



# TOWARDS A COMMON FUTURE

## ACHIEVING SDG 8.7 IN THE COMMONWEALTH

*Using measurement to illuminate our collective path to eradicate modern slavery*



**WALK FREE**  
FOUNDATION





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#### **Front Cover**

Representatives of Commonwealth countries attending the Commonwealth Day service at Westminster Abbey on March 12, 2007 in London, England.

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Empowering families economically directly fights trafficking. World Hope International's (WHI) agriculture program, "Planting Pineapples, Harvesting Hope", empowers smallholder farmers with education and economic opportunity in Sierra Leone. Overall, the program aims to assist smallholder farmers to cultivate commercially-exportable pineapples. This program is estimated to create 2,500 long-term and sustainable agricultural jobs, as well as year-round incomes for farmers.

*Photo credit, Wesley Dean/ Intermotion Media/ World Hope International*





## FOREWORD

### BY ANDREW FORREST

With a population of 2.4 billion citizens, and a combined GDP of US\$10.4 trillion, the Commonwealth represents 53 nations; a powerhouse of human potential and capital with the capacity to change the world through the enforcement of human rights and scrupulous governance and values.

But can it, and will it?

Modern slavery is an affront to every value that the Commonwealth stands for. We know from the Global Estimates of Modern Slavery that some 40.3 million people are subject to modern slavery, whether through forced labour or forced marriage. We know that this problem disproportionately affects women and girls – females make up more than 70 percent of the total number of victims. We also know that this problem affects children in each of our countries, from Australia to Zambia. The fact that 40.3 million people in the world are forced to work, sexually exploited, or forced to marry against their will should galvanise all of us to do more, to take strong action and to stand up to ensure future generations live free.

The time to act is now. The SDG development agenda and the Commonwealth Summit provide a critical opportunity for governments to step up and take real action to address the human rights abuse that is modern slavery. Greater collaboration, in the form of partnerships between governments, civil society, and most importantly the private sector, is undoubtedly the

way forward to put an irreversible stop to this crime. We are all in this fight together.

We know that the political will and commitment to collaborate and take action exists. In producing this report, the Walk Free Foundation was able to identify many areas where the Commonwealth has shown its determination in the fight against modern slavery, including in the language of previous Communiqués and the 2015 Kigali Declaration.

I also commend the leadership of specific Commonwealth nations. India has nearly halved the number of girls getting married in the last decade. I promise the Indian leadership that the most obvious dividend from your great efforts to end slavery in the world will be increasing, markedly increasing, global investment in India.

The UK has shown its global leadership in fighting modern slavery both through its domestic legislation and policies, but also through doubling its modern slavery aid budget and encouraging nations to endorse a Call to Action. Australia will pass a Modern Slavery Act in 2018, harnessing the role business can play in the fight against modern slavery.

However, just as no country is completely immune to modern slavery, so no government has a perfect response. All governments can and must do more to respond to this issue by strengthening legislation, providing meaningful protection for victims, and by addressing the factors that enable modern





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Flag bearers wave the flags of The Commonwealth outside Westminster Abbey after The Commonwealth Day Observance on March 11, 2013 in London, England. Commonwealth Day Observance takes place annually on the second Monday in March. The theme in 2013 was 'Opportunity Through Enterprise'.

*Photo credit, Indigo/Getty Images*

slavery to persist. National governments must also cooperate with each other. These forms of exploitation transcend national borders, necessitating a unified and transnational effort.

In 2018, the Commonwealth is in a unique position to take the reins and confront modern slavery across the globe. A shared inheritance – language, legal system, value system, and respect for human dignity – allow Commonwealth nations to formulate cohesive and formidable responses to these entrenched patterns of exploitation. With a strong presence in five regions, Commonwealth nations have a rich knowledge base to draw upon, to share, and to drive meaningful change.

To support the efforts of Commonwealth governments, the private sector too must reject old models that allowed exploitation of vulnerable people to pervade supply chains. Sadly, as long as there is a willingness to turn a blind eye, the supply of cheap, exploited labour will almost always be available. Thus, it is the responsibility of businesses to insist on labour practices which are totally free of exploitation.

The Bali Process Business and Government Forum, convened in August 2017, is a leading example of regional collaboration between business and government. It aims to tackle modern slavery in the Indo-Pacific region and is co-chaired by Indonesian business Co-Chair Eddy Sariaatmadja (Chairman of Emtek) and myself. This forum brings together from across 45 countries many influential leaders from

business and governments. This is no small feat: the delegates who attended the forum collectively represent 4.5 billion of the world's population. The ultimate aim is to put an end to human trafficking, forced labour and related crimes in the region by devising strong legislation and policies to drive up business standards, together with practical and immediate action to protect those most vulnerable.

The Commonwealth Summit also represents a prime opportunity to take stock and galvanise our community of nations to combat modern slavery. It is an opportunity to bring business into the conversation, to tackle modern slavery head on and to challenge those that remain ignorant. This is why we are calling on the Commonwealth to establish a SDG 8.7 Commonwealth Business and Government Forum to support all Commonwealth nations to take effective action to eliminate modern slavery once and for all.

Government must continue their good work to enforce legal penalties for offenders. Business, on the other hand, has the power to create a new normal, in which businesses refuse to look the other way, and rather demand that their suppliers and partners uphold human rights. We know that there is no excuse for exploitation. In collaboration and partnership, the Commonwealth has the power to strike modern slavery down for good.



# COMMENTARY

## TOWARDS A COMMON FUTURE: ACHIEVING SDG 8.7 IN THE COMMONWEALTH

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**BY PROFESSOR YASH PAL GHAI**

*Chair International Advisory Commission,  
Commonwealth Human Rights Initiative*

The achievement of the Sustainable Development Goals (SDGs) is closely connected to the recognition and fulfillment of human rights: ending extreme poverty and inequality, and promoting peace, justice, and strong institutions. CHRI is delighted to collaborate with the Walk Free Foundation in demonstrating a clear basis for Commonwealth Heads of Government's joint responsibility to adopt a leading role in the anti-slavery movement.

In the implementation of the SDGs, perhaps the greatest challenge facing us as states and individuals is ending 'Modern Slavery,' a broad term that brings together forms of extreme exploitation that is often used interchangeably with SDG8.7, which also includes child labour. That what is caught under the concept of Modern Slavery is subject to regular review: forced labour, organ trafficking, forced marriage, some forms of child labour, including recruitment and use of child soldiers is useful. It allows for more flexible responses to the increasingly sophisticated nature of the exploitation of the vulnerable.

There is little doubt that 'Commonwealth values,' as laid out in the 2013 Charter, are compatible with the SDG8, and especially SDG 8.7. The Commonwealth's history, interwoven with the transatlantic slave trade, rightly makes modern slavery a politically charged term, posing a significant challenge. But this should not prevent all of us, including Commonwealth Heads of Government, from living up to our responsibilities.

Any study of the SDGs makes it evident, yet again, that states have consistently reneged on promises manifested in the Universal Declaration of Human Rights of 1948 (reinforcing the United Nations Charter of 1945), and elaborated, in 1966 in two covenants, one on Civil and Political Rights and the other on Economic Social and Cultural Rights. Since then other instruments, international and regional, have been adopted. It is widely acknowledged that except in the case of a few countries, most of these instruments have been honored in the breach. A pattern has developed where promises are made by states but not kept; it falls to civil society to hold them

to account for their promises. The story of the SDGs might well go the same way; the evidence in the short period since their adoption does not engender confidence.

