VICTIMS OF MODERN SLAVERY</b>	<b>POLICIES OR LAWS THAT FACILITATE THE OCCURRENCE OF MODERN SLAVERY</b>
M1 2.2.4 There is evidence that police officers have not identified victims of modern slavery in the last 12 months.	M2 1.2.7 Criminal laws have disproportionate penalties.
M1 3.1.2 Suspected victims do not have a choice about whether or not to remain in a shelter.	M2 3.1.3 Units do not have necessary operational resources.
M1 3.1.5 Victim support services are not available for all victims of modern slavery.	M2 3.2.5 Judicial punishments are NOT proportionate to severity of the crime and complicity of the offender.
M1 3.1.7 No victims have accessed the services or shelters since 1 July 2017.	M4 1.4.3 Complicity in modern slavery cases is widespread and not investigated.
M2 1.4.5 There is evidence that victims of modern slavery have been treated as criminals for conduct that occurred while under control of criminals.	M4 1.6.7 Patterns of abuse of labour migrants are widespread and unchecked.
M3 3.2.4 Foreign victims are not identified AND/OR are detained and deported.	M4 1.6.9 There are laws or policies that prevent or make it difficult for workers to leave abusive employers without punishment.
	M4 1.7.5 Diplomatic staff are not investigated or prosecuted for alleged complicity or abuse in modern slavery cases.
	M4 1.8.1 State-sanctioned forced labour exits.

Once data had been collected and verified, each indicator was scored on a 0 to 1 scale. On this scale, 0 meant no information was identified or available, or information explicitly demonstrated that the government did not meet the indicator; 1 meant that the indicator had been met. Negative indicators were scored on a 0 to -1 scale. On this scale, 0 meant no information was identified or available, or information explicitly demonstrated that the government did not meet any indicators; 1 meant that the indicator had been met.

We reviewed all instances of “no information found” to identify if there were any countries or indicators that should be removed due to limited information. As this is the fourth time that the dataset has been updated, the number of indicators for which more than 20 percent of countries were rated as “no information found” was limited. In fact, only Milestone 5 met this requirement, with as many as 71 percent of countries rated as “no information found.” When reviewed country by country, North Korea and Iran were the only countries with more than 20 percent of data points missing. As primarily an advocacy tool, we have retained the rating rule where “no information found” is rated as “0” and the indicator score is included in our overall rating. Given the limited engagement of Iran and North Korea with business globally, as well as their limited government action to combat modern slavery, we remain confident that this is the correct approach.

The data and ratings then went through several iterations of quality assurance (QA) – first by country, where each country was reviewed against the rating descriptions to determine if ratings were sound. Then, post data collection, each indicator was reviewed across all countries to check for consistency in the applied logic. Any errors were then reviewed, and final edits made in the database.

During this QA process, we removed two indicators from the overall score where we failed to identify any information or where there were inconsistencies in application of rating logic, bringing our total of indicators down from 104 to 102. These indicators are:

- Milestone 1, 3.3.3: Evaluations of services have been provided to the National Referral Mechanism or coordinating referral body.
- Milestone 2, 3.1.4: Units have Standard Operating Procedures for modern slavery cases.

Only three countries scored positively on M1 3.3.3, and often these data are captured under M1 3.3.2: “Direct victim assistance services have been evaluated.” For M2 3.1.4, the data were inconsistently captured this year, with many researchers including standard operating procedures for identifying victims, rather than on how to conduct investigations. Both of these indicators were also highlighted by our Expert Working Group in October 2018 as potential indicators to remove or to be reformulated. For M2 3.1.4, for example, with EWG feedback we will look at the inclusion of evidence of use of specialist investigative techniques in future rounds of data collection.

The data were then exported into Excel and the final scoring applied. Each activity is weighted equally so that a country can obtain a total of 28 points. This does lead to an implicit weighting of milestones, where the more activities in a milestone, the more weight it is given. Table 6 describes the milestone weightings. The implicit weighting has been discussed at Expert Working Groups since 2016, in particular, to explore whether we should weight all milestones equally. Members of our Expert Working Group have maintained that in the absence of a rationale for weighting the milestones differently, it makes sense for the implicit weighting to be retained as it currently stands, as this is how we have currently conceptualised a government response to modern slavery. Two negative indicators (widespread, un-investigated official complicity in modern slavery cases and state-imposed forced labour) were then subtracted from the total. The final score was presented as a percentage, which was then converted into a score out of 10, based on equal increments of 10. Finally, any government that was found to have any negative indicators was capped at a 7/10<sup>442</sup> rating. This year, no country was able to achieve above a score of 7/10 due to inclusion of negative indicators in their score.

Table 6: Implicit weighting of each milestone

MILESTONE	NO. OF ACTIVITIES	PERCENTAGE WEIGHT
Survivors of slavery are identified and supported to exit and remain out of slavery.	9	32%
Criminal justice mechanisms function effectively to prevent modern slavery.	6	21%
Coordination occurs at the national and regional level, and governments are held accountable for their response.	4	14%
Risk factors, such as attitudes, social systems, and institutions, that enable modern slavery are addressed.	7	25%
Government and business stop sourcing goods and services produced by forced labour.	2	7%
Total:	28 <sup>443</sup>	100%

## LIMITATIONS

Collecting data for 102 indicators across 183 countries is a complicated undertaking. Access to data is limited for all indicators where information is not publicly available or available in languages spoken by the research team. The absence of Portuguese speakers, among other languages, prevented verification with NGOs in countries where Portuguese is the primary language spoken. Limits also remain in measuring the implementation of a response – while the negative indicators and NGO verification are the first steps in measuring this, more remains to be done in getting at the reality of what is occurring on the ground as opposed to what is reported publicly.

## Comparability

The *Measurement, Action, Freedom* report is comparable with previous iterations of this data used in the GSI. However, between 2016 and 2018 we made two important changes to the framework. First, we updated Milestone 5 so that it better reflects the UN Guiding Principles, the UK Modern Slavery Act, and feedback from a series of experts in the business and human rights field.

Second, we altered our overall scoring to apply more weight to state-imposed forced labour and official complicity. This gives both these indicators the same weight as “activities” rather than indicators. This is based on the premise that if a country is not taking action to tackle official complicity, or is itself complicit in forced labour, these were serious offences that should be reflected in the rating. The differences between 2016 and 2018 can be found in the appendix of the 2018 GSI.

Between 2018 and 2019, we have removed two indicators due to patchy data or inconsistent application of rating rules. We will also be reflecting on feedback from our Expert Working Groups to continually strengthen the conceptual framework underpinning our assessment. Finally, indicators M3 3.2.6. “Bilateral labour agreements exist which provide protection for labour migrants,” M4 1.3.3. “All of the population are able to access health care,” and M4 1.5.2. “Systems are in place to allow asylum seekers to access protection” are not directly comparable to previous rounds due to the inclusion of updated data sources and standardisation of data collection.



Table 7: Global ratings by country

<b>RATING</b>	<b>COUNTRY</b>	<b>M1 %</b>	<b>M2 %</b>	<b>M3 %</b>	<b>M4 %</b>	<b>M5 %</b>	<b>TOTAL %</b>
7*	United Kingdom	88.0	79.4	75.0	85.7	36.7	80.1
7*	Netherlands	77.8	76.7	75.0	85.7	45.0	76.8
7*	United States	92.6	75.6	43.8	85.7	65.0	74.7
7*	Portugal	79.3	78.3	68.8	83.3	18.3	74.2
7*	Sweden	82.4	74.4	87.5	69.1	10.0	72.9
7*	Argentina	75.6	90.0	62.5	78.6	0.0	72.1
7*	Belgium	79.6	65.0	75.0	73.8	36.7	71.3
7*	Spain	81.1	72.8	62.5	76.2	10.0	70.4
7	Croatia	82.6	78.3	56.3	66.7	18.3	69.4
7	Australia	79.6	63.9	56.3	78.6	26.7	68.9
7	Austria	78.7	72.2	68.8	61.9	28.3	68.1
7	Lithuania	67.8	65.6	75.0	78.6	18.3	67.5
7	Norway	71.9	77.2	56.3	73.8	10.0	66.9
7	Slovenia	77.4	66.1	62.5	69.1	18.3	66.6
7	Montenegro	82.0	78.3	62.5	57.1	0.0	66.4
7	France	50.7	82.8	87.5	73.8	18.3	66.3
7	Georgia	85.2	61.1	50.0	73.8	0.0	66.1
7	Italy	65.7	78.9	50.0	76.2	26.7	66.1
7	Cyprus	73.7	72.8	56.3	69.1	18.3	65.9
7	Ireland	73.3	61.7	68.8	69.1	18.3	65.2
7	Chile	83.0	70.6	37.5	71.4	0.0	65.0
7	Serbia	68.5	69.4	68.8	69.1	0.0	64.0
7	Latvia	52.6	63.3	100.0	71.4	18.3	63.9
7	Uruguay	59.4	66.7	62.5	83.3	0.0	63.2
7	Mexico	70.4	77.2	56.3	76.2	0.0	62.7
7	Malta	76.5	66.7	43.8	57.1	28.3	61.4
7	Germany	65.4	71.7	50.0	59.5	36.7	61.0
7	Macedonia, the former Yugoslav Republic of	72.2	50.0	81.3	61.9	0.0	61.0
7	Denmark	65.0	71.7	50.0	61.9	28.3	60.9
7	Romania	73.7	66.1	68.8	47.6	18.3	60.9
7	Switzerland	58.3	76.1	50.0	73.8	0.0	60.7
7	Czech Republic	57.6	46.1	93.8	66.7	28.3	60.5
7	Finland	54.6	56.7	81.3	71.4	18.3	60.5
7	Peru	84.3	33.9	62.5	83.3	0.0	60.5
7	Poland	56.1	63.3	68.8	69.1	18.3	60.0
6	Brazil	50.0	38.3	100.0	76.2	26.7	59.5
6	Canada	57.4	81.1	43.8	69.1	0.0	59.4
6	Azerbaijan	60.2	80.0	62.5	54.8	0.0	59.1
6	Bahamas	72.4	86.7	25.0	54.8	0.0	59.1
6	Bulgaria	64.4	41.1	68.8	73.8	18.3	59.1
6	Thailand	59.8	72.2	50.0	69.1	0.0	59.1
6	Albania	73.7	55.0	62.5	71.4	0.0	58.7

<b>RATING</b>	<b>COUNTRY</b>	<b>M1 %</b>	<b>M2 %</b>	<b>M3 %</b>	<b>M4 %</b>	<b>M5 %</b>	<b>TOTAL %</b>
6	Slovakia	60.7	51.7	75.0	64.3	18.3	58.7
6	Bosnia and Herzegovina	64.8	53.3	50.0	76.2	0.0	58.5
6	Ukraine	76.9	46.7	56.3	61.9	0.0	58.2
6	Estonia	42.2	58.3	56.3	90.5	18.3	58.0
6	Jamaica	52.8	74.4	87.5	64.3	0.0	57.9
6	Philippines	77.4	58.3	50.0	64.3	0.0	57.0
6	Greece	74.1	66.1	43.8	45.2	18.3	56.9
6	Hungary	59.3	49.4	56.3	71.4	18.3	56.9
6	Trinidad and Tobago	70.0	61.1	56.3	66.7	0.0	56.7
6	New Zealand	53.7	42.2	43.8	95.2	0.0	56.4
6	Armenia	50.9	68.3	68.8	61.9	0.0	56.3
6	Kosovo	73.7	66.7	37.5	52.4	0.0	56.1
6	United Arab Emirates	70.4	49.4	68.8	50.0	0.0	55.5
6	Moldova, Republic of	65.9	45.6	62.5	59.5	0.0	54.8
6	Colombia	48.7	56.1	62.5	78.6	0.0	52.7
6	Nigeria	72.2	51.7	50.0	54.8	0.0	51.6
6	Panama	33.5	83.9	31.3	71.4	0.0	51.1
6	Costa Rica	52.8	55.6	50.0	59.5	0.0	50.9
6	Guatemala	52.4	61.7	50.0	69.1	0.0	50.9
6	Luxembourg	55.7	39.4	81.3	45.2	18.3	50.6
5	Ecuador	64.8	52.8	43.8	59.5	0.0	49.7
5	South Africa	66.7	47.8	31.3	52.4	0.0	49.2
5	Turkey	63.9	57.2	43.8	40.5	0.0	49.2
5	Dominican Republic	39.4	78.3	37.5	57.1	0.0	49.1
5	Israel	53.9	45.0	43.8	61.9	0.0	48.7
5	Belarus	73.7	37.8	43.8	54.8	0.0	48.2
5	Iceland	50.6	56.1	43.8	52.4	8.3	48.2
5	Indonesia	49.6	51.7	62.5	59.5	8.3	47.9
5	Paraguay	40.9	70.6	37.5	71.4	0.0	47.9
5	Ethiopia	26.9	67.8	56.3	61.9	0.0	47.6
5	Bahrain	78.3	54.4	43.8	28.6	0.0	46.7
5	Bangladesh	50.0	65.6	56.3	47.6	0.0	46.5
5	Lesotho	44.1	57.2	43.8	54.8	0.0	46.4
5	Vietnam	56.7	53.3	62.5	59.5	0.0	46.3
5	India	43.5	62.8	50.0	45.2	0.0	45.9
5	Senegal	43.7	47.2	68.8	61.9	0.0	45.9
5	Tunisia	57.0	40.0	31.3	57.1	0.0	45.7
5	Guyana	50.6	38.9	43.8	57.1	0.0	45.1
5	Saint Vincent and the Grenadines	46.5	51.7	62.5	40.5	0.0	45.1
5	Mozambique	53.9	64.4	43.8	42.9	0.0	44.5
5	Ghana	47.4	52.8	50.0	40.5	8.3	44.4
5	Zimbabwe	47.8	33.9	43.8	61.9	0.0	44.4