It is important to locate SDG 8.7 within the broader SDG framework. It was intended that the targets within the SDGs, there are 169 of which 8.7 is one, should be integrated; reinforcing each other rather than conflicting as it is believed the SDG's predecessor, the Millennium Development Goals (MDGs) had done. It remains to be seen how effective this attempt at integration will be or whether it will go the way of MDGs. The overall SDG objectives are: elimination of poverty; elimination of hunger; achievement of good health; achievement of quality education; gender equality; clean water and sanitation; renewable energy; good jobs and economic growth; industry, innovation, and reduced inequalities; sustainable cities and communities; responsible consumption; climate action; life below water; life on land; peace and justice; and partnering to achieve the goals.

It is clear that some critical SDG targets depend for remedy on other states. Commonwealth Heads of Government should therefore prioritise co-operation; the well-off states should recognise their responsibility in perpetuating exploitation, including but not limited to, through business demand for cheap labour in supply chains and take steps to support states to put in place effective measures.

The statement of governments explicitly acknowledges the importance of civil society to the achievement of the Goals. It is clear that the SDGs cannot be achieved merely by the action of states alone (important though that element is). A shift in social attitudes is needed worldwide, in which exploitation and modern slavery is not tolerated. For my part I commit CHRI to engaging where we can and confronting where we must in achievement of the SDGs, and to standing ready to share our extensive experience to support any Commonwealth member state in meeting our joint responsibilities to the world's vulnerable so that modern slavery may no longer thrive.





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The Commonwealth Secretariat and the Commonwealth Human Rights Initiative (CHRI), in partnership with the governments of Australia and the UK, held a panel discussion on “Ending Modern Day Slavery - Achieving Goal 8.7: Sustainable and inclusive development through eradication of forced labour, ending modern slavery and human trafficking, and securing the prohibition and elimination of the worst forms of child labour” in September 2017. Panellists included: Miriam Shearman, Deputy Permanent Representative and Ambassador, UK mission to the UN; Mr Sanjoy Hazarika, Director, Commonwealth Human Rights Initiative; Ms Fiona David, Executive Director, Global Research at the Walk Free Foundation & co-author of *The International Law of Migrant Smuggling* and Mr Brian Iselin, Founder, *slavefreetrade*.

Photo credit, **CHRI**



# ACTION TO COMBAT MODERN SLAVERY ACROSS THE COMMONWEALTH

## UNITED KINGDOM

The United Kingdom was the first country globally to develop a modern slavery strategy in 2014 and legislation in 2015 criminalising slavery, servitude, forced labour and human trafficking. The Modern Slavery Act establishes an Independent Anti-Slavery Commissioner, strengthens protections for victims of these crimes, and requires mandatory reporting for businesses operating in the UK. The UK's response is monitored by the Prime Minister's Taskforce.

## BAHAMAS

The Bahamas operates a National Referral Mechanism which ensures all victims of human trafficking receive appropriate services for their specific circumstances. The assistance programs available for victims are wide ranging and include mental and physical health, reintegration, translation, and case management services.

## TRINIDAD AND TOBAGO

Witnesses in Trinidad and Tobago are supported and protected before, during, and after the court process through the national witness protection scheme. This scheme is unique as, given the Island nation's size, witnesses anonymity and protection are ensured through agreements to move witnesses to the neighbouring countries such as Jamaica and Barbados after trials are complete.

## GUYANA

Less than half of Commonwealth nations have labour laws which extend to informal sectors – which leaves significant room for exploitation to flourish. Guyana is one nation taking the lead in implementing holistic labour laws that provide security to all workers, whether foreign or domestic, and across all sectors.

## SAINT KITTS AND NEVIS

Victims of human trafficking in Saint Kitts and Nevis have access to compensation through the Trafficking in Persons (Prevention) Act. Through this legislation, victims are empowered to seek restitution for lost wages and compensation for emotional distress and suffering, and are provided with court and medical costs.

## GHANA

In Ghana, child victims of exploitation are supported to be reunited with their families through the efforts of the Department of Social Welfare. In 2016, 75 children received family reunification assistance.

## NIGERIA

Research into the social drivers of human trafficking informs policy and makes more efficient, targeted and successful solutions to exploitation possible in Nigeria. This important work is completed by the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) Research Unit.

Those in dark grey are current members of the Commonwealth





#### MALTA

Malta proactively investigates formal and informal industries to find cases of exploitation that may otherwise go undetected. In 2016, the large number of labour inspections conducted (1,159) led the government to hire more labour inspectors.

#### CYPRUS

Cyprus is among the few nations across the world, and one of only three Commonwealth nations, which acts on exploitation within business supply chains through the domestic enactment of the EU Directive 2014/95/EU. This directive requires the disclosure of non-financial issues, such as information on human rights within supply chains, by large businesses and public interest businesses.

#### MALAYSIA

Actors across all stages of the criminal justice process, from police to prosecutors to judges, are provided with training on human trafficking identification and other issues in Malaysia. This holistic training is essential to improving identification and victim support in the criminal justice process.

#### PAPUA NEW GUINEA

In Papua New Guinea, trafficking was criminalised as a distinct crime under the amendment to the Criminal Code in 2013 under section 208C. The Amendment covers all aspects of trafficking crimes and includes penalties of up to 20 years' imprisonment.

#### INDIA

India has recently taken steps to strengthen its response to child exploitation. In 2017, the government ratified two fundamental ILO Conventions concerning the elimination of child labour, the *Minimum Age Convention, 1973 (No. 138)* and the *Worst Forms of Child Labour Convention, 1999 (No. 182)*. In 2018, UNICEF statistics reveal that India has reduced child marriage by nearly half by increasing education opportunities for girls and raising awareness of the issue.

#### PAKISTAN

In Pakistan, awareness campaigns on the risks and indicators of trafficking and child exploitation have educated vulnerable communities within the nation. For instance, school children in the Punjab region benefitted from an awareness campaign on bonded labour within the brick kiln industry.

#### KENYA

In 2016, Kenya launched a national referral mechanism and assigned labour attachés to Kenyan missions in Qatar, the United Arab Emirates (UAE), and Saudi Arabia to protect citizens employed in those countries.

#### AUSTRALIA

From 2018, victims of forced marriage will be able to access up to 200 days of support through the Support for Trafficked Persons Program without being required to contribute to a criminal investigation or prosecution.

# EXECUTIVE SUMMARY

It is alarming that modern slavery is still widespread and pervasive in today's society. Some 40.3 million people were in modern slavery at any given moment in 2016, according to the Alliance 8.7 Global Estimates of Modern Slavery. This is widely believed to be an underestimate.

No country in the world is immune to modern slavery and all Commonwealth nations face serious challenges to the liberty of their citizens and those residing within their borders. Those in modern slavery are bought and sold for sex; forced to labour on fishing vessels, in factories, and on construction sites; or forced into marry someone they did not consent to marry. Individuals in modern slavery lack the freedom to refuse or leave a situation of severe exploitation. Criminals target children and vulnerable workers, controlling them by charging extortionate fees, withholding passports and wages, and threatening deportation or violence. Women and girls are particularly vulnerable; 71 percent of those in modern slavery are female and are at a greater risk of forced marriage or commercial sexual exploitation. Modern slavery affects smaller and developing nations, as well as richer, more developed countries. Driven by organised criminal networks, limited opportunities for safe migration, high levels of discrimination, and a lack of respect for human rights, modern slavery holds back socio-economic development and the achievement of individuals' full potential.

'Towards a Common Future: Achieving SDG 8.7 in the Commonwealth' contributes to the achievement of the Sustainable Development Goals (SDGs). SDG 8.7, as well as SDG 5.3 on forced marriage and SDG 16.2 on human trafficking, provide momentum for the elimination of modern slavery. In particular, SDG 8.7 calls on all countries to:

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

Modern slavery is used in this report as an umbrella term to cover all forms of exploitation as outlined by SDGs 8.7, 5.3 and 16.2.

Three years after the announcement of the 2030 Agenda for Sustainable Development,

serious action by all Commonwealth nations and organisations to respond to modern slavery in all its forms is well overdue.

The release of this report is to coincide with the 2018 Commonwealth Summit. The theme of the Summit is 'Towards a common future' with specific agenda items on:

- » A more **SUSTAINABLE** future
- » A **FAIRER** future
- » A more **SECURE** future
- » A more **PROSPEROUS** future

Although each of these themes resonates with the need to tackle modern slavery, human trafficking is also explicitly included under 'A more secure future', which stresses that 21st century security threats are not contained within borders and can only be addressed by multilateral collaboration.

The Summit takes place seven months after UN General Assembly week where the UK announced a series of commitments, including doubling its aid spending on modern slavery to GBP150 million and calling on governments to endorse a Call to Action. The Call to Action requests all governments to '*stand together in our commitment to combatting the exploitation of human beings for the purposes of compelled labour or commercial sex through the use of force or other forms of coercion, or fraud, whether we describe this compelled service as human trafficking, modern slavery or forced labour.*' It outlines six key action areas for governments to focus upon as well as suggestions to develop regional and international collaboration.

The SDGs, the Commonwealth Summit, and the Call to Action provide an opportune moment to reflect on the progress made to respond to modern slavery across the Commonwealth and to provide an agenda for action to fully implement the SDGs relating to modern slavery.

This report will analyse existing Commonwealth responses to modern slavery, the elimination of which will not be achieved without the committed action



of government, business, religion, and civil society. The government, as the primary duty bearer, plays a critical role in developing and implementing the laws, policies, and programs that prevent and respond to modern slavery. Drawing on Walk Free Foundation's data on government responses, released as part of the Global Slavery Index (GSI), this report identifies that Commonwealth nations have taken steps to fulfil this role by ratifying relevant international conventions, strengthening legislation, providing support to victims, identifying and responding to specific risk factors, as well as engaging with business. However, no government globally has implemented an effective response to modern slavery and all can take more action to combat this crime.

This report looks at the unique role that the Commonwealth can play to support member nations to respond to modern slavery and to meet their obligations under SDG 8.7. The Commonwealth has a shared legacy and proud history of working together to support human rights, sharing experiences and resources, and supporting smaller island nations. The 2015 Commonwealth Heads of Government Meeting Communiqué reiterated the Heads of Government's commitment to combatting human trafficking, people smuggling, and modern-day slavery. It also welcomed efforts to prevent and eliminate child, early, and forced marriage. The Heads of Government further reaffirmed that the Commonwealth should bring its member nations together to create an enabling environment to implement the Sustainable Development Goals.

The Commonwealth Summit is a critical opportunity for the Commonwealth to take a lead role to achieve SDG 8.7 – the eradication of forced labour, modern slavery, human trafficking, and the worst forms of child labour. To support this goal, we recommend that the Commonwealth convene a meeting of member states, establish a Commonwealth Business and Government Forum, and support member states to endorse the Call to Action and ratify the *2000 UN Trafficking Protocol*, the *2014 Forced Labour Protocol*, and the *2011 Domestic Workers Convention*. Through resourcing, sharing of good practice, and exchange of technical expertise the Commonwealth should also support member states to implement this ten-point action plan:

## STRENGTHENING LEGISLATION

1. Strengthen existing human trafficking and related legislation to ensure that all forms of exploitation are criminalised and penalties are appropriately severe.
2. Enact legislation criminalising forced marriage and raising the legal age of marriage to 18 for men and women.
3. Strengthen national laws to protect labour rights for all workers, in both the formal and informal economy.
4. Enforce legislation by providing training and resources for law enforcement to effectively investigate and prosecute modern slavery cases and by removing barriers to victim participation in the criminal justice system.

## PUTTING VICTIMS FIRST

5. Increase identification of, and improve assistance for, modern slavery victims by providing training to those who come into contact with potential victims.
6. Ensure survivor voices are included in all aspects of the response by consulting with victims and providing avenues for their input.

## STRENGTHENING COORDINATION AND TRANSPARENCY

7. Develop evidence-based national action plans or strategies that promote gender equality.

## ADDRESSING RISK FACTORS

8. Conduct regional and national level research on trends, prevalence, and 'what works' to achieve SDG 8.7. Share findings with Commonwealth and international platforms, such as Alliance 8.7.
9. Empower women and girls by providing primary education for all and by supporting community empowerment initiatives.

## ERADICATING MODERN SLAVERY, INCLUDING FORCED LABOUR AND HUMAN TRAFFICKING FROM THE ECONOMY

10. Engage with national business and the Commonwealth SDG 8.7 Business and Government forum to strengthen strategic partnerships with business to tackle modern slavery.

# INTRODUCTION

On 25<sup>th</sup> September 2015, all countries agreed to a series of Sustainable Development Goals (SDGs) to end poverty, protect the planet, and ensure prosperity for all as part of the 2030 Agenda for Sustainable Development.<sup>1</sup> The SDGs call for action by all countries to improve the lives of all people. Governments, businesses and civil society are now mobilising to achieve these goals by 2030.

The Commonwealth indicated its commitment to attain the SDGs in the Communiqué released after the most recent Commonwealth Heads of Government Meeting (CHOGM). In 2015, Heads of Government ‘reaffirmed their commitment to work together to create an enabling environment to implement the 2030 Agenda in the spirit of global partnership and solidarity’.<sup>2</sup> In particular, the Communiqué highlighted the specific role of the family of Commonwealth intergovernmental and accredited bodies, the Commonwealth’s existing work in building respect for human rights and the law, and its support for smaller developing nations to ensure that no one is left behind in the 2030 Agenda for Sustainable Development.

Ensuring prosperity for all is intrinsically linked to the eradication of extreme forms of exploitation and human rights abuses. Consequently, modern-day slavery is included specifically within the Communiqué and under three goals within the SDG framework.

Of most relevance is SDG 8.7 which aims 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>**

Also relevant is SDG 5.3, ‘Eliminate all harmful practices, such as child, early and forced marriage and female

*genital mutilation,*’ which draws attention to the 15.4 million people in 2016 globally who were victims of forced marriage.<sup>4</sup> The vulnerability of children to human trafficking is highlighted under SDG 16.2, ‘*End abuse, exploitation, trafficking and all forms of violence against and torture of children.*’

Ending modern slavery will also draw on progress towards related SDGs which focus on climate change (SDG 13, ‘Climate Action’) and urbanisation (SDG 11, ‘Sustainable Cities and Communities’). Natural disasters and climate change create circumstances that are ripe for human traffickers. For example, NGOs in Bangladesh have observed that people become more vulnerable when disasters strike due to their newfound poverty, separation from family members,<sup>5</sup> and displacement from their homes.<sup>6</sup> Similarly, the monsoon season in India destroys homes and livelihoods, forcing families to seek shelter elsewhere, where they are vulnerable to fraudulent job opportunities from traffickers.<sup>7</sup> Commonwealth island nations in the Pacific and the Caribbean are particularly at risk of the twin dangers of climate change and human trafficking. In times of drought in Papua New Guinea, for example, women and girls may become more vulnerable to being sold into marriage or the sex industry.<sup>8</sup> Rapid urbanisation can exacerbate the conditions which enable trafficking as cities struggle to support the large influx of new inhabitants, creating situations of poverty, unemployment,<sup>9</sup> and desperation.<sup>10</sup>

Two years on from the signature of the SDGs, at the UN General Assembly week in September 2017, the United Kingdom intensified action towards the achievement of SDG 8.7, announcing it will double its aid spending on modern slavery to GBP150 million, and by calling all nations to ‘*stand together in our commitment to combatting the exploitation of human beings for the purposes of compelled labour or commercial sex through the use of force or other forms of coercion, or fraud, whether we describe this compelled service as human trafficking, modern slavery or forced labour.*’



The Call to Action outlines an agenda for government action:

1. Ratify and ensure the effective implementation of relevant international conventions, protocols, and frameworks;
2. Develop and publish national strategies;
3. Strengthen law enforcement and criminal justice responses;
4. Put victims first;
5. Eradicate forced labour, modern slavery, human trafficking and the worst forms of child labour from our economies; and
6. Strengthen cooperation regionally and internationally.