<b>RATING</b>	<b>COUNTRY</b>	<b>M1 %</b>	<b>M2 %</b>	<b>M3 %</b>	<b>M4 %</b>	<b>M5 %</b>	<b>TOTAL %</b>
5	Barbados	54.3	40.0	31.3	54.8	0.0	44.2
5	Nicaragua	33.0	58.9	37.5	61.9	0.0	44.1
5	Benin	38.0	45.6	50.0	59.5	0.0	44.0
5	Djibouti	45.2	53.9	50.0	42.9	0.0	43.9
5	Nepal	33.9	52.8	81.3	54.8	0.0	43.9
5	Kyrgyzstan	36.7	45.6	56.3	69.1	0.0	43.3
5	Rwanda	44.6	58.3	43.8	54.8	0.0	43.2
5	Sierra Leone	43.3	37.8	50.0	54.8	0.0	42.9
5	Bolivia, Plurinational State of	21.3	41.7	62.5	69.1	8.3	42.6
5	Gambia	36.7	59.4	37.5	50.0	0.0	42.4
5	Zambia	50.0	53.9	37.5	35.7	0.0	41.9
5	Tanzania, United Republic of	38.5	72.8	37.5	47.6	0.0	41.7
5	Sri Lanka	30.4	57.2	43.8	66.7	0.0	41.4
5	Antigua and Barbuda	49.6	33.9	62.5	50.0	0.0	41.1
5	Namibia	40.4	40.6	18.8	66.7	0.0	41.0
5	Saudi Arabia	56.5	40.6	43.8	31.0	0.0	40.8
5	Honduras	43.2	22.2	37.5	66.7	0.0	40.7
5	Côte d'Ivoire	34.4	25.6	43.8	66.7	8.3	40.1
5	Kenya	54.3	33.3	50.0	47.6	0.0	40.1
5	El Salvador	46.3	36.7	37.5	61.9	0.0	40.0
5	Eswatini	41.9	43.3	50.0	54.8	0.0	40.0
4	Qatar	57.6	42.8	43.8	38.1	0.0	39.9
4	Botswana	34.4	59.4	43.8	38.1	0.0	39.6
4	Cambodia	44.1	43.9	43.8	52.4	0.0	39.4
4	Uganda	42.8	46.7	37.5	54.8	0.0	39.2
4	Japan	47.2	41.7	37.5	38.1	0.0	39.0
4	Belize	50.9	58.9	6.3	47.6	0.0	38.2
4	Lao People's Democratic Republic	56.1	26.1	43.8	45.2	0.0	37.6
4	Taiwan, China	41.3	35.3	37.5	42.9	8.3	37.6
4	Cameroon	43.9	32.8	50.0	50.0	0.0	37.2
4	Algeria	31.7	55.6	25.0	45.2	0.0	37.0
4	Malaysia	45.9	43.9	43.8	38.1	0.0	36.4
4	Mauritius	42.6	35.6	12.5	52.4	0.0	36.2
4	Jordan	51.5	25.6	31.3	38.1	0.0	36.0
4	Egypt	41.3	52.8	25.0	45.2	0.0	35.9
4	Singapore	50.2	36.7	6.3	42.9	0.0	35.6
4	Malawi	34.4	29.4	56.3	40.5	0.0	35.5
4	Mongolia	38.2	38.3	37.5	66.7	0.0	35.4
4	China	47.8	43.3	31.3	47.6	18.3	35.2
4	Haiti	54.6	42.8	12.5	40.5	0.0	35.1
4	Morocco	10.2	61.7	25.0	59.5	0.0	34.9
4	Suriname	35.0	22.2	25.0	59.5	0.0	34.5

<b>RATING</b>	<b>COUNTRY</b>	<b>M1 %</b>	<b>M2 %</b>	<b>M3 %</b>	<b>M4 %</b>	<b>M5 %</b>	<b>TOTAL %</b>
4	Uzbekistan	37.6	45.6	25.0	64.3	0.0	34.4
4	Burkina Faso	40.9	27.8	31.3	57.1	0.0	34.3
4	Angola	30.4	33.3	43.8	42.9	0.0	33.9
4	Kazakhstan	50.2	35.0	37.5	33.3	0.0	33.8
4	Seychelles	23.9	33.3	18.8	59.5	0.0	32.4
4	Niger	30.6	32.2	37.5	54.8	0.0	32.2
4	Myanmar	54.8	12.2	56.3	42.9	0.0	31.9
4	Togo	42.6	29.4	31.3	28.6	0.0	31.6
4	Kuwait	36.1	45.6	25.0	40.5	0.0	31.5
4	Oman	36.1	31.1	31.3	33.3	0.0	31.1
4	Saint Lucia	37.0	50.0	50.0	4.8	0.0	31.0
4	Tajikistan	16.9	61.1	25.0	50.0	0.0	31.0
4	Korea, Republic of (South Korea)	35.9	27.8	25.0	38.1	0.0	30.6
4	Liberia	27.0	12.8	43.8	50.0	0.0	30.2
3	Mali	29.1	30.0	43.8	42.9	0.0	29.2
3	Lebanon	33.9	40.6	18.8	26.2	0.0	28.8
3	Madagascar	42.8	41.1	18.8	42.9	0.0	28.8
3	Fiji	32.4	31.7	0.0	42.9	0.0	27.9
3	Pakistan	38.2	28.3	18.8	40.5	0.0	27.6
3	Brunei Darussalam	25.7	28.9	0.0	50.0	0.0	27.0
3	Liechtenstein	15.7	24.4	25.0	47.6	8.3	26.4
3	Turkmenistan	20.0	34.4	37.5	54.8	0.0	25.7
3	Timor-Leste	28.7	16.7	12.5	42.9	0.0	25.3
3	Guinea	21.1	17.8	37.5	50.0	0.0	24.9
3	Central African Republic	33.0	28.3	12.5	35.7	0.0	23.8
3	Cuba	21.1	18.3	37.5	45.2	0.0	23.8
3	Iraq	35.9	33.9	0.0	31.0	0.0	23.0
3	Venezuela, Bolivarian Republic of	13.9	43.9	12.5	40.5	0.0	22.2
3	Gabon	32.4	11.7	43.8	26.2	0.0	22.1
3	Cape Verde	22.6	16.1	31.3	26.2	0.0	21.7
3	Papua New Guinea	15.4	30.6	25.0	26.2	0.0	21.6
3	Solomon Islands	25.0	18.3	37.5	14.3	0.0	20.9
3	Guinea-Bissau	11.9	28.9	37.5	35.7	0.0	20.7
3	Hong Kong, China	34.8	3.3	12.5	26.2	0.0	20.2
3	Sudan	17.6	40.6	18.8	26.2	0.0	20.0
2	Mauritania	10.2	32.8	25.0	35.7	0.0	19.2
2	Chad	9.3	16.7	31.3	40.5	0.0	17.6
2	Kiribati	4.4	16.7	25.0	35.7	0.0	17.5
2	Somalia	3.7	23.3	25.0	42.9	0.0	16.9
2	Russia	19.3	26.7	37.5	26.2	0.0	16.7
2	Congo	0.0	9.4	56.3	40.5	0.0	16.6
2	Congo, Democratic Republic of the	2.8	18.3	50.0	28.6	0.0	15.5



<b>RATING</b>	<b>COUNTRY</b>	<b>M1 %</b>	<b>M2 %</b>	<b>M3 %</b>	<b>M4 %</b>	<b>M5 %</b>	<b>TOTAL %</b>
2	Dominica	0.0	23.9	25.0	19.1	0.0	13.5
2	Saint Kitts and Nevis	4.4	20.6	25.0	14.3	0.0	13.0
2	Palau	13.9	16.7	12.5	11.9	0.0	12.8
2	Burundi	22.2	11.1	25.0	26.2	0.0	12.5
2	Grenada	2.8	14.4	12.5	26.2	0.0	12.3
2	Tonga	2.8	13.9	12.5	26.2	0.0	12.2
2	Tuvalu	0.0	6.1	18.8	26.2	0.0	10.5
2	Samoa	0.0	23.3	12.5	14.3	0.0	10.4
1	Vanuatu	0.0	20.6	12.5	14.3	0.0	9.8
1	Equatorial Guinea	7.4	3.9	18.8	28.6	0.0	9.5
1	Nauru	0.0	10.0	12.5	19.1	0.0	8.7
1	Iran, Islamic Republic of	7.4	9.4	0.0	11.9	0.0	3.8
1	Libya	0.0	10.6	12.5	7.1	0.0	-1.3
1	Eritrea	0.0	-4.4	0.0	14.3	0.0	-4.5
1	Korea, Democratic People's Republic of (North Korea)	0.0	-6.7	0.0	4.8	0.0	-7.4

\* No country can be awarded above a 7 if there are any negative indicators in their score





*Children, some as young as seven, found working inside aluminium pot making factory in Dhaka, Bangladesh on May 23, 2017. Children are forced to work in terrible conditions. Many children do not have access to education, which increases their vulnerability to exploitation. Credit: Zakir Chowdhury/Barcroft Images / Barcroft Media via Getty Images*





# APPENDIX 3: CONCEPTUAL FRAMEWORK

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*Dohuk, Iraq, January 23, 2016. A Yazidi woman, Jilan, poses for a portrait in her tent in a camp occupied primarily by female Yazidi survivors who had been enslaved by ISIS and managed to escape. Jilan had been sold to the wali, or governor, of Tal Afar, a city in northern Iraq, who enslaved her for five months. He was later executed. Credit: Lynsey Addario/Getty Images Reportage*

The table below outlines the conceptual framework we use to collect data for our assessment of government responses. This framework includes 102 indicators, organised into 28 activities and five milestones:

1. Survivors are identified and supported to exit and remain out of modern slavery
2. Criminal justice mechanisms function effectively to prevent modern slavery
3. Coordination occurs at the national level and across borders, and governments are held to account for their response
4. Risk factors, such as attitude, social systems, and institutions that enable modern slavery, are addressed
5. Government and business stop sourcing goods and services produced by forced labour

Data were collected for 183 countries, amounting to nearly 19,000 indicators that were updated in the production of this report. All data are available via the Global Slavery Index website- [www.globalslaveryindex.org](http://www.globalslaveryindex.org).

Throughout 2018 and 2019, we engaged with our Expert Working Group and Lived Experience Expert Groups in the UK and India to review our conceptual framework. This is part of our ongoing commitment to ensure that our framework remains relevant as forms of modern slavery and policy responses to it continually evolve. These groups made a series of recommendations of indicators to include, which we have included in the below table, marked in *italics*. Many of these additional indicators are aspirational — we know that data for these are either patchy or non-existent. All of these indicators also require testing to develop robust protocols to ensure consistency across 183 countries. For these reasons, we have not collected data for these indicators in this current report, but will continue to test and refine these ready for possible inclusion in future rounds of data collection.