The Commonwealth Summit in April 2018 provides a prime opportunity to take stock and adopt a comprehensive agenda that drives more effective responses across the Commonwealth of nations to combat modern slavery. The theme of the Summit is 'Towards a common future' with specific agenda items on:

- » A more **SUSTAINABLE** future
- » A **FAIRER** future
- » A more **SECURE** future
- » A more **PROSPEROUS** future

Each of these themes and visions resonates with the need to tackle modern slavery. The links between climate change and increased vulnerability to modern slavery are well known. Strengthening good governance, respect for human rights and the rule of law can promote a fairer, *freer*, future for all members of the Commonwealth, where human rights violations are prevented and access to remedy is guaranteed. A more secure future enables Commonwealth nations to tackle organised crimes, such as human trafficking, while eradicating modern slavery enables a more prosperous future for all. Gender is critical to any response to modern slavery; the Global Estimates of Modern Slavery reveal that of the 40.3 million people in modern slavery in 2016, 71 percent were women and girls. Gender cuts across all these themes as represented by the Summit's Women's Forum.

Commonwealth nations are not immune to modern slavery. Home to 2.4 billion citizens, the Commonwealth includes some of the world's largest, smallest, richest and poorest countries, spanning five regions of the globe. The issues of modern slavery take many forms across the Commonwealth, including exploitation of migrants in the UK, Canada, Australia, and New Zealand, trafficking of women and girls from West African countries to Europe where they are exploited in the sex industry, trafficking for forced labour from countries in South East Asia to Australia and New Zealand, and the exploitation of children in South Asia.

While the problem of modern slavery may be diverse, the Commonwealth has taken some steps to respond. Individual members of the Commonwealth have strengthened legislation, provided support for victims of modern slavery, and taken steps to tackle the root causes of exploitation. Commonwealth intergovernmental and accredited bodies have established projects to raise awareness of human rights, empower women and girls, tackle child marriage and provide support and capacity building to smaller and developing nations in the Commonwealth.

However, there remain significant challenges and gaps in Commonwealth government responses. If the world is to achieve Target 8.7 by 2030, a multi-faceted response that tackles a multitude of factors that make individuals vulnerable is needed. Strengthening legislation in line with relevant international conventions, such as the *UN Trafficking Protocol*, and building capacities to ensure its implementation is a crucial first step. National strategies will help to coordinate a national response and allow for full transparency of action. Victims are rarely at the forefront of responses to modern slavery – ensuring victims are protected from exploitation and able to access remedies is critical. No single stakeholder is able to respond alone, therefore engaging with businesses and civil society and cooperating regionally and internationally is essential.

The Commonwealth is well placed to add value to any multi-faceted response to achieve SDG 8.7. Extending support to all Commonwealth nations by providing capacity building to strengthen the rule of law and respect for human rights is one concrete way the Commonwealth can assist its members. Further Commonwealth actions include facilitating collaboration

**The Commonwealth is well placed to add value to any multi-faceted response to achieve SDG 8.7.**

around data collection and research, increasing resources, creating avenues to share learning and good practice, and monitoring responses.

This report contains four chapters. Chapter

one provides an overview of the situation of modern slavery in the Commonwealth. An analysis of current Commonwealth government responses to modern slavery can be found in Chapter two. The third Chapter steps back from national responses and reviews the work of the Commonwealth to date on combatting modern slavery. The report concludes by providing an agenda for collective action. A summary of the methodology used in pulling together the report can be found in *Appendix 1*.







# A BRIEF NOTE ON TERMINOLOGY

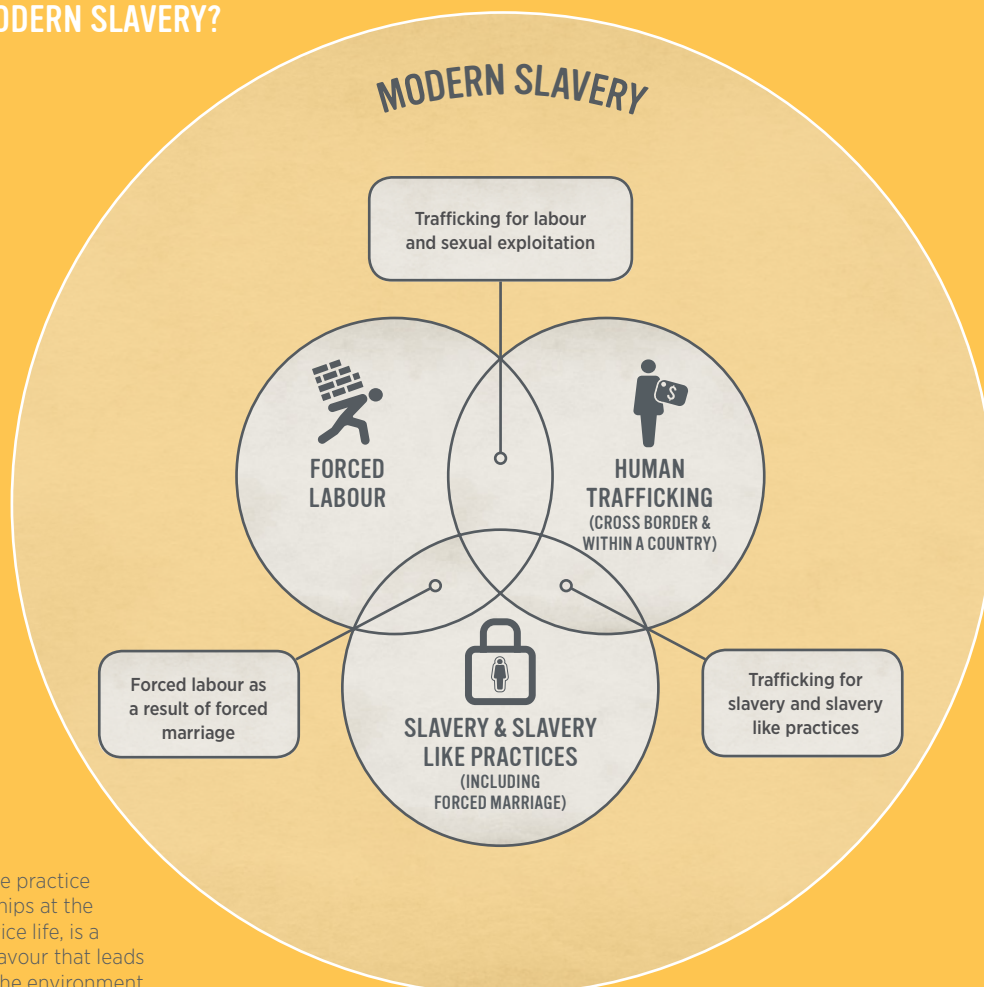
This report reflects the terminology used in Sustainable Development Goals 8.7 which calls on all nations to:

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

Where this report refers to human trafficking and forced labour, these are defined by the *2000 UN Trafficking Protocol*<sup>11</sup> and the *2014 International Labour Organization's Protocol on Forced Labour*.<sup>12</sup>

Child exploitation is used to refer to early marriage and to the worst forms of child labour, as well as the buying and selling of children, child commercial sexual exploitation, and the use of child soldiers in armed conflict, as defined by the *Worst Forms of Child Labour Convention No. 182, 1999*<sup>13</sup> and the *2000 Optional Protocols to the UN Convention of the Rights of the Child*.<sup>14</sup> Modern slavery is used as an umbrella term to refer to all forms of exploitation as described under SDG 8.7, and includes forced marriage (marriage without consent) and early marriage (marriage before age 18). It is used interchangeably with the SDG 8.7 throughout the report.

## WHAT IS MODERN SLAVERY?



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Shipbreaking, the practice of dismantling ships at the end of their service life, is a hazardous endeavour that leads degradation of the environment and exploitation of a mainly migrant workforce. Workers often work long hours in dangerous conditions with limited pay, often experiencing injuries or even death.

Photo credit, **GMB Akash**

# FORMS

## OF MODERN SLAVERY IN THE COMMONWEALTH

It is alarming that modern slavery is still widespread and pervasive in today's society. Some 40.3 million people were in modern slavery at any given moment in 2016, according to the Alliance 8.7 Global Estimates of Modern Slavery, produced by the International Labour Organization and the Walk Free Foundation, in partnership with the International Organization for Migration.<sup>15</sup> This is widely believed to be an underestimate, while a significant proportion of these individuals can be found in Commonwealth nations.

Modern slavery occurs in all countries across the globe, including all Commonwealth nations. Individuals may be trafficked into the sex industry, bound by debt bondage in forced labour, treated as a possession in a situation of slavery, or forced to labour under the guise of marriage. Child exploitation in the Commonwealth includes forced labour in the garment, cocoa, mining and fishing industries, the buying and selling of children for sex by tourists, forced marriage, and the

Modern slavery occurs in all countries across the globe, including all Commonwealth nations.

use of children in drug production and armed conflict.

Human trafficking in the Commonwealth is driven by a complex

network of organised criminal groups, unsafe migration routes, and systems that perpetuate inequality and discrimination. Responses have traditionally focussed upon the sex trafficking of women and girls seeking to migrate from developing to more developed nations, such as the trafficking of Nigerian women to the UK<sup>16</sup> or Malaysian women to Australia to work in the sex industry.<sup>17</sup> These individuals are reportedly fleeing poverty and are tricked or coerced by organised criminal groups and people smugglers along the way. While these cases of trafficking for sexual exploitation do occur, they tell only part of the story. One of the interesting findings from the Global Estimates of Modern Slavery is that three out of four victims of forced labour are exploited in their country of origin, and that 94 percent of victims were exploited in a country that was in the same income-based regional grouping. This trend is seen in the Commonwealth through trafficking within the Caribbean region, with reported cases of women trafficked from Guyana and Jamaica to neighbouring nations such as Antigua and Barbuda.<sup>18</sup> Trafficking of Ugandan women and girls to South Africa and the Middle East have also been reported, with traffickers

using Kenya as a transit point. These individuals often end up exploited in domestic work or the sex industry.<sup>19</sup>

The influence of systems that perpetuate inequality and discrimination against women is highlighted by the fact that 71 percent of those in modern slavery in 2016 were female. Women and girls are more vulnerable to certain types of exploitation. Of the 4.8 million people in forced sexual exploitation, 99 percent were female. The domestic work sector, where three quarters of workers are women, accounted for 24 percent of the 16 million in forced labour. Forced marriage also disproportionately affects women and girls, representing 88 percent of the 15.4 million people in a forced marriage in 2016. Forced and early marriage remain significant issues within the Commonwealth. The prevalence of child marriage has risen in Latin America and the Caribbean region,<sup>20</sup> bucking the global downward trend.<sup>21</sup> In Mozambique and Sierra Leone, 14 and 13 percent of children are married before the age of 15 years respectively.<sup>22</sup> In Guyana, six percent of children are married before this age.<sup>23</sup>

Forced labour also occurs within and across national borders, includes regular or irregular migration, and affects wealthy and developed countries as well as their developing neighbours. For example, Malaysian traffickers in Papua New Guinea exploit primarily female labour migrants by luring victims with the promise of work, providing false documents for travel, and ultimately trafficking these women into domestic and sex work industries once they arrive in Papua New Guinea.<sup>24</sup> Typically, these trafficking hotspots are adjacent to other informal sectors such as logging or mining camps, farms, and fisheries.<sup>25</sup> Forced labour within the informal sector is also evident in Australia, the UK and Canada. In Australia, semi-skilled migrant workers on subclass 457, 417, and student visas (among others) are particularly at risk of exploitation in the construction industry,<sup>26</sup> hospitality,<sup>27</sup> domestic work,<sup>28</sup> and agriculture.<sup>29</sup> There have been recent cases in Australia's fruit picking sector where employers have exploited migrant labourers from countries including Malaysia,<sup>30</sup> Vanuatu, Fiji, Tonga,<sup>31</sup> and Myanmar.<sup>32</sup> Employers have reportedly paid their workers as little as AU\$4.60 per hour or withheld wages, provided inadequate food and overcrowded lodgings, and issued threats and abuse.<sup>33</sup> In the UK, there have been reported cases of modern slavery of migrant workers and citizens in nail bars,<sup>34</sup> car washes,<sup>35</sup> and in the paving of driveways. Recently, a family of 11 were sentenced to jail for targeting individuals who were homeless or had



learning disabilities and forcing them to work for the family's tarmacking business. They were kept captive in caravans without running water or toilet facilities.<sup>36</sup> Individuals at most risk in Canada are those who are socially or economically disadvantaged, such as some Aboriginal women, youth and children, migrants and new immigrants, teenage runaways, and children in protection.<sup>37</sup> The Canadian *Temporary Foreign Worker* Program leaves migrant workers vulnerable to labour exploitation.<sup>38</sup> Unscrupulous employers reportedly take advantage of workers' fears of losing their jobs and visas by deducting exorbitant sums from their wages to cover expenses such as rent.<sup>39</sup>

Violent conflict greatly exacerbates the vulnerability of civilian populations to modern slavery, particularly of those fleeing conflict. In Bangladesh, Rohingya refugees who have fled Myanmar are vulnerable to human trafficking and exploitation, with reports that men, women and children are being recruited with false promises of paid work in fishing, begging and domestic

work. Some report being forced into sex work, or are forced to work long hours, abused, and not able to leave their work premises or contact their family.<sup>40</sup> Women and girls are particularly vulnerable where forced marriage and sexual slavery has been used as a tactic in warfare in Nigeria and other countries.<sup>41</sup>

Child exploitation takes many forms in Commonwealth countries, including the use of child soldiers in armed forces in Nigeria<sup>42</sup> and in non-state armed groups in India and Pakistan.<sup>43</sup> Child commercial sexual exploitation, that is the buying and selling of children under the age of 18 for sex, occurs across the Commonwealth. In particular, countries in the Caribbean experience high levels of sex tourism, where demand has created a trade in children for tourists from North America and Europe. Children are exploited at work throughout the Commonwealth, from fishing boats on the coast of Lake Volta in Ghana,<sup>44</sup> to Cameroonian gold mines,<sup>45</sup> in Bangladesh's garment industry,<sup>46</sup> and in cannabis farms in the UK.<sup>47</sup>

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Extreme violence in Myanmar has forced Rohingya families to flee the state. More than 700,000 Rohingya people, including over 1,400 unaccompanied children, have fled across the border into Bangladesh since August 2017. There have been reports that individuals have been approached by traffickers with fraudulent job offers while some have been exploited in fishing, begging, and domestic work. The influx of refugees is expected to continue.

Photo credit, **GMB Akash**





# GOVERNMENT

## RESPONSES TO MODERN SLAVERY IN THE COMMONWEALTH

The scale and complexity of modern slavery means that immediate action is required, and that collaboration will be crucial to ensure its eventual elimination. As a diverse set of nations in terms of geography, size and resources, but with a shared inheritance of language and legal system, the Commonwealth is well positioned to take collaborative action in the fight against modern slavery.