<b>MILESTONE 1: SURVIVORS OF SLAVERY ARE IDENTIFIED AND SUPPORTED TO EXIT AND REMAIN OUT OF MODERN SLAVERY</b>			
Outcome	Activity	Indicator	Description
Increase (and eventual decrease) in reported cases of modern slavery.	1.1 The public knows what modern slavery is and how to report it.	1.1.1 National campaigns provide information to members of the public on how to report and identify victims.	Campaigns on how to identify OR report potential victims, such as promotion of a hotline, website, or text messaging details, or distributing indicators of modern slavery AND must be distributed to the public at the NATIONAL level. NOT training for government officials, NGOs, embassy staff, health, and social workers AND occurred once since 30 June 2013. NOT general awareness campaigns that do not mention hotline or indicators of trafficking. NOT information is distributed to at-risk or specific populations or geographic locations, such as migrant workers or at-risk communities - this is covered under Milestone 4, 1.2.1.
		1.1.2 These campaigns are distributed systematically and at regular intervals (as distinct from one-off, isolated).	If yes to 1.1.1, information has been distributed annually since 30 June 2013 OR information is promoted regularly through social media AND there is evidence this online promotion has been regularly updated (at least once since 1 July 2017 - please refer to date of Facebook posts, or date of tweets, etc.) If no to 1.1.1, indicator not met.
		1.1.3 There has been an increase in reported cases of modern slavery from the public.	If yes to 1.1.1, there has been an increase in public reports of modern slavery cases in recent years AND this increase in reports is related to the campaign OR has occurred since campaign information has been distributed to the public AND this must have occurred since 30 June 2013. If no to 1.1.1, indicator not met.



	2.1 Comprehensive reporting mechanisms operate effectively.	2.1.1 There is a reporting mechanism, such as a hotline.	Reporting mechanism exists whereby modern slavery crimes can be reported (either in isolation or as part of a larger phone service). This includes text messaging, an online form, or phone hotline AND this reporting mechanism must be operational between 1 July 2017 and 15 February 2019. If there are multiple hotlines covering different populations, please rate as indicator met.
		2.1.2 Reporting mechanism is available for men, women, and children.	If yes to 2.1.1, this reporting mechanism is available for men, women, and children to report cases of modern slavery OR there are separate hotlines that cover men, women, and children. NOT a single hotline exists where women or children can report while there is nowhere for men to report exploitation. Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5. A single modern slavery/trafficking hotline that covers everyone would be most relevant, followed by multiple hotlines that cover all sub-populations individually (e.g. for women and/or children). If multiple hotlines exist covering all sub-populations, please rate as indicator met. If some populations are not covered, please rate as indicator not met.
		2.1.3 Reporting mechanism is free of charge to access.	If yes to 2.1.1, this reporting mechanism is free to access. If no to 2.1.1, indicator not met. Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5. Modern slavery/trafficking hotline would be most relevant, followed by those which cover trafficked sub-populations (e.g. for women and/or children). If multiple hotlines exist covering different populations and all are free of charge, please rate as indicator met. If some of the available and relevant hotlines are not free of charge, please rate as indicator not met.
		2.1.4 Reporting mechanism operates 24/7.	If yes to 2.1.1, this reporting mechanism operates 24/7. If no to 2.1.1, indicator not met. Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5. Modern slavery/trafficking hotline would be most relevant, followed by those that cover trafficked sub-populations (e.g. for women and/or children). If multiple hotlines exist covering different populations and all are available 24/7, please rate as indicator met. If some hotlines are not available 24/7, please rate as indicator not met.
	2.1.5 The reporting mechanism operates in multiple languages or has capacity to provide immediate access to translators.		If yes to 2.1.1, this reporting mechanism operates in multiple languages, or brings in translators as necessary. If no to 2.1.1, indicator not met. Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5. Modern slavery/trafficking hotline would be most relevant, followed by those which cover trafficked sub-populations (e.g. for women and/or children). If multiple hotlines exist covering different populations and all are available in multiple languages, please rate as indicator met. If some hotlines are not available in multiple languages, please rate as indicator not met. Multiple languages means national language + at least one other language.

		<p>2.1.6 There is has been an increase in number of victims being identified through the hotline.</p> <p>2.2.1 Training on basic legal frameworks and victim identification has been carried out for front-line "general duties" police.</p>	<p>If yes to 2.1.1, there has been an increase in public calls to the modern slavery reporting mechanism in recent years AND this must have occurred since 30 June 2013. If no to 2.1.1, indicator not met.</p> <p>Training for front-line police has taken place on basic legal frameworks surrounding modern slavery AND victim identification AND training for police has occurred once since 30 June 2013. Definition of training includes formal in-person training as part of broader curriculum on human rights or other training programs, or as part of an online training program. Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support). NOT training manuals have been developed by INGOs, NGOs. NOT booklets with indicators of trafficking have been handed out to police. NOT training for immigration, border guards, or labour inspectors.</p> <p>Training takes place as part of the academy training for all police officers AND there is evidence this has occurred since 30 June 2013.</p>
	2.2 Front-line police know what modern slavery is and how to identify victims.	<p>2.2.2 Training on victim identification is provided as part of basic training for new recruits.</p> <p>2.2.4 NEGATIVE There is evidence that police officers have not identified victims of modern slavery.</p>	<p>If yes to 2.2.1, but police officers have not identified any victims of modern slavery between 1 July 2017 and 15 February 2019. If no to 2.2.1, indicator not met. This indicator is specifically asking if police who have received training have identified victims. Mark as "indicator met" where there has been a failure to identify victims post-training for police. If evidence suggests that victims have not been identified, but no training has occurred, please mark as "indicator not met."</p>
	2.3 First responders know what modern slavery is and how to identify victims.	<p>2.3.1 Training on how to identify victims of modern slavery is provided to officials with front-line regulatory bodies likely to be "first responders."</p>	<p>Training covers indicators of modern slavery and how to refer individuals AND training is formal face-to-face or online modules AND training is provided to one or more of the following: border guards, immigration officials, labour inspectors AND training has been provided once since 30 June 2013. Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support). NOT leaflets have been distributed to labour inspectors or posters have been put up in airports on how to identify/report victims.</p>
		<p>2.3.2 Training on how to identify victims of modern slavery is provided to non-regulatory workers likely to be "first responders."</p>	<p>Training covers indicators of modern slavery and how to refer individuals AND training is formal face-to-face or online modules AND training is provided to one or more of the following: teachers, doctors, nurses, social workers, tourism sector workers (including private tourism operators) AND training has been provided once since 30 June 2013. Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support). NOT leaflets on how to identify/report victims have been distributed to tour guides or posters put up in doctors surgeries.</p>

			2.3.3 Training for first responders is delivered systematically and at regular intervals (as distinct from one-off, isolated).	If yes to 2.3.1 OR 2.3.2, training is delivered at least every two years to at least one of the members of the above groups (labour inspectors, border guards, immigration officials, doctors, nurses, teachers, social workers, tourism sector workers) since 30 June 2013 AND training has been delivered to a significant proportion of these groups. OR yes to 2.3.1 AND 2.3.2 and training is delivered at least every two years to BOTH of these groups. NOT training has been delivered to each of these groups once since 2013. If no to 2.3.1 AND 2.3.2, then indicator not met.
			2.3.4 <b>NEGATIVE</b> There is evidence that regulatory responders have not identified victims of modern slavery.	<i>If yes to 2.3.1, but labour inspectors, border guards, or immigration officials have not identified any victims of modern slavery between 1 July 2017 and 15 February 2019. If no to 2.3.1, indicator not met. This indicator is specifically asking if labour inspectors, border guards, or immigration officials who have received training have identified victims. Mark as "indicator met" where there has been a failure to identify victims post-training for these groups. If evidence suggests that victims have not been identified, but no training has occurred, please mark as "indicator not met."</i>
		2.4 Identification mechanisms are operating effectively.	2.4.1 Number of victims identified.	<i>How this will be incorporated into our assessment is part of ongoing discussion with our expert working groups.</i>
			2.4.2 Proportion of identified victims are children.	<i>How this will be incorporated into our assessment is part of ongoing discussion with our expert working groups.</i>
Victims are provided with support to help break the cycle of vulnerability.	3.1 Victim-determined emergency support is available for all identified victims.		3.1.1 Victim support services are available for some suspected victims of modern slavery (men, women, non-binary, and children where relevant).	Any kind of victim support service is available for men, women, non-binary individuals or children AND services must be government run, or funded by government, or provided with in-kind support from the government AND services must be operational between 1 July 2017 and 15 February 2019. NOT INGOs run a shelter without any government support. (Support defined as permission, development of the training, or monetary or in-kind support.)
			3.1.2 <b>NEGATIVE</b> Suspected victims are held in shelters against their will and do not have a choice about whether or not to remain in a shelter.	If yes to 3.1.1, adult victims are unable to leave a shelter or safe house when they wish (or are unable to leave without a chaperone). Children must also be able to leave when they wish but should be accompanied by a chaperone. If evidence that victims (adults and children) are detained against their will or are unable to leave unaccompanied (adults) or with a chaperone (children), this meets the criteria of the indicator. If no to 3.1.1, then indicator not met.
			3.1.3 Government contributes to the operational costs of the shelters and there are no significant resource gaps.	If yes to 3.1.1, government provides support to the shelters. Support defined as in-kind or monetary support (not just permission). NOT INGO funds and runs a shelter or safe house. If no to 3.1.1, then indicator not met. If government provides some resources, but there are significant gaps not covered by INGOs or government, then please rate as indicator not met.
			3.1.4 Physical and mental health services are provided to victims of modern slavery.	If yes to 3.1.1, there is evidence of some physical AND mental health support for victims of modern slavery. If no to 3.1.1, then indicator not met. If government provides some physical and mental health support, but there are significant gaps not covered by INGOs or government, then please rate as indicator not met.

		3.1.5 NEGATIVE Victim support services are not available for all victims of modern slavery.	<p>If yes to 3.1.1 AND there have been identified modern slavery cases of men, women, non-binary individuals, children, or relevant groups such as foreign victims, forced labour victims, victims of commercial sexual exploitation, etc. AND there are NO specific shelters or services for them OR there is evidence that certain groups of victims have been turned away from shelters or services.</p> <p>This has also occurred between 1 July 2017 and 15 February 2019.</p> <p>NOT services are not available for a particular group, but no cases within that group were identified.</p> <p>This indicator is measuring gaps in existing services.</p>
		3.1.7 NEGATIVE No victims have accessed the services or shelters.	<p>If yes to 3.1.1, despite availability of services, victims have not accessed them</p> <p>AND this has occurred between 1 July 2017 and 15 February 2019. Examples include cases where facilities exist, but victims are not being transferred to these facilities.</p>
		3.1.8 Reflection periods are available for victims.	<p><i>A reflection period of a minimum 30 days is available for victims of modern slavery so that they might access support while they decide if they want to remain in the country or participate in a court case.</i></p> <p><i>This reflection period can be available in legislation as of 15 February 2019, or there is evidence that reflection periods have been given to survivors during the reporting period of 1 July 2017 to 15 February 2019.</i></p>
	3.2 Victim-determined longer-term support is available for all identified victims.	3.2.1 Services provide long-term reintegration support.	<p>If yes to 3.1.1, long-term reintegration is defined as evidence of financial support, provision of housing, job training and/or placement, or receipt of social welfare, or provision of education for victims of modern slavery</p> <p>AND there is evidence that these are available between 1 July 2017 and 15 February 2019.</p> <p>If no to 3.1.1, indicator not met. NOT visas are available for victims – this is covered under MI 3.2.2.</p>
		3.2.2 Visas are in place to address the migration situation of victims who want to remain.	<p>Visas are available so that foreign victims can receive support in the country where they are identified</p> <p>AND these are available between 1 July 2017 and 15 February 2019.</p> <p>Note: not dependent on 3.1.1.</p> <p>These visas include any type of longer-term visas or reflection period.</p>
		3.2.3 Services are child-friendly.	<p>Note: this will be divided into reflection periods (3.1.8) and longer-term visas (3.2.2)</p> <p>If yes to 3.1.1, children have specialised services, separate shelters, or are given some kind of special support (NOT including support in the criminal justice system)</p> <p>AND these are available between 1 July 2017 and 15 February 2019.</p> <p>If no to 3.1.1, indicator not met.</p> <p>NOT children are placed in correctional facilities, boarding schools, or other non-specialised institutions.</p>
		3.2.4 Victims are assisted to make contact with their family or contact person of choice.	<p>Note: this indicator will eventually be replaced with suggested indicators under Milestone 1, 3.4 below.</p> <p>If yes to 3.1.1, victims are assisted to make contact with families by the government</p> <p>OR there is a family reunification program</p> <p>AND this is operating between 1 July 2017 and 15 February 2019.</p> <p>NOT family reunification program exists but is not currently funded.</p> <p>NOT INGOs operate a family reunification program without government support.</p> <p>If no to 3.1.1, then this indicator not met.</p>



			<p>If yes to 3.1.1, adult victims are provided with long-term rehabilitation support beyond financial support. This is defined as access to employment, job training, employability support (jobs, skills, or confidence-building), or education support. Please rate as indicator met if there is any evidence of these programmes AND these are available between 1 July 2017 and 15 February 2019. For children see M1 3.4.</p>
		<p>3.2.5 Victims are able to access education or employment.</p>	<p>Legislation includes provisions that victims have the right to information regarding their situation and rights, including protection mechanisms such as seeking asylum, other available services, and the processes of family reunification and repatriation. Evidence that this information is provided without evidence in legislation is sufficient to meet the indicator. Evidence that this is available between 1 July 2017 and 15 February 2019.</p>
		<p>3.2.6 Victims have the right to information regarding their situations and their rights, including protection mechanisms.</p>	<p>Legislation includes provisions that victims have the right to confidentiality, including that the name, address, and all other information that could lead to the identification of a victim shall not be revealed to the media. Evidence that this is respected without evidence in legislation is sufficient to meet the indicator. Evidence that this is available between 1 July 2017 and 15 February 2019.</p>
		<p>3.2.7 Victims have the right to confidentiality.</p>	<p>Legislation includes provisions that victims have the right to confidentiality, including that the name, address, and all other information that could lead to the identification of a victim shall not be revealed to the media. Evidence that this is respected without evidence in legislation is sufficient to meet the indicator. Evidence that this is available between 1 July 2017 and 15 February 2019.</p>
	<p>3.3. Services have been evaluated and findings inform provision of services.</p>	<p>3.3.1 Training has been carried out for all staff providing direct victim assistance services.</p>	<p>If yes to 3.1.1, evidence of any training for those who provide direct victim support services. This training includes how to assist victims of modern slavery and can include do no harm principles, individualised treatment and care, comprehensive care, self-determination and participation, non-discrimination, confidentiality, and right to privacy OR direct assistance is provided by fully qualified social workers, psychologists, or doctors AND this has occurred since 30 June 2013. Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support). NOT training is provided by unskilled volunteers. If no to 3.1.1, not met this indicator. NOT general modern slavery training is provided to social workers. Direct victim assistance services means those services provided to workers who have regular contact with victims post-identification. It can include shelter workers, case managers, doctors, and psychologists.</p>
		<p>3.3.2 Direct victim assistance services have been evaluated.</p>	<p>If yes to 3.1.1, evidence of formal reporting or evaluation of direct victim support services has been undertaken AND this has occurred at least once since 30 June 2013. Evaluation (internal or external) is defined as an assessment of the current services against the service objectives and incorporating client feedback. NOT a description of the program or services provided. NOT ad hoc inspections without a clear sense of follow-up activities. NOT evaluations of the National Action Plan – this is covered under Milestone 3.2.1.1.</p>
		<p>3.3.3 Evaluations of services have been provided to the National Referral Mechanism or coordinating referral body.</p>	<p>If yes to 3.3.2, a report of these evaluations has been made to the National Referral Mechanism or coordinating referral body to inform future assistance programming AND this has occurred once since 30 June 2013.  Note: This indicator was removed in this report.</p>

			<p>Services take a victim centric approach by working with survivors to identify personal goals and methods with which to achieve these  AND this is available between 1 July 2017 and 15 February 2019.  Evidence of goal-setting documents issued by governments or INGOs/ NGOs would be sufficient to meet this indicator.</p>
		<p>3.3.4 Goal-setting for recovery and reintegration is done jointly with victims.</p>	<p>Services take a victim centric approach by allowing survivors to provide feedback on services received  AND this is available between 1 July 2017 and 15 February 2019.  Evidence of feedback forms issued by governments or NGOs would be sufficient to meet this indicator.</p>
	3.4 Special protections for child victims are available.	<p>3.3.5 Victims are provided with the opportunity to give anonymous feedback on the services they receive.</p> <p>3.4.1 Specialised support services exist for children, including dedicated shelters.</p>	<p>If yes to 3.1.1, children have specialised services, separate shelters, or are given some kind of special support (NOT including support in the criminal justice system)  AND these are available between 1 July 2017 and 15 February 2019  If no to 3.1.1, indicator not met.  NOT children are placed in correctional facilities, boarding schools, or other non-specialised institutions.</p>
		3.4.2 Presumption of age.	<p>There is evidence that when the age of a child is uncertain, authorities presume the victim to be a child.  Evidence can include the use of child-friendly age determination, including use of birth registration or official documents, child's physical appearance, psychological maturity, own statements, and checks with embassies.</p>
		3.4.3 Child victims are appointed a guardian.	<p>Child victims are appointed a guardian as soon as the child is identified as a victim of modern slavery.  These guardians should accompany the child throughout the entire process until a durable solution that is in his or her best interest has been identified and implemented.</p>
		3.4.4 Child victims are able to access education.	<p>Evidence that child victims of modern slavery are able to access local education, regardless of whether or not they are nationals or residents of the country in which they are currently located.</p>
		3.4.5 Those who provide victim assistance services for children have specific training.	<p>If yes to 3.4.1, evidence of any training for those who provide direct victim support services on how to interact with children.  This training includes how to assist child victims of modern slavery and can include best interest of the child, do no harm principles, individualised treatment and care, comprehensive care, self-determination and participation, non-discrimination, confidentiality, and right to privacy  OR direct assistance is provided by fully qualified social workers, psychologists, or doctors  AND this has occurred since 30 June 2013.  Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support).  NOT training is provided by unskilled volunteers.  If no to 3.1.1, then this indicator not met.  NOT general modern slavery training is provided to social workers.  Direct victim assistance services means those services provided to workers who have regular contact with victims post-identification. It can include shelter workers, case managers, doctors, and psychologists.</p>
	3.5 Services are functioning effectively.	3.5.1 Number of victims accessing services.	<p>How this will be incorporated into our assessment is part of ongoing discussion with our expert working groups.</p>

<p>Government coordinates the identification and referral of victims.</p>	<p>4.1 Identification guidelines are used by all first responders.</p>	<p>4.1.1 The government has clear national guidelines on identifying and screening victims for all first responders.</p>	<p>National general guidelines exist for identification AND screening of victims AND have been distributed to all first responders AND this has occurred since 30 June 2013. First responders are defined as: immigration, border patrol, labour inspectors, NGOs, teachers, social workers, doctors, nurses, and the tourism industry. General guidelines should exist at the national level for all responders, NOT police have their own guidelines.</p>
		<p>4.1.2 The guidelines make provision for a category of “presumed victims” who can be provided with services until a formal determination is made.</p>	<p>If yes to 4.1.1, guidelines include provisions so victims who have not yet been assessed to be victims of modern slavery can still receive services. If no to 4.1.1, indicator not met. Examples include “presumed” categories within guidelines or “informal” assistance given to victims while determination is made.</p>
		<p>4.1.3 The guidelines clearly set out which organisations have the authority to identify victims of modern slavery.</p>	<p>If yes to 4.1.1, guidelines outline which organisations can or cannot formally identify victims of modern slavery. If no to 4.1.1, indicator not met. Examples include a list of approved agencies and NGOs that can identify and certify victims of modern slavery.</p>
	<p>4.2 National Referral Mechanism (NRM) is operating effectively.</p>	<p>4.2.1 A “National Referral Mechanism” brings together government and civil society to ensure victims are being referred to services.</p>	<p>There is a National Referral Mechanism for victims of modern slavery AND it includes government and non-governmental organisations AND it operated during the period between 1 July 2017 and 15 February 2019. A National Referral Mechanism is a group of approved NGOs and government agencies that refer victims to services. NOT evidence that victims have been referred without a national system in place.</p>
		<p>4.2.2 There is evidence that victims are being referred to services using the National Referral Mechanism.</p>	<p>There is evidence that victims are referred through the National Referral Mechanism AND this has happened at least once between 1 July 2017 and 15 February 2019.</p>
	<p>4.3 Government effectively coordinates the identification and referral of victims.</p>	<p>4.3.1 All victims are being identified and referred through the NRM.</p>	<p>How this will be incorporated into our assessment is part of ongoing discussion with our expert working groups.</p>

<b>MILESTONE 2: CRIMINAL JUSTICE MECHANISMS FUNCTION EFFECTIVELY TO PREVENT MODERN SLAVERY</b>			
Outcome	Activity	Indicator	Description
Comprehensive legislation exists to deter perpetrators.	1.1 Relevant international conventions are ratified.	1.1.1 Slavery Convention, 1926.  1.1.2 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956.	Ratification or succession (denoted by a (d) in brackets) or accession (denoted by an (a) in brackets) of the 1926 Slavery Convention. NOT signed the 1926 Slavery Convention WITHOUT accession, succession, or ratification.  Ratification, or succession (d) or accession (a) of the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956. NOT signed the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956 WITHOUT accession, succession, or ratification.
		1.1.3 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, 2000.	Ratification, acceptance (A), accession (a), or succession (d) of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, 2000. NOT signed the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime 2000, WITHOUT ratification, acceptance, accession, or succession.
		1.1.4 ILO Abolition of Forced Labour Convention, 1957 (No. 105).	Status must be "In Force" for the Abolition of Forced Labour Convention, 1957 (No. 105) AND "In Force" as of 15 February 2019. NOT "In Force" for the ILO Forced Labour Convention, 1930 (No. 29).
		1.1.5 ILO Domestic Workers Convention, 2011 (No. 189).	Status must be "In Force" for the Domestic Workers Convention, No, 189 AND "In Force".
		1.1.6 ILO Worst Forms of Child Labour Convention, 1999 (No. 182).	Status must be "In Force" for the ILO Worst Forms of Child Labour Convention, 1999, (No. 182) AND "In Force" as of 15 February 2019.
		1.1.7 Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, 2000.	Ratification, succession (d), or accession (a) of the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, 2000. NOT signed the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, 2000 WITHOUT accession, ratification, or succession.
		1.1.8 Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, 2000.	Ratification, succession (d), or accession (a) of the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography 2000. NOT signed the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, 2000 WITHOUT accession, ratification, or succession



		<p>1.1.9 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 1990.</p> <p>1.1.10 P029 - Protocol of 2014 to the Forced Labour Convention, 1930.</p>	<p>Ratification, succession (d) or accession (a) of the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 1990.</p> <p>NOT signed the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 1990 WITHOUT accession, ratification, or succession.</p> <p>Status must be "In Force" for the Protocol of 2014 to the Forced Labour Convention, 1930 AND "In Force" as of 15 February 2019.</p>
	<p>1.2 Domestic legislation is in line with international conventions.</p>	<p>1.2.1 Human trafficking is criminalised.</p>	<p>Human trafficking is listed as a standalone article in the penal code or criminal code OR human trafficking is criminalised under a distinct piece of legislation AND within either the penal code or distinct legislation human trafficking does not require movement of individuals across international borders AND the legislation covers men, women, and children. Movement may include cross-border/transnational movement or internal movement such as movement from a rural to urban location. Definition of trafficking includes action, means, and purpose. Trafficking in persons shall require action (e.g. recruitment, transportation, transfer, or harbouring), means (e.g. by means of the threat or use of force or other forms of coercion, of abduction, of fraud), and purpose (e.g. exploitation). For children, trafficking shall not require the "means" component and this is reflected in legislation.</p>
		<p>1.2.2 Slavery is criminalised.</p>	<p>Slavery is criminalised as a distinct crime. The offence of slavery must include a situation in which the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised. Slavery may be listed as a standalone crime in the penal or criminal code or in trafficking-specific legislation or in another act. NOT slavery is prohibited in the Constitution.</p>
		<p>1.2.3 Forced labour is criminalised.</p>	<p>Forced labour is criminalised as a distinct crime. Forced or compulsory labour means all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself or herself voluntarily. Does not include compulsory military service, work which forms part of the normal civic obligations of the citizen, or work performed in cases of emergency (such as war, fire, famine, or flood). The offence of forced labour must include (1) work performed under the menace of any penalty AND (2) work for which the said person has not offered himself voluntarily. These two components must be present in order for the indicator to have been met. Forced labour may be listed as a standalone crime in the penal or criminal code or in trafficking-specific legislation or in another act.</p>
		<p>1.2.4 Use of children in armed conflict is criminalised.</p>	<p>Criminal code or standalone legislation specifically criminalises use of children in armed conflict. NOT where the age of recruitment is 18 but there is no criminalisation of the use of children in armed forces. Must cover use of children in state (national army) and non-state armed groups.</p>