States and governments are the primary duty bearers of the rights of citizens and migrants living within its borders. The government is the key driver of legislative and policy change to ensure that these rights are respected, protected and fulfilled. Those in modern slavery, or at risk of modern slavery, are some of the most vulnerable populations and therefore require a specific response to ensure that their rights are fully protected, respected and realised.

Drawing on international human rights standards outlined in international law and situational crime prevention theory the Walk Free Foundation has developed a conceptual framework of what constitutes a strong response to modern slavery. This evolving framework identifies five milestones that should be achieved to ensure that the rights of those in, and at risk of, modern slavery are fully protected. Since 2014, data has been collected against these five milestones in preparation for the release of each Global Slavery Index:

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 and regional level, 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; and
5. Government and business stop sourcing goods and services produced by forced labour.

These **five milestones** align with the Call to Action, released during UN General Assembly week in 2017. Within the Call are six key action areas which individual governments are encouraged to take in order to meet their obligations under SDG 8.7:

1. Ratify international conventions;
2. Develop and publish national strategies;
3. Strengthen law enforcement and criminal justice responses;
4. Put victims first;
5. Eradicate forced labour, modern slavery, human trafficking, and the worst forms of child labour from our economies; and
6. Strengthen cooperation regionally and internationally.

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Photo from the Pipeline photo essay series. The Nigerian women in these photographs are working as sex workers in the countryside of Italy, having had passports confiscated and with families back home under threat. Some are both living and conducting their work on the sides of roads or in fields. They are vulnerable to arrest for soliciting.

*Photo credit, Elena Perlino*





Table 1 summarises how these action areas map onto the Walk Free Foundation government response conceptual framework.

**Table 1: Mapping of the Call to Action to the Walk Free Foundation Conceptual Framework**

Walk Free Foundation Conceptual Framework	Call to Action
<b>Milestone 1:</b> Survivors of slavery are identified and supported to exit and remain out of slavery	<b>1 (iv)</b> Put victims first <b>2 (vi)</b> Ensure that victims can access the restorative support they need
<b>Milestone 2:</b> Criminal justice mechanisms function effectively to prevent modern slavery	<b>1 (iv)</b> Ratify international conventions <b>1 (iii)</b> Strengthen law enforcement and criminal justice responses <b>2 (iv)</b> Enhance international cooperation on law enforcement
<b>Milestone 3:</b> Coordination occurs at the national and regional level, and governments are held to account for their response	<b>1 (ii)</b> Develop and publish national strategies <b>1 (vi)</b> Strengthen cooperation regionally and internationally <b>2</b> Call for enhanced international cooperation <b>3</b> Commit to assess our progress towards the achievement of these aims in a transparent manner
<b>Milestone 4:</b> Risk factors, such as attitudes, social systems and institutions, that enable modern slavery are addressed	<b>1 (v)</b> Eradicate forced labour, modern slavery, human trafficking, and the worst forms of child labour from our economies <b>2 (ii)</b> Build the evidence base <b>2 (v)</b> Reduce the drivers of forced labour, modern slavery, human trafficking and the worst forms of child labour and protect the most vulnerable
<b>Milestone 5:</b> Government and business stop sourcing goods and services produced by forced labour.	<b>1 (v)</b> Eradicate forced labour, modern slavery, human trafficking, and the worst forms of child labour from our economies

See *Appendix 1* for a more detailed breakdown of this mapping and Walk Free Foundation's data collection processes.

In order to produce this report, the Walk Free Foundation reviewed legislative and policy responses across all 53 Commonwealth countries. This review is based upon data collected against the Walk Free Foundation's conceptual

framework of a strong government response to modern slavery and mapped to the UK Government's Call to Action. This chapter outlines Commonwealth government responses and provides a detailed analysis of current action under each of the milestones of the government response conceptual framework and 'action areas' of the Call to Action.

## RATIFY AND ENSURE THE EFFECTIVE IMPLEMENTATION OF RELEVANT INTERNATIONAL CONVENTIONS, PROTOCOLS, AND FRAMEWORKS

Commonwealth nations have highlighted their political will to combat modern slavery in all its forms by ratifying relevant international conventions. Ratifying international conventions, and translating this into domestic legislation, creates a normative framework for the promotion and protection of human rights. Approximately 79 percent of all Commonwealth nations (n=42) have ratified or acceded to the *UN Trafficking Protocol*.<sup>48</sup> Forty-eight countries (92 percent) have ratified or acceded to the *Worst Forms of Child Labour Convention ILO, No. 182 (1999)* and 46 (89 percent) have ratified the *Abolition of Forced Labour Convention ILO, No. 105 (1957)*. Looking at the regional level, all Commonwealth nations in the Americas have ratified the *UN Trafficking Protocol*, *Abolition of Forced Labour Convention*, and the *Worst forms of Child Labour Convention*. Few Commonwealth countries have ratified the *2014 ILO Forced Labour Protocol*, which outlines an agenda for action against forced labour, including that all workers in all sectors are protected by legislation and that labour inspections are regularly conducted.<sup>49</sup> At the time of writing, the 2014 Protocol was in force in two Commonwealth countries,

and will enter into force in a further two countries later in 2018. Further, only four countries in the Commonwealth have ratified the *Domestic Workers Convention ILO, No. 189*,<sup>50</sup> which provides protections for domestic workers who are often hidden from sight and extremely vulnerable to exploitation.

Almost all Commonwealth nations have entirely dualist legal systems<sup>51</sup> and simply ratifying a Convention will not create binding legal obligations upon the State until the Convention is transposed into domestic law. Of the 42 nations which have ratified the *UN Trafficking Protocol*, 36 have incorporated the Convention into domestic legislation. A further seven nations have not ratified the Protocol but have included a trafficking provision in their domestic legislation.

As a priority, the remaining 11 Commonwealth nations should ratify the *2000 UN Trafficking Protocol*. All Commonwealth nations should strengthen protections for workers by ratifying the *2014 Forced Labour Protocol* and the *2011 Domestic Workers Convention*.

**TABLE 2: Relevant international Conventions by number of Commonwealth ratifications**

International Convention	Number of Commonwealth ratifications
Slavery Convention (1926)	31
Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956)	34
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organised Crime (2000) ( <i>UN Trafficking Protocol</i> )	42
Abolition of Forced Labour Convention, ILO No. 105 (1957)	47
Domestic Workers Convention, ILO No. 189 (2011)	4
Worst Forms of Child Labour ILO No. 182 (1999)	49
Optional Protocol to the Convention on Rights of the Child on the involvement of Children in Armed Conflict (2000)	41
Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography (2000)	39
International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990)	13
Protocol of 2014 to the Forced Labour Convention, P029 (1930)	2



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Participants of the 11th edition of the International Roots Festival on 11 May 2014 in Banjul, Gambia. The festival aims to educate people about African culture and history.