			<p>The penal or criminal code or trafficking legislation includes provisions that it is an offence: to sell/force a child into prostitution AND to purchase sexual acts with a child. NOT met when selling a child is criminalised AND child sex abuse is criminalised (second component must criminalise purchase of sex with a child).</p> <p>Forced marriage is criminalised as a distinct crime, in the penal or criminal code, trafficking-specific legislation, or other act. NOT the legal age of marriage is set at 18. If kidnapping is required to be present for the crime of forced marriage to occur, this is indicator not met.</p> <p>Penalties as laid out in legislation are cruel or inhumane OR are not sufficient enough to deter future offenders. This does NOT refer to judicial sentences, rather to the punishments outlined in legislation. Cruel and inhumane punishments include torture, deliberately degrading punishment, or punishment that is too severe – capital punishment, whipping, or other forms of physical violence. Insufficient punishments would include fines for modern slavery related crimes.</p> <p>National laws allow victims to participate in the legal system regardless of their role as a witness. This includes: allowing victims to give evidence (without being called as a witness) OR providing information on the court processes in languages victims understand OR allowing victims to inspect and add documents to the file OR the admission of victim impact statements. NOT there is evidence or a general statement that victims participate in the criminal justice process as witnesses. Relevant national laws include criminal procedure code or criminal law (sentencing) acts.</p> <p>National laws recognise victims are not criminals for conduct during enslavement AND this must refer to modern slavery crimes, not general provisions in legislation. Modern slavery crimes are defined as human trafficking, forced labour, slavery, forced marriage, and children in armed conflict. NOT there is no evidence that victims have been criminalised.</p> <p>Visas to remain are not tied to a victim's participation in the court process. For example, visas are awarded to trafficking victims on the basis of humanitarian or personal reasons, not because they have agreed to participate in the court process.</p> <p>Victims have been arrested for crimes committed while under the control of the person exploiting them AND this has occurred between 1 July 2017 and 15 February 2019. NOT foreign nationals have been deported OR detained for immigration offences (no visa, overstaying visa, etc.) – this is covered under Milestone 3, 3.2.2. Examples would be victims who have been arrested on prostitution charges or arrested for drug production. If victims are arrested and released as soon as it is realised that they are victims, please rate as indicator not met.</p>
	1.2.5 Child prostitution is criminalised.		
	1.2.6 Forced marriage is criminalised.		
	1.2.7 NEGATIVE Criminal laws have disproportionate penalties.		
Victims are able to access justice.	1.4 National laws recognise that victims are able to participate in court process to receive justice.		
	1.4.2 Law recognizes that victims should not be treated as criminals for conduct that occurred while under control of criminals.		
	1.4.3 Visas to stay in the country are not dependent on victim participation in the court process.		
	1.4.5 NEGATIVE There is evidence that victims of modern slavery have been treated as criminals for conduct that occurred while under control of criminals.		

	<p>2.1 Services exist in legislation to allow victims to access justice.</p>	<p>2.1.1 Free legal services for victims of modern slavery are made explicit in legislation.</p>	<p>Any type of free legal services or advice exists in legislation, including free legal advice and free legal representation  AND these are either specific to victims of modern slavery  OR victims of modern slavery can access broader legal advice, which is available for all victims of crime.  NOT legal services are available, but not free.  NOT free legal services are available only for citizens, not foreign victims.  NOT free legal services are available for certain types of crime (such as violent crime) and modern slavery is not specified.  NOT free legal services are offered by NGOs, but not made explicit in legislation.  If free legal services exist in legislation AND there is no evidence they are not being used, please rate as indicator met.  If free legal services exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.  If free legal services are NOT in legislation and no evidence of these being used, please rate as indicator not met.  This is current as of 15 February 2019.  If free legal services exist in legislation and there is evidence they are not used or are poorly implemented, please rate as indicator not met.  Note: This indicator will be divided into two indicators – the existence of this policy in legislation (2.1.1) and implementation in practice (2.2.1)</p>
		<p>2.1.2 Free translation services for victims are made explicit in legislation.</p>	<p>Any type of free translation or interpretation services exists in legislation  AND these are either specific to victims of modern slavery  OR victims of modern slavery can access translation services, which are available for all victims of crime.  NOT translation services are available, but not free.  NOT free translation services are available only for citizens, not foreign victims.  NOT free translation services are available for certain types of crime (such as violent crime) and modern slavery is not specified.  NOT free translation services are offered by NGOs, but not made explicit in legislation.  If free translation services exist in legislation please rate as indicator met.  If free translation services are NOT in legislation, please rate as indicator not met.  Note: This indicator, when added, will be divided into two indicators – the existence of this policy in legislation (2.1.2) and implementation in practice (2.2.2).</p>

		<p>2.1.3 Witness and victim protection mechanisms are explicit in legislation to ensure that neither witnesses nor victims are intimidated nor interfered with INSIDE the court.</p>	<p>Government operated or supported witness and victim protection mechanisms exist in legislation so that victims are not intimidated or interfered with INSIDE the court.  Government operated or supported is defined as government run or funded by government or provided with in-kind support from the government.  NOT applicable outside the courtroom (see Milestone 2, indicator 2.1.4).  Victim protection mechanisms inside the courtroom refers to provision of video testimony, victims are not cross-examined, and victims are protected from perpetrators.  If witness protection mechanisms exist in legislation AND there is no evidence they are not being used, please rate as indicator met.  If witness protection mechanisms exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.  If witness protection mechanisms are NOT in legislation and there is no evidence of these being used, please rate as indicator not met.  This is current as of 15 February 2019.  If witness protection mechanisms exist in legislation and there is evidence they are not used or are poorly implemented, please rate as indicator not met.</p> <p>Note: This indicator will be divided into two indicators – the existence of this policy in legislation (2.1.3) and implementation in practice (2.2.3).</p>
		<p>2.1.4 Witness and victim protection mechanisms are explicit in legislation to ensure that neither witnesses nor victims are intimidated nor interfered with OUTSIDE the court.</p>	<p>Government operated or supported witness and victim protection mechanisms exist in legislation so that victims are not intimidated or interfered with OUTSIDE the court.  Government operated or supported is defined as government run or funded by government or provided with in-kind support from the government.  NOT applicable inside the court room (see Milestone 2, indicator 2.1.3).  Witness and victim protection mechanisms include an official witness protection program where individuals are provided with security, new identities, and relocation support, or protection whereby the victim's identity is not revealed to the public.  If witness protection mechanisms exist in legislation AND there is no evidence they are not being used, please rate as indicator met.  If witness protection mechanisms exist in practice but there is no evidence of their existence in legislation, please rate as indicator met.  If witness protection mechanisms are NOT in legislation and no evidence of these being used, please rate as indicator not met.  This is current as of 15 February 2019.  If witness protection mechanisms exist in legislation and there is evidence they are not used or are poorly implemented, please rate as indicator not met.</p> <p>Note: This indicator will be divided into two indicators – the existence of this policy in legislation (2.1.4) and implementation in practice (2.2.4).</p>



		<p>2.1.5 The legal framework supports compensation or restitution for victims of modern slavery from perpetrators.</p>	<p>The legal framework allows victims of modern slavery to receive compensation for damages incurred as a result of exploitation  OR the legal framework allows victims of modern slavery to receive restitution for damages incurred as a result of exploitation.  Compensation is when a court orders the defendant (perpetrator) to pay the claimant (victim) for his/her loss.  Restitution is when a court orders the defendant (perpetrator) to give up his/her gains to the claimant (victim).  When the compensation and/or restitution is available only for victims of violent crimes, please mark as indicator not met, as this may exclude some victims of modern slavery who are not subject to violent crimes.  If compensation and/or restitution exists in legislation AND there is no evidence they are not being used, please rate as indicator met.  If compensation and/or restitution exists in practice, but there is no evidence of their existence in legislation, please rate as indicator met.  If compensation and/or restitution is NOT in legislation and no evidence of these being used, please rate as indicator not met.  This is current as of 15 February 2019.  If compensation and/or restitution exists in legislation and there is evidence they are not used or are poorly implemented, please rate as indicator not met.</p> <p>Note: This indicator will be divided into two indicators – the existence of this policy in legislation (2.1.5) and implementation in practice (2.2.5).</p>
		<p>2.1.6 Child-friendly services are provided for in legislation.</p>	<p>Legislation specifies that children require special services during the court case and NOT there is any evidence of child-friendly services being used in court.  Child-friendly services include the use of screens or video testimonies, training of judges in child-friendly questioning, and the use of one support person or guardian during the court process.  If child-friendly services exist in legislation AND there is no evidence they are not being used, please rate as indicator met.  If child-friendly services exist in practice but there is no evidence of their existence in legislation, please rate as indicator met.  If child-friendly services are NOT in legislation and there is no evidence of these being used, please rate as indicator not met.  This is current as of 15 February 2019.  If child-friendly services exist in legislation and there is evidence they are not used or are poorly implemented, please rate as indicator not met.</p> <p>Note: This will be replaced with indicators under 2.3 below.</p>
		<p>2.1.7 Compensation is available in legislation from the state.</p>	<p><i>The legal framework allows victims are able to access compensation through the state, either through a State Compensation Fund or through a criminal injuries compensation authority or equivalent AND This is available as of 15 February 2019.</i></p> <p><i>Note: This indicator will be divided into two indicators – the existence of this policy in legislation (2.1.7) and implementation in practice (2.2.7).</i></p>

	2.2 Services exist in practice to allow victims to access justice.	2.2.1 Free legal services for victims of modern slavery are available in practice.	<p>Any type of free legal services or advice exists in practice, including free legal advice and free legal representation  AND these are either specific to victims of modern slavery  OR victims of modern slavery can access broader legal advice, which is available for all victims of crime.</p> <p>NOT legal services are available, but not free.  NOT free legal services are available only for citizens, not foreign victims.  NOT free legal services are available for certain types of crime (such as violent crime) and modern slavery is not specified.  Free legal services can be offered by governments or IOs/NGOs.  If there is any evidence that free legal services exist in practice, please rate as indicator met.  If there is no evidence they are or are not being used, please rate as no information found.  If there is evidence that free legal services are not used or are poorly implemented, please rate as indicator not met.  This has occurred between 1 July 2017 and 15 February 2019.</p>
		2.2.2 Free translation services for victims are available in practice.	<p>Any type of free translation or interpretation services are used in practice  AND these are either specific to victims of modern slavery  OR victims of modern slavery can access translation services, which are available for all victims of crime.</p> <p>NOT translation services are available, but not free.  NOT free translation services are available only for citizens, not foreign victims.  NOT free translation services are available for certain types of crime (such as violent crime) and modern slavery is not specified.  Free translation services can be offered by governments or IOs/NGOs.  If there is any evidence that free translation services are used in practice, please rate as indicator met.  If there is no evidence they are or are not being used, please rate as no information found.  If there is evidence that free translation services are NOT used or poorly implemented, please rate as indicator not met.  This has occurred between 1 July 2017 and 15 February 2019.</p>
		2.2.3 Witness and victim protection mechanisms are used in practice to ensure that neither witnesses nor victims are intimidated, nor interfered with INSIDE the court.	<p>Government operated or supported witness and victim protection mechanisms are used in practice so that victims are not intimidated or interfered with INSIDE the court.  Government operated or supported is defined as government run or funded by government or provided with in-kind support from the government.  NOT applicable outside the courtroom (see Milestone 2, indicator 2.1.4).  Victim protection mechanisms inside the courtroom refers to provision of video testimony, victims are not cross-examined, and victims are protected from perpetrators.  If there is any evidence that witness protection mechanisms are used in practice, please rate as indicator met.  If there is no evidence of these being used or not being used, please rate as information not found.  If there is evidence that these are not used or are poorly implemented, please rate as indicator not met.  This has occurred between 1 July 2017 and 15 February 2019.</p>

		<p>2.2.4 Witness and victim protection mechanisms are used in practice to ensure that neither witnesses nor victims are intimidated or interfered with OUTSIDE the court.</p>	<p>Government operated or supported witness and victim protection mechanisms are used in practice so that victims are not intimidated or interfered with OUTSIDE the court.          Government operated or supported is defined as government run or funded by government or provided with in-kind support from the government.          NOT applicable inside the courtroom (see Milestone 2, indicator 2.1.3).          Witness and victim protection mechanisms include an official witness protection program where individuals are provided with security, new identities, and relocation support, or protection whereby the victim's identity is not revealed to the public.          If witness protection mechanisms are used in practice, please rate as indicator met.          If there is no evidence of these being used or not being used, please rate as information not found.          If there is evidence they are not used or are poorly implemented, please rate as indicator not met.          This has occurred between 1 July 2017 and 15 February 2019.</p>
		<p>2.2.5 Modern slavery victims have been awarded compensation or restitution from perpetrators.</p>	<p>There is evidence of victims of modern slavery being able to receive compensation for damages incurred as a result of exploitation          OR there is evidence of victims of modern slavery receiving restitution for damages incurred as a result of exploitation.          Compensation is when a court orders the defendant (perpetrator) to pay the claimant (victim) for his/her loss.          Restitution is when a court orders the defendant (perpetrator) to give up his/her gains to the claimant (victim).          If there is evidence of compensation and/or restitution being awarded to victims of modern slavery please rate as indicator met. Please also include details of the award.          If there is no evidence of compensation being awarded or not awarded, please rate as information not found.          This has occurred between 1 July 2017 and 15 February 2019.</p>
		<p>2.2.7 Modern slavery victims have been awarded compensation or restitution from the state.</p>	<p>There is evidence that victims have been able to access compensation through the state, either through a State Compensation Fund or through a criminal injuries compensation authority or equivalent.          Record the number of victims who have been awarded compensation between 1 July 2017 and 15 February 2019.</p>
<p>2.3 Special procedures for children are available in legislation and in practice in the criminal justice system.</p>		<p>2.3.1 Legislation exists detailing that children shall be interviewed in a child-friendly manner.</p>	<p>The legal framework allows child victims to be questioned in a child-friendly manner. Child-friendly should be defined as questioning that respects their dignity and capacity, and special safeguards shall be developed to avoid any thoroughly abusive interrogation process for children. For example, only specially trained members of the law enforcement authorities shall question child victims. Child victims shall be questioned by officers of the same sex, except when there is cultural evidence that this would not be in the best interests of the child. Guardians shall be present when children are interviewed about their experiences, while law enforcement shall be trained in interviewing children AND this is current as of 15 February 2019.</p>
		<p>2.3.2 Judicial authorities are trained in child-friendly questioning.</p>	<p>There is evidence that judges and magistrates have been trained in child-friendly questioning AND this is current as of 15 February 2019.</p>

			<p>2.3.3 Evidence that child-friendly questioning is being used in the criminal justice system.</p> <p>2.3.4 Legislation exists that allows child testimony to be videotaped.</p> <p>2.3.5 Court environments are modified to take child testimony into account.</p> <p>2.4.1 Number of victims actively participating in the court case per number of identified victims.</p>	<p>There is evidence that child victims are questioned in a child-friendly manner. Child-friendly should be defined as questioning that respects their dignity and capacity, and special safeguards shall be developed to avoid any thoroughly abusive interrogation process for children. For example, only specially trained members of the law enforcement authorities shall question child victims. Child victims shall be questioned by officers of the same sex, except when there is cultural evidence that this would not be in the best interests of the child. Guardians shall be present when children are interviewed about their experiences, while law enforcement shall be trained in interviewing children AND this has occurred between 1 July 2017 and 15 February 2019.</p> <p>The legal framework allows for child testimony to be videotaped and presented in the courtroom as an official piece of evidence AND this is current as of 15 February 2019.</p> <p>Evidence that court environments are modified to take child testimony into account. This can include evidence of use of video testimony, use of interview rooms designed for children, use of recesses during a child's testimony, hearings scheduled at times of day appropriate to age and maturity of the child, and on-call systems so a child goes to court only when necessary.</p> <p>How this will be incorporated into our assessment is part of ongoing discussion with our expert working groups.</p>
The criminal justice system acts as a deterrent in modern slavery crimes.	2.4 Modern slavery victims are accessing justice.	3.1 Specialised police units are able to investigate modern slavery crimes.	<p>3.1.1 Specialised law enforcement units exist.</p> <p>3.1.2 Specialised law enforcement units have received training.</p>	<p>Has to be a specialised law enforcement unit or a sub-unit or team within the law enforcement structure that has specialised mandate to conduct investigations into modern slavery OR provide specialist support for colleagues AND this unit is operating since 30 June 2013. NOT local level anti-trafficking coordination bodies.</p> <p>If yes to 3.1.1, these units, sub-units, or teams have received training on basic legal frameworks surrounding modern slavery AND victim identification AND training for specialised police has occurred once since 30 June 2013. Definition of training includes formal in-person training as part of broader curriculum on human rights or other training programs, or as part of an online training program. Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support). NOT training manuals have been developed by INGOs, NGOs. NOT booklets with indicators of trafficking have been handed out to police. NOT training for immigration, border guards, or labour inspectors.</p>
			3.1.3 NEGATIVE Units do not have necessary resources to be able to operate effectively.	<p>If yes to 3.1.1, these units, sub-units, or teams do not have sufficient budget or operational equipment, or are understaffed, and this has been an impact on their ability to function. This lack of resources must have occurred between 1 July 2017 and 15 February 2019.</p>



	<p>3.1.4 Units have standard operating procedures for modern slavery cases.</p>	<p>If yes to 3.1.1, the unit or team has standard operating procedures (SOPs) for modern slavery cases AND must be specific to specialist units.                  NOT SOPs/guidelines have been produced by an INGO in the last five years (since 30 June 2013) with no evidence of use by specialist unit.                  SOPs include for example: clear standardised procedures for use across the unit, including how to liaise with front-line officers, on how to conduct risk assessments, interview techniques (covering witnesses, child victims, and use of interpreters), definitions and indicators of modern slavery, victim-centred approaches (understanding of psychological stress and its impact on investigations), case referrals, etc.                  SOPs are NOT an internal memo recommending that police focus on modern slavery cases.                  SOPs are NOT a booklet handed out to police with indicators of modern slavery.                   Note: This indicator was removed in this report.</p>
	<p>3.1.5 Units used specialist techniques for investigating modern slavery crimes.</p>	<p>If yes to 3.1.1, there is evidence that the specialist unit or team has used special techniques for investigating modern slavery crimes. These special techniques include the use of forensics, documentary evidence, management of a large number of exhibits, and taking into account the complexity of modern slavery crimes, such as the number of crime scenes, or the length of time over which the trafficking crime occurs                  AND this has occurred since 30 June 2013.                   Note: A protocol for this indicator is part of ongoing discussion with our Expert Working Groups.</p>
	<p>3.1.6 Collaboration agreements exist between labour inspectors and police.</p>	<p>3.1.6 Collaboration agreements exist between labour inspectors and police.</p>
<p>3.2 Increased number of quality prosecutions.</p>	<p>3.2.1 Training is provided to the judiciary.</p>	<p>Training for the judiciary has taken place on human trafficking and related legislation, victim needs in the courtroom, basic international legal standards in modern slavery cases, trends in modern slavery in the country, and victim profiles                  AND training for judiciary has occurred once since 30 June 2013.                  Definition of training includes formal in-person training or an online training program as part of broader curriculum on human rights or other training programs.                  Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support).                  NOT training manuals have been developed by INGOs, NGOs.                  NOT booklets with description of modern slavery laws have been handed out to judiciary.</p>

		3.2.2 Training is provided to prosecutors.	<p>Training for prosecutors has taken place on human trafficking and related legislation, victim needs in the court room, basic international legal standards in modern slavery cases, trends in modern slavery in the country, and victim profiles</p> <p>AND training for prosecutors has occurred once since 30 June 2013.</p> <p>Definition of training includes formal in-person training or an online training program as part of broader curriculum on human rights or other training programs.</p> <p>Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support).</p> <p>NOT training manuals have been developed by INGOs, NGOs.</p> <p>NOT booklets with description of modern slavery laws have been handed out to prosecutors.</p>
		3.2.4 Training is systematic and recurrent (as distinct from one-off, isolated).	<p>If yes to 3.2.1, 3.2.2, OR 3.2.3, training is has occurred at least once to at least one of the above groups (judiciary or prosecutors) since 30 June 2013</p> <p>AND training has been delivered to a significant proportion of one or both of these groups</p> <p>OR yes to 3.2.1, 3.2.2, OR 3.2.3 and training has been delivered at least once to BOTH groups (judiciary and prosecutors) since 30 June 2013.</p> <p>NOT training has been delivered to each of these groups once since 2013.</p> <p>If no to 3.2.1 AND 3.2.2, then indicator not met.</p>
		3.2.5 NEGATIVE Judicial punishments are NOT proportionate to severity of the crime and culpability of the offender.	<p>Judicial punishments are either too lenient or too harsh for offenders</p> <p>AND this has occurred during the period 1 July 2017 to 15 February 2019. Examples of too lenient include giving of fines, suspended sentences, and sentences that are less than the prescribed minimum. Examples of too harsh are corporal punishment and capital punishment.</p>
		3.2.6 There is a sufficient number of specialised prosecutors to prosecute modern slavery crimes.	<p>Record number of specialised prosecutors as of 15 February 2019. Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		3.2.7 There is a sufficient number of specialised judges to preside over modern slavery crimes.	<p>Record number of specialised judges as of 15 February 2019. Remaining protocol is part of ongoing discussions with our expert working groups.</p>
	3.3 Criminal justice system deters would-be perpetrators.	3.3.1 Number of investigations.	<p>Record number of active investigations between 1 July 2017 and 15 February 2019. Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		3.3.2 Number of prosecutions.	<p>Record number of prosecutions between 1 July 2017 and 15 February 2019. Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		3.3.3 Number of convictions.	<p>Record number of convictions between 1 July 2017 and 15 February 2019. Remaining protocol is part of ongoing discussions with our expert working groups.</p>

<b>MILESTONE 3: COORDINATION OCCURS AT THE NATIONAL LEVEL AND ACROSS BORDERS, AND GOVERNMENTS ARE HELD TO ACCOUNT FOR THEIR RESPONSE</b>			
Outcome	Activity	Indicators	Description
Responses to modern slavery are coordinated and held to account at the national level.	1.1 National mechanisms exist to coordinate the response.	1.1.1 National coordination body exists involving both government and NGOs.  1.1.2 There is a budget for domestic modern slavery initiatives.  1.1.3 Survivors are included in the government response.	National coordination body on modern slavery (trafficking, slavery, forced labour, children in armed conflict) exists that includes both NGOs and government representatives AND this group met at least once between 1 July 2017 and 15 February 2019. This body coordinates the whole of the government response to modern slavery. NOT a National Action Plan. NOT a group or body that refers victims – this is covered under Milestone 1, 4.2.1. A budget exists to support the implementation of the national government's response. This does not include Overseas Development Aid (ODA). This budget covers some or part of the period 1 July 2017 and 15 February 2019. Survivors are included in the government response. This can be achieved through provision of advice from a survivor council or group, or membership of survivors on a national task force or coordination body. Evidence of meeting of a survivor council or group, or of meeting of national task force or coordination body where survivors are represented is sufficient to meet this indicator. This group or meeting has occurred between 1 July 2017 and 15 February 2019.
		1.1.4 There is a sufficient number of staff to coordinate the government's response.	The number of staff that the government has at its disposal for coordinating a national response. This is as of 15 February 2019.
		1.1.5 The national coordination body meets regularly to coordinate the government's response.	National coordination body identified in 1.1.1, record number of meetings held between 1 July 2017 and 15 February 2019.
		1.2.1 A National Action Plan exists with clear indicators and allocation of responsibilities.	Any National Action Plan (NAP) on modern slavery, or that covers any component of modern slavery, such as trafficking, forced marriage, forced marriage, children in armed conflict AND this NAP covers part or all of the period 1 July 2017 and 15 February 2019. NOT child labour NAPs, or broader human rights NAPs, women empowerment NAPs, unless they include a specific modern slavery section. NOT regional action plans, such as the Regional Action Plan to End Child Marriage in South Asia (developed with SAARC countries).
		1.3.2 Government routinely releases reports on its actions to combat modern slavery and uses the National Action Plan as a framework for reporting its actions.	If yes to 1.2.1, the government releases annual reports against the National Action Plan, including process reviews of major anti-slavery initiatives, budgets/expenditures, and implementation plans for the following year/s. If no to 1.2.1, then this indicator cannot be met. These reports have been released at least once since June 2013.