Photo credit, *Dominik Skurzak/ Gallo Images/Getty Images.*

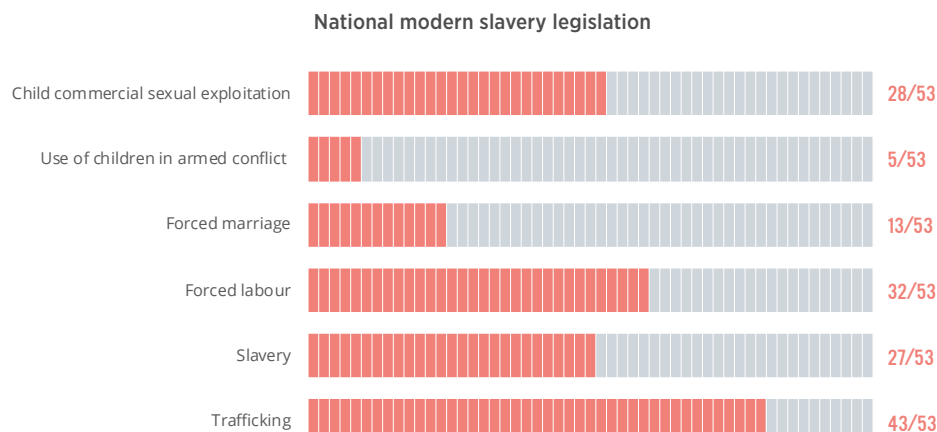




## CRIMINAL JUSTICE MECHANISMS FUNCTION EFFECTIVELY TO PREVENT MODERN SLAVERY—STRENGTHENING LAW ENFORCEMENT AND CRIMINAL JUSTICE RESPONSES

**FIGURE 1:**

Number of Commonwealth countries by type of national modern slavery legislation



Currently, the forms of exploitation described under SDG 8.7 are high-profit, low risk crimes with few convictions globally in proportion to the number of suspected cases.<sup>52</sup> Across the Commonwealth, the requirement to strengthen legislation has been the one of the most actively implemented set of measures to respond to modern slavery.



### NATIONAL EXAMPLE

In Belize, the legislative framework was strengthened to reflect international best practice through the *Trafficking in Persons (Prohibition) Act 2013*. The new law is fully in line with the *UN Trafficking Protocol*, and created the Anti-Trafficking in Persons Council, a body with a broad remit to update and create policy to protect victims.<sup>53</sup>

Within domestic frameworks, approximately 81 percent of Commonwealth nations (n=43) have effectively criminalised against human trafficking in line with the *UN Trafficking Protocol*. This means that trafficking provisions cover men, women and children, include a list of actions, means and purpose within the description of the offence, and do not require the movement across borders for the crime of trafficking to have occurred. A further 32 countries, or 60 percent, have included criminal penalties for forced labour offences and 27 have criminalised slavery, including the concept of ownership or possession. Looking at specific regions, within the Asia and Pacific regions, national laws are among the strongest in the Commonwealth, and capture many forms of exploitation including human

trafficking, slavery, forced labour, and child prostitution. Beyond the *UN Trafficking Protocol*, only five countries in the Commonwealth have criminalised forced marriage; given the prevalence of forced marriage, this must also be criminalised to comprehensively defend against exploitation.

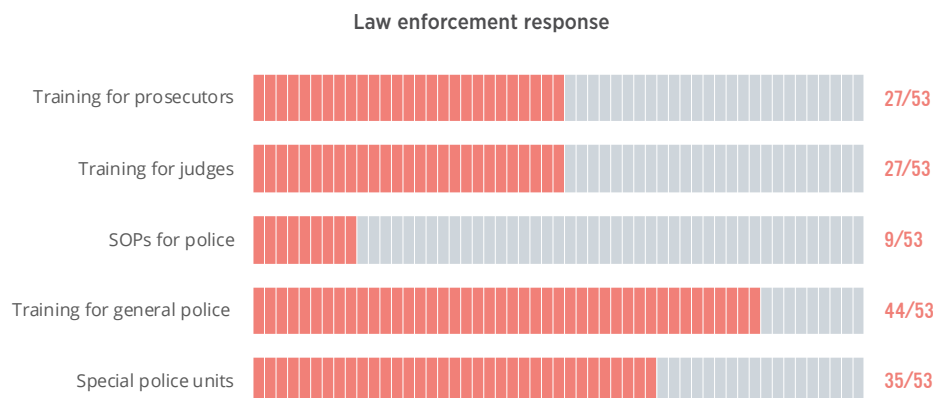
The dedication to eradicating human trafficking and related offences is, however, seriously undermined by the fact that 57 percent of Commonwealth nations (n=30) have disproportionate legislative penalties applicable to modern slavery offences, whether they be lenient in the form of fines, or inhumane, through the availability of capital punishment as a penalty. Examining the African region reveals that many Commonwealth nations have strong legislative frameworks in place, however, these are undermined by disproportionate penalties – over 70 per cent have penalties which are either overly harsh or lenient. Issuing fines for modern slavery offences undermines the seriousness of these offences and lessens the impact of the law to act as a deterrent. Likewise, in the modern Commonwealth, capital punishment cannot be accepted.

In practice, the existence of legislation in most Commonwealth countries' statute books is not in itself sufficient to combat criminal activity. Convictions with sufficiently stringent sentencing are critical to deter would-be perpetrators. Without sufficient training for criminal justice actors, attaining a successful conviction will remain elusive. Within the Commonwealth, 51 percent, or 27 nations have provided training for judges and prosecutors at least once since 2012. These trainings have incorporated human trafficking and related legislation, victim needs in the court room, and basic international legal standards in modern slavery cases.



**FIGURE 2:**

Number of Commonwealth countries by type of law enforcement response



Essential to any criminal justice response is the training of police and the establishment of specialised teams to conduct investigations. An impressive 83 percent of Commonwealth nations (n=44) have trained front-line law enforcement on human trafficking crimes and victim identification at least once since 2012. Further, over 66 percent of Commonwealth nations (n=35) have a specialised anti-trafficking police unit with a mandate to conduct investigations into modern slavery. Yet, 34 percent of these units (n=12) are not adequately resourced to effectively combat human trafficking, and less than 17 percent (n=9) have standard operating procedures (SOPs) to systematically investigate trafficking crimes. Regarding the Americas region, training for police on victim identification is common across Commonwealth countries, however, approximately half of these nations have specialised police units to tackle human trafficking, and only 15 per cent have SOPs to guide police in such cases. Fully resourced and well-trained police are essential for law enforcement to be able to disrupt criminal activity. Australia, Bangladesh, Cyprus, Ghana, Jamaica, Malaysia, South Africa, Trinidad and Tobago, and the United Kingdom are the few Commonwealth nations globally which have systemised the investigation into human trafficking crimes by developing SOPs.

Often undermining any government response to modern slavery is public corruption in modern slavery offences. Commonwealth nations have targeted complicity of government officials; over 90 percent of Commonwealth nations have laws which criminalise public corruption (n=48). However, despite this strong response by black letter law, 38 percent of Commonwealth nations (n=20) have allegedly taken limited action to investigate cases of official complicity in modern slavery cases. Around the Commonwealth there have been reports of police and immigration officials facilitating these crimes by taking bribes to turn a blind eye, as well active engagement in trafficking networks by government officials. Corruption greatly weakens the collective strength of the government's response against these crimes and must be tackled head on in order to combat modern slavery.



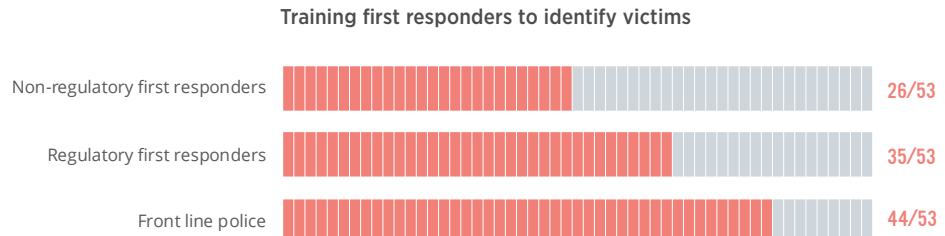
#### **NATIONAL EXAMPLE**

In Malaysia, actors across all stages of the criminal justice process, from police to prosecutors to judges, are provided with training on human trafficking identification and other issues. This holistic training is essential to improving identification and victim support in the criminal justice process.