			1.3.5 Activities in the National Action Plan are fully funded.	If yes to 1.2.1, there is evidence that there is a budget attached to the NAP and this is fully funded. Indicator still met if the NAP is part funded by government and part funded by IOs or NGOs, but that all activities are funded. NOT the activities are costed but it is unclear where this money is coming from OR there are reports of significant gaps in funding that are not plugged by IOs, NGOs or other agencies. If no to 1.2.1, then this indicator cannot be met.
	2.1 Government monitors its response.		2.1.1 Independent entity to monitor the implementation and effectiveness of National Action Plan exists.	An independent entity is established to monitor the activities of the government in relation to its anti-modern slavery efforts. This body can be outside the NAP and does not have to focus solely on modern slavery. Independent entity can be an independent statutory body or individual or other third party that DOES NOT implement the government response to modern slavery. Examples would include a Human Rights Commission or National Rapporteur. NOT regional entities that inspect government responses, such as Group of Experts on Action against Trafficking in Human Beings (GRETA) in Europe. Entity must exist as of 15 February 2019.
			2.1.2 The government releases its own review of government policy.	<i>There is evidence that the government is actively reviewing its own response. This can be through public inquiries, the release of annual reports, or other monitoring mechanisms.</i>
Responses to modern slavery are coordinated at the regional and international level.	3.1 Cross-border collaboration exists.		3.1.1 The government is involved in a regional response.	The government is part of a regional response. A relevant regional body includes: - A body with more than two country representatives as members of the group, and - A focus on some form of modern slavery. The government must have signed onto, or have agreed to abide by, the shared values and objectives developed by the group (i.e. a code of conduct or an MoU on proposed outcomes) Regional body must exist as of 15 February 2019.
			3.1.2 Government chairs subcommittees as part of a regional response.	<i>Within these regional bodies, governments chair committees or subcommittees on modern slavery related issues, and this occurred between 1 July 2017 and 15 February 2019.</i>
			3.1.3 Agreements exist between the government and countries of origin and/or destination to collaborate on modern slavery issues.	Agreements exist between governments of countries of origin and/or destination on modern slavery issues to collaborate on modern slavery issues. NOT labour migration agreements (covered under M3 3.2.6). NOT evidence of repatriation (covered under M3 3.2.1). These agreements must be current as of 15 February 2019.
			3.1.4 Joint investigations occur between nations.	<i>There is evidence of joint investigations between two or more nations. Joint investigations includes the conducting of joint investigations into trafficking or other modern slavery crimes (e.g. a legal framework allows police in Thailand to conduct a joint investigation with Malaysia, including information sharing about employers). These joint investigations must have occurred at least once since 30 June 2013.</i>
			3.1.5 Mutual legal assistance occurs between nations.	<i>There is evidence of mutual legal assistance between two or more nations. Mutual legal assistance is defined as gathering and exchanging information between nations in an effort to enforce criminal laws or a means of requesting and obtaining evidence of criminal investigations and prosecutions These agreements must be current as of 15 February 2019.</i>



	3.2 Cross border collaboration exists, specific to foreign victims of modern slavery.	3.2.1 The government cooperates with the government of the home country to facilitate repatriation.	<p>The government cooperates with home country for voluntary repatriation of foreign nationals. This could include repatriation mediated by IOM (MUST have evidence that police or government authorities refer victims to IOM)  AND this has occurred since 30 June 2013.  NOT evidence of deportation.  Repatriation refers to the voluntary return of individuals to their home country with their consent.  Deportation refers to the removal of individuals from a country without their consent.</p>
		3.2.4 NEGATIVE Foreign victims are detained and/ or deported for immigration violations.	<p>Foreign victims are detained in detention facilities or deported for immigration violations. Can include instances where victims are detained for a breach of visa conditions OR instances where foreign victims are deported to countries of origin without access to assistance.  This occurred between 1 July 2017 and 15 February 2019.  Note: if victims are arrested for crimes committed while enslaved, please refer to Milestone 2, 1.4.2.</p> <p>Note: This will be divided into two indicators – one on detaining victims (3.2.4) and one on deporting victims (3.2.5).</p>
		3.2.5 NEGATIVE Foreign victims are deported for immigration violations.	<p><i>Foreign victims are deported for immigration violations. Can include instances where foreign victims are deported to countries of origin without access to assistance.  This occurred between 1 July 2017 and 15 February 2019.</i></p> <p><i>Note: if victims are arrested for crimes committed while enslaved, please refer to Milestone 2, 1.4.2.</i></p>
		3.2.6 Agreements exist between countries on labour migration, which provide protection for labour migrants.	<p>These agreements provide protection for labour migrants, NOT agreements regarding number of labour migrants sent/received. For countries that are part of the EU, membership is not sufficient to offer protection. Instead, please see whether national legislation has been harmonised with EU requirements under EU law. See Group of Experts on Action against Trafficking in Human Beings (GRETA) reports for countries in Europe.  These agreements must be current as of 15 February 2019.</p>

<b>MILESTONE 4: RISK FACTORS, SUCH AS ATTITUDES, SOCIAL SYSTEMS, AND INSTITUTIONS, THAT ENABLE MODERN SLAVERY ARE ADDRESSED</b>			
Outcome	Activity	Indicators 2018	Rating description
Government programming reflects and responds to known risk factors and drivers of modern slavery and patterns of exploitation.	1.1 Risk factors, drivers, and patterns of exploitation are understood and inform government action.	1.1.1 Government facilitates or funds non-prevalence research on modern slavery.	Government funds or has been actively involved in research on any type of modern slavery, including responses to modern slavery, and the attitudes, social systems, and institutions that place people at risk of modern slavery AND this has occurred at least once since 30 June 2013. Active involvement is defined as development of the research, participation in the research, or monetary or in-kind support. Modern slavery includes trafficking, forced labour, slavery, worst forms of child labour, forced marriage, and use of child soldiers. NOT civil society conducts research without government involvement. NOT government conducts research on child labour. NOT government conducts prevalence research.
		1.1.2 Government facilitates or funds research on prevalence or estimation studies of modern slavery.	The government funds or has been actively involved in prevalence or estimation studies of modern slavery AND this has occurred at least once since 30 June 2013. Active involvement is defined as development of the research, participation in the research, or monetary or in-kind support. Modern slavery includes trafficking, forced labour, slavery, worst forms of child labour, forced marriage, and use of child soldiers. The research must provide estimations of the number of people in modern slavery. NOT civil society conducts research without government involvement.
		1.1.3 Government interventions that aim to address modern slavery are evidence-based.	There is evidence that government interventions or programs are based on strategies or theories of change identified by research AND this has occurred since 30 June 2013. Evidence can include a broader government strategy that incorporates modern slavery research, the National Action Plan incorporates modern slavery research, or that the National Action Plan or strategy is reviewed in line with recent modern slavery research.
		1.1.4 Government collects data on modern slavery trends.	<i>Government collects data on number of victims assisted, number of prosecutions, etc. AND this data is publicly available</i> <i>AND this has occurred since 30 June 2013.</i>
	1.2 Government interventions are tailored to known risks.	1.2.1 Awareness campaigns target specific known risks of modern slavery.	Any awareness campaign implemented by the government that provides detailed information on how to avoid the risks of modern slavery AND has run at least once since 30 June 2013. Campaign can be implemented by the government with a partner NGO OR funded by the government and implemented by an NGO. These campaigns can include domestic violence, forced marriage, child marriage, the worst forms of child labour, child soldiers, and risky migration practices. NOT an awareness-raising, counter-trafficking campaign run by an international organisation. NOT promotion of the hotline - this is covered under Milestone 1, 1.1.1.

<p>Vulnerable populations do not become enslaved.</p>	<p>1.3 Safety nets exist for vulnerable populations.</p>	<p>1.3.2 The government conducts labour inspections in the informal and formal sectors and acts to address exploitative practice.</p>	<p>The government conducts labour inspections in order to address exploitative practice. Government funding is defined as monetary or in-kind support. Informal sector includes workers in unregulated industries such as sex work, brick kilns, agriculture, fishing, and domestic work AND these inspections have occurred since 30 June 2013. NOT private companies conduct their own inspections. NOT labour inspectors are trained to identify modern slavery – this is covered under Milestone 1, 2.3.1.</p>
		<p>1.3.3 All are able to access to health care.</p>	<p>All are able to access affordable health care within in a given country. Affordable health care includes the presence of state health care schemes, community health schemes, or financial assistance focused on providing access to health care for vulnerable groups. Health care is available for all and does not discriminate based on gender, ethnicity, religious background, or geographic region. NOT health care is available for victims of modern slavery – this is covered under Milestone 1, 3.1.4. For example, if health care is too costly, thereby excluding certain groups, or health care is too centralised, thereby excluding certain geographical regions, please rate as indicator not met. This health care system is available as of 15 February 2019.</p> <p>Specific rating rules:                  1) <a href="https://www.who.int/country-cooperation/what-who-does/strategies-and-briefs/en/">https://www.who.int/country-cooperation/what-who-does/strategies-and-briefs/en/</a>                  2) <a href="https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_604882.pdf">https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_604882.pdf</a></p> <p>Using these two sources, if there is no evidence of exclusion of certain groups (WHO country cooperation) and at least 90 percent of the population can access health care (ILO) then this indicator is met.</p>
		<p>1.3.4 All children are able to access public primary education regardless of ethno-cultural or religious background.</p>	<p>Public primary education system exists and children are able to access public primary education. All children are able to access education, regardless of gender, ethnicity, religious background, or geographic region. For example, if primary education is too costly, thereby excluding attendance by certain groups of children, or education is not available to certain groups (such as Roma), please rate as indicator not met. This primary education system is available as of 15 February 2019.</p> <p>Specific rating rules:                  1) <a href="https://data.unicef.org/topic/education/primary-education/">https://data.unicef.org/topic/education/primary-education/</a>                  2) <a href="https://www.dol.gov/agencies/ilab/resources/reports/child-labor/findings">https://www.dol.gov/agencies/ilab/resources/reports/child-labor/findings</a></p> <p>Using these two sources, if there is evidence that free public education exists and that less than 10 percent of the population are out of school, then this indicator is met.</p> <p>There a sufficient number of labour inspectors to cover the population.</p> <p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		<p>1.3.5 There is a sufficient number of labour inspectors to cover the population.</p>	<p>There a sufficient number of labour inspectors to cover the population.</p> <p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		<p>1.3.6 Labour inspectors are able to enter premises unannounced.</p>	<p>Labour law details that labour inspectors are able to enter premises unannounced.</p> <p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>

			<p>Labour law details that labour inspectors are able to enter premises and enforce fines.</p> <p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p> <p>Labour law provides for freedom of association and collective bargaining.</p> <p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p> <p>Note: Protocol is part of ongoing discussions with our expert working groups.</p>
	1.3.7 Labour inspectors are able to enter premises and enforce fines.		
	1.3.8 Labour laws provide for freedom of association and collective bargaining.		
	1.3.9 Community monitoring systems for labour inspections exist.		
	1.4 Official complicity is illegal.	1.4.1 National laws criminalise corruption in the public sector.	<p>Public corruption is criminalised in legislation.</p> <p>Public sector includes government officials including police, immigration, and border guards.</p> <p>Corruption includes, at a minimum, bribery of officials. Please refer to legislation, not to instances of combating corruption.</p> <p>This is current as of 15 February 2019.</p>
	1.4 NEGATIVE Official complicity is not investigated.	1.4.3 NEGATIVE Reports of individual officials' complicity in modern slavery cases have not been investigated.	<p>Any reports of individual officials' complicity or corruption in modern slavery cases between 1 July 2017 and 15 February 2019.</p> <p>Individual officials include: government officials, police, immigration officials, border guards, and labour inspectors.</p> <p>Excludes consular staff (covered by Milestone 4, indicator 1.7.5).</p> <p>MUST be related to modern slavery crimes (trafficking, forced labour, slavery, forced marriage, use of child soldiers, and worst forms of child labour).</p> <p>NOT evidence of general corruption of law enforcement.</p> <p>MUST refer to more than one report of complicity within the reporting period AND no steps have been taken to investigate these reports.[1]</p>
	1.5 Social protections exist.	1.5.1 All are able to access birth registration (rates).	<p>All are able to access the government run or supported birth registration system.</p> <p>Can include systems that are implemented or funded by NGOs, but with government support.</p> <p>Government support is defined as development of the birth registration system, participation in the system, or monetary or in-kind support.</p> <p>Covering the entire population refers to the percentage of people who are registered. Indicator is not met if less than 95 percent of the population is registered, OR specific groups are missing.</p> <p>See UNICEF statistics and supplement with additional research on missing vulnerable populations.</p> <p>Vulnerable populations can include ethnic, cultural, or religious groups whose members do not have equal access to birth registration.</p> <p>Specific rating rules:  <a href="https://data.unicef.org/topic/child-protection/birth-registration/">https://data.unicef.org/topic/child-protection/birth-registration/</a>          Using UNICEF data, rate as indicator met if over 95 percent of the population has their birth registered.</p>



		<p>1.5.2 Systems are in place to allow asylum seekers to seek protection.</p>	<p>There are policies and procedures in place that enable asylum seekers to access basic support and protection within a country's borders.                  Services may be provided by IOs/NGOs with government support.                  Government support is defined as development of the asylum seeker system, participation in the system, or monetary or in-kind support.                  NOT asylum seekers are detained without access to services.                  NOT asylum seekers are deported without their claims being assessed.                  NOT asylum seekers claims are assessed outside of the country where they sought asylum.                  This system is available as of 15 February 2019.</p> <p>Specific rating rules:                  Data collected from:                  1) <a href="https://www.state.gov/j/drl/rls/hrrpt/humanrightsreport/index.htm#wrapper">https://www.state.gov/j/drl/rls/hrrpt/humanrightsreport/index.htm#wrapper</a>                  2) <a href="https://www.amnesty.org/en/countries/">https://www.amnesty.org/en/countries/</a>                  3) <a href="https://freedomhouse.org/report/freedom-world/freedom-world-2018">https://freedomhouse.org/report/freedom-world/freedom-world-2018</a>                  4) <a href="https://www.hrw.org/world-report/2018">https://www.hrw.org/world-report/2018</a></p> <p>The key elements that help us to decide if an indicator has or hasn't been met are:                  There are legal protections available – so legislation or laws or systems exist where asylum seekers and refugees are able to seek protection.                  That in practice, asylum seekers or refugees are NOT criminalised, discriminated against by the government, or deported, or detained.</p>
		<p>1.5.4 Legal age of marriage is 18 and above.</p>	<p><i>The legal age of marriage is defined as 18 and above for males and females.</i></p>
		<p>1.5.5 Unemployment insurance for vulnerable populations exists.</p>	<p>See ILO social protections report.                  Note: Remaining protocol is part of ongoing discussions with our expert working groups.                  Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		<p>1.5.8 Poverty alleviation schemes exist.</p>	<p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
	<p>1.6 Protections exist for migrants.</p>	<p>1.6.1 Safe migration pathways exist for those seeking employment.</p>	<p>Review UN DESA to identify relevant data.                  Note: Remaining protocol is part of ongoing discussions with our expert working groups.                  Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		<p>1.6.2 Recruitment agencies are registered by the government.</p>	<p>Note: Remaining protocol is part of ongoing discussions with our expert working groups.</p>
		<p>1.6.3 Laws or policies state that private recruitment fees are paid by the employer, not the employee.</p>	<p>Government legislation or policies state that recruitment fees payable to recruitment agencies are not charged to the employee (i.e. are paid by the employer, not employee). Please check Labour Code or Employment Act for this information.                  This is available as of 15 February 2019.</p>

			<p><i>Information is available to those seeking to migrate for employment in a language that the migrant understands. This information can be provided by recruitment agents or through pre-departure orientation programming. Information has been provided to migrants between 1 July 2017 and 15 February 2019.</i></p> <p>The legal definition of an employee includes all vulnerable workers, such as domestic workers, migrant workers, construction workers, maritime workers, etc. If the jurisdiction does not have a generic definition of an employee or a labour code, the information can come from NGOs, related legislation, or reports.</p> <p>NOT domestic workers are not explicitly mentioned in legislation.</p> <p>NOT labour protections do not cover fishermen in territorial waters.</p> <p>This indicator does not extend to army, judiciary, and civil service – if these are NOT included, and all other groups are included, this is still indicator met.</p> <p>This is available as of 15 February 2019.</p> <p><i>Laws prohibit the withholding of passports by employers AND this is current as of 15 February 2019.</i></p>
	<p>1.6.4 Job seekers can access low cost or free information about job prospects.</p> <p>1.6.5 Labour laws extend to everyone, including migrant workers, domestic workers, and those in the fishing and construction sectors.</p>		<p>Abuse of migrant workers is institutionalised, or systematic and not addressed.</p> <p>Institutionalised means that these practices are part of government policy, or that these patterns of abuse are systematic and the government is taking little if any action to address this.</p> <p>Patterns of abuse includes multiple instances of the following: high recruitment fees, or high interest rates on fees making it impossible to pay them back, or withheld passports, is a common occurrence by the majority of employers, or most workers have restrictions placed on their movement by their employers</p> <p>AND this occurred between 1 July 2017 and 15 February 2019.</p> <p>NOT instances of these abuses are reported, but the government is taking action against these.</p>
	<p>1.6.6 There are laws that prohibit the withholding of passports.</p> <p>1.6.7 NEGATIVE Patterns of abuse of labour migrants are institutionalised, or systematic and unchecked.</p>		<p>Any current specific government policy or law that leads to loss of visa or deportation of migrant workers (or specific groups of migrant workers, such as domestic workers) for leaving abusive employers</p> <p>AND defined as operating between 1 July 2017 and 15 February 2019.</p> <p>NOT there is evidence of victims being deported for breach of visa conditions, but this does not occur as a direct result of government policy – this is covered under Milestone 3, indicator 3.2.4.</p>
	<p>1.6.9 NEGATIVE There are laws or policies that prevent or make it difficult for workers to leave abusive employers without risk of loss of visa and deportation and/or security deposits.</p> <p>1.7.1 Government provides training on modern slavery for its consular staff.</p>	<p>1.7 Government provides support for citizens overseas.</p>	<p>Government provides training for its embassy or consular staff before departure for a posting or during a posting</p> <p>AND this has occurred since 30 June 2013.</p> <p>Definition of training includes formal in-person training or an online training program as part of broader curriculum on human rights or other training programs.</p> <p>Training can be provided by INGOs with government support (support defined as permission, development of the training, or monetary or in-kind support).</p> <p>NOT training manuals have been developed by INGOs, NGOs.</p> <p>NOT booklets with indicators of trafficking have been handed out to embassy staff.</p>

		1.7.2 Government provides identification documents and support travel arrangements for citizen return.	Any citizen found to be exploited overseas can obtain documents from their own country or be facilitated with travel back to their country by their own government. These documents are normally given by a citizen's embassies or consulates AND this has occurred at least once since 30 June 2013. This information can be found in modern slavery legislation, or on Ministry/Department of Foreign Affairs websites.
		1.7.5 NEGATIVE Diplomatic staff are not investigated for alleged complicity in modern slavery cases or abuse of victims.	Diplomatic/embassy staff are complicit in the exploitation of nationals or abuse those who seek assistance at the embassy and no investigations have taken place AND this has occurred between 1 July 2017 and 15 February 2019.
	1.8 NEGATIVE Government places its population, or part of its population, in forced labour.	1.8.1 NEGATIVE State-sanctioned forced labour exists.	Any form of state-sanctioned labour, where the government forced the whole population, or segments of it, to work under threat of penalty, and for which working people have not offered themselves voluntarily. Excludes compulsory military service, work which forms part of normal civil obligations of the citizen, or work performed in cases of emergency (such as war, fire, famine, or flood). This has occurred between 1 July 2017 and 15 February 2019. [1] Follows ILO typology using Committee of Experts' Direct Requests and Observations. See Global Estimates of Modern Slavery for typology.

[1] Indicators 1.4.3 and 1.8.1 are treated differently. Any score for this indicator is subtracted from the total number of points, not included in the activity score.

<b>MILESTONE 5: GOVERNMENT AND BUSINESS STOP SOURCING GOODS AND SERVICES PRODUCED BY FORCED LABOUR</b>			
Outcome	Activity	Indicator	Description
Government sources goods and services that are slavery free and encourages businesses to practice due diligence.	1.1 Government regulates and investigates public procurement to prevent use of forced labour.	1.1.1 Guidelines exist for public procurement officials.	The government has drafted guidelines or an internal memo for public procurement officials that outline standards and/or operating procedures to prevent the purchase of public goods or services that involve modern slavery. These can be general guidelines on human rights that include sub-sections on modern slavery. This has occurred since 30 June 2013.
		1.1.2 Public procurement policies and systems exist to minimise the risk of governments purchasing products tainted by forced labour.	The government drafts and implements public procurement policies and standards that explicitly prohibit engaging businesses suspected of using forced labour or purchasing products that were made using forced labour. These policies can include inserting clauses in public contracts prohibiting the use of forced labour, directing that purchasing decisions not be made on price alone, outlining steps to be taken should a contractor be found to use forced labour, or requiring government contractors over a certain value to maintain compliance plans. This has occurred since 30 June 2013.
		1.1.3 Annual reports on government action to prevent use of forced labour in public procurement are produced and publicly available.	The government releases reports on activities taken to prevent use of forced labour in public procurement AND this has to have occurred since 30 June 2013 OR if the policy has been adopted since 1 July 2017, it is enough that reporting is stipulated as part of regulating compliance. The report can be on human rights but include a sub-section on modern slavery.
		1.1.4 The government has provided training to public procurement officials on modern slavery.	The government has provided training to procurement officials on what is modern slavery, how it is relevant to their role, and on existing government policies and their implementation. This training is provided face-to-face, or through online training modules, and has occurred at least once since 30 June 2013.
		1.1.5 There is evidence that the government has taken remedial action where forced labour has been discovered.	There is evidence that the government has worked with contractors that have been identified as having issues with use of forced labour to implement corrective action plans OR where the use of forced labour is prevalent and the contractor is unwilling to work with the government, there is evidence that the government has cancelled the contract AND this has occurred since 30 June 2013.
	2.1 Government encourages business to practice due diligence.	2.1.1 Laws or policies require businesses to report on their actions to implement risk minimisation policies.	Legislation or policies require business to report on their actions to minimise risk of forced labour in their supply chain (e.g. the UK Modern Slavery Act requires businesses earning more than GBP36 million annually to report on their actions to combat modern slavery). This is current as of 15 February 2019.
		2.1.2 Governments have identified high-risk sectors and have taken action to work with these sectors to eradicate modern slavery.	The government has collaborated with businesses to identify high-risk sectors and set up national sector-specific initiatives that support businesses to tackle modern slavery. These initiatives can be broader initiatives that cover sustainability, health and safety, etc., but must include some elements of tackling modern slavery. For example, the sustainable textile partnership in Germany. This has occurred since 30 June 2013.



<p>The government has worked with businesses and NGOs to create a public list of businesses that have been found to tolerate forced labour in their supply chains AND/OR these businesses are prevented from accessing public funds. For example, the “Dirty List” in Brazil.</p>	<p>Investment funds and banks headquartered in the country MUST report on modern slavery risk in investments AND reporting must occur at least every two years. If policy is in place, there MUST be evidence that this has occurred since 30 June 2013 OR, if the policy has just been adopted, it is enough that reporting is stipulated as part of regulating compliance. NOTE: there must be explicit mention of modern slavery NOT investment funds or banks have corporate social responsibility policies that require them to report on human rights UNLESS modern slavery forms part of this reporting.</p>	<p>2.1.3 Laws or policies allow governments to create a public list of businesses that have been found to tolerate slavery in their supply chains.</p>	<p>2.1.4 Governments implement a responsible investment reporting requirement for investment funds and banks headquartered in their country to ensure that investment does not support modern slavery.</p>
<p>The government has prohibited the import of goods and services made with forced labour. For example, the US Tariff Act.</p>	<p>Directors can be charged and prosecuted for slavery in first tier supply chains where it can be shown that due diligence has not occurred. This indicator measures the existence of this provision in legislation.</p>	<p>2.1.5 Laws or policies prevent the import of goods and services made with forced labour.</p>	<p>2.1.6 Laws are in place that make it a criminal offence for company directors or companies to fail to prevent modern slavery and fail to undertake reasonable due diligence in first tier supply chain.</p>





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*Amazon jungle, southeast Peru, February 19, 2019. Peruvian military and police take over an illegal mercury mining village. Authorities noted that the mine caused significant ecological destruction in the Amazon as well as increasing the instances of human trafficking, violent crimes, and illegal sex work in the region. Credit: Cris Bouroncle/ AFP/Getty Images*





# APPENDIX 4: ENDNOTES

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*Tannery workers in Dhaka, Bangladesh work in unsafe and unhygienic conditions, which can lead to health issues. Credit: Syed Mahamudur Rahman/ NurPhoto via Getty Images*

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- 33 This year we have included smaller Commonwealth nation states, Palau, Iraq, and Liechtenstein, bringing the total to 183. These were excluded in 2018 due to limited data. In 2019, we have been able to plug some of the gaps in our dataset and can now include these countries in this report.
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  3. Abuse of the obligation to participate in minor communal services, when these services are not in the direct interest of the community and have not benefited from prior consultation of the members of the said community.
  4. Prison labour
    - \* Compulsory prison labour of prisoners in remand or in administrative detention.
    - \* Compulsory prison labour exacted for the benefit of private individuals, companies, or associations outside the exceptions allowed by the ILO supervisory bodies.
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  5. Compulsory labour for the purpose of economic development.
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- 437 Identified using the 2017 Fragile States Index, where those countries that scored 9.9 and above on the Security Apparatus indicator were excluded. See <https://fragilestatesindex.org/data/>.
- 438 In previous rounds, we reported 104 indicators, but in 2019, we removed two indicators due to patchy data and inconsistent application of rating rules.
- 439 Taiwan and Kosovo have 27 activities, not 28, as they are unable to ratify international conventions.
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- 443 Taiwan and Kosovo have 27 activities, not 28, as they are un-able to ratify international conventions.

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