## SURVIVORS OF SLAVERY ARE IDENTIFIED AND SUPPORTED TO EXIT AND REMAIN OUT OF SLAVERY – PUTTING VICTIMS FIRST

**FIGURE 3:**

Number of Commonwealth countries providing training for first responders to identify victims by training recipient



The identification of victims of modern slavery and supporting these individuals to exit exploitative situations should be at the forefront of any government response. Training for those who may come into contact with potential victims is the first step to break the cycle of exploitation.

Based on our assessment of Commonwealth government responses, 44 Commonwealth countries (83 percent) have taken action to raise awareness and train law enforcement, which strengthens law enforcement officers' capacity to identify, protect, and support modern slavery victims. A further 35 countries (66 percent) have trained regulatory first responders, such as immigration officials, border guards and labour inspectors, while 26 Commonwealth nations (49 percent) have extended training to non-government first responders who are likely to come into contact with victims, such as teachers, doctors, nurses, social workers, and employees in the tourism sector.

However, the identification of victims remains low across the globe. Despite the existence of 40.3 million people in modern slavery at any given moment in 2016,<sup>54</sup> only 62,251 victims were detected between 2012 and 2014.<sup>55</sup> More needs to be done globally and in Commonwealth countries to increase the number of victims identified.



### NATIONAL EXAMPLE

In Uganda, children formerly abducted into armed conflict benefit from community-based projects where local counsellors provide therapy for former child soldiers.<sup>56</sup>

Commonwealth nations have made concerted efforts to provide services to modern slavery victims; over 81 percent of nations (n=43) have some form of victim support services available to some victims, whether by contributing to non-government organisations or through fully state-run services. Gaps remain: 15 countries, or 28 percent, do not provide services for all victims, with specific services for men and children being the most commonly reported gap. Thirty-three countries (62 percent) provide physical and mental health services, yet only 30 percent of nations (n=16) include longer-term support and reintegration programs, such as the provision of financial and housing aid, vocational training, or education programs.

The importance of mental health services and longer-term support are well documented. Victims of human trafficking often suffer from Post-Traumatic Stress Disorder (PTSD), depression and anxiety, the effects of which remain with victims for months, even years, after their experiences.<sup>57</sup> To break the cycle of exploitation, Commonwealth nations should endeavour to provide longer-term support to all victims of modern slavery.



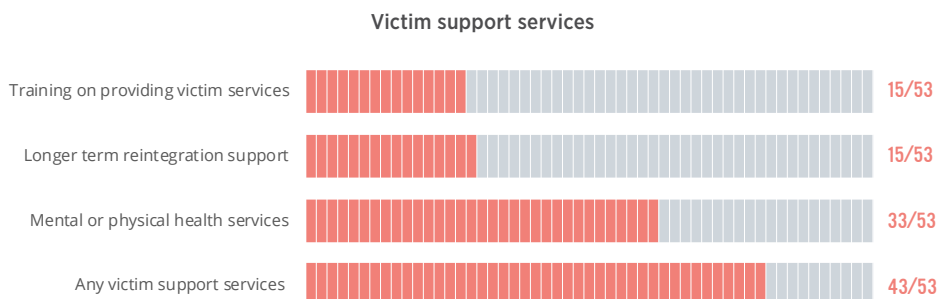
### NATIONAL EXAMPLE

In Bangladesh, the regions of Jessore and Satkhira were provided with a holistic program in 2014 that aimed to strengthen the Government's health and welfare services that were available to trafficking survivors. Through the provision of financial support, training, and awareness raising, the project successfully increased the capacity of the Government to provide improved health services for victims.<sup>58</sup>



**FIGURE 4:**

Number of Commonwealth countries providing victim support services by type of service



These figures hide some regional differences. All Commonwealth nations in Africa, for example, offer some kind of support service to victims of modern slavery, however 32 percent of these nations do not have services tailored to meet the unique needs of child victims. Similarly, almost all nations in the Americas provide immediate assistance to these victims such as shelters, food, and medical assistance — yet gaps exist in the provision of longer-term reintegration-orientated services. Although governments have funded victim services across Asia and the Pacific, fewer nations have provided training to first responders such as labour inspectors, border guards, immigration, doctors, nurses, teachers, and social workers. Across Europe, victims are provided with services, including government-funded shelters and health services, but options to remain are limited to an initial reflection period and are often tied to participation in court cases.

Longer-term reintegration support should include visas which recognise the humanitarian needs of victims of modern slavery. For many, returning to their country of origin is not an option, given the difficulties associated with reintegrating with family and community post-exploitation, particularly for those that experienced commercial sexual exploitation. Tying visas to participation in court proceedings places undue pressure on victims who may not wish to participate but may also not be able to return to their country of origin. Nineteen percent of Commonwealth countries (n=10) have ensured visas are not dependent on participation in a court case to date; however more countries should strengthen legal provisions to ensure that victims are not penalised for not wishing to pursue a conviction.

Many victims who wish to pursue a criminal court case may wish to receive compensation to recognise the loss, suffering or injury they have received as a result of their exploitation, or to compensate for the loss of wages. Victims of these crimes should also be able to access justice and feel protected during the court case. Commonwealth nations have tended to work toward this goal by recognising within their legal frameworks the right of victims of modern slavery to access compensation and restitution; 74 percent (n=39) of the Commonwealth has a compensation scheme in place where victims are able to receive compensation or restitution. Access to compensation is essential

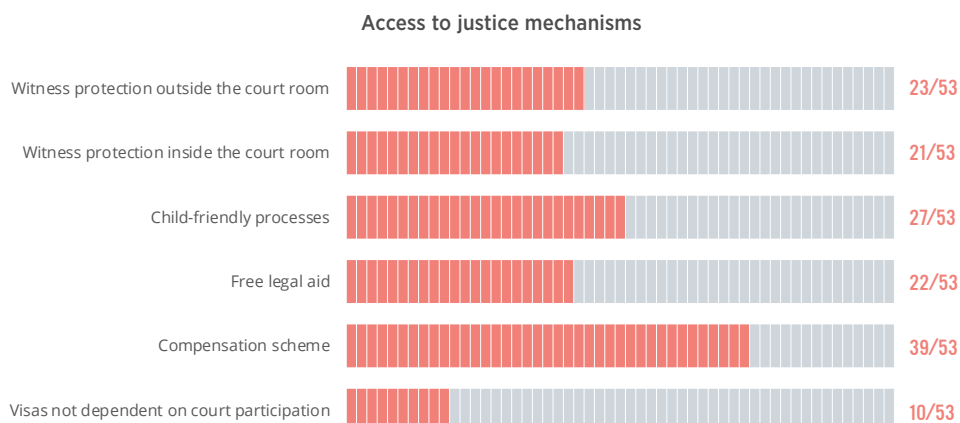


**NATIONAL EXAMPLE**

Cyprus provides several mechanisms to allow adult victims to access justice, including free legal services and witness protection mechanisms inside and outside the court room, under Law 95(I)2001 on Protection of Witnesses.<sup>59</sup>

**FIGURE 5:**

Number of Commonwealth countries providing access to justice by type of mechanism



for victims of modern slavery, as is access to civil mechanisms of redress.

Equally essential is the provision of legal aid, protection measures inside and outside the court room for witnesses and victims, and the guarantee in law that victims are not to be treated as criminals for crimes they were compelled to commit directly due to their exploitation. Currently, 42 percent (n=22) of Commonwealth nations provide free legal aid to trafficking victims and 51 percent (n=27) provide child friendly judicial processes, including admission of video testimonies, training of judges in child friendly questioning, and the provision of a support person or guardian for child victims. Witness protection programs

exist both inside the court room (n=21) through the provision of video testimony and protection from perpetrators, and outside the court room (n=23) through witness relocation programs. These are important efforts, but more can be done to strengthen access to justice for all victims of modern slavery.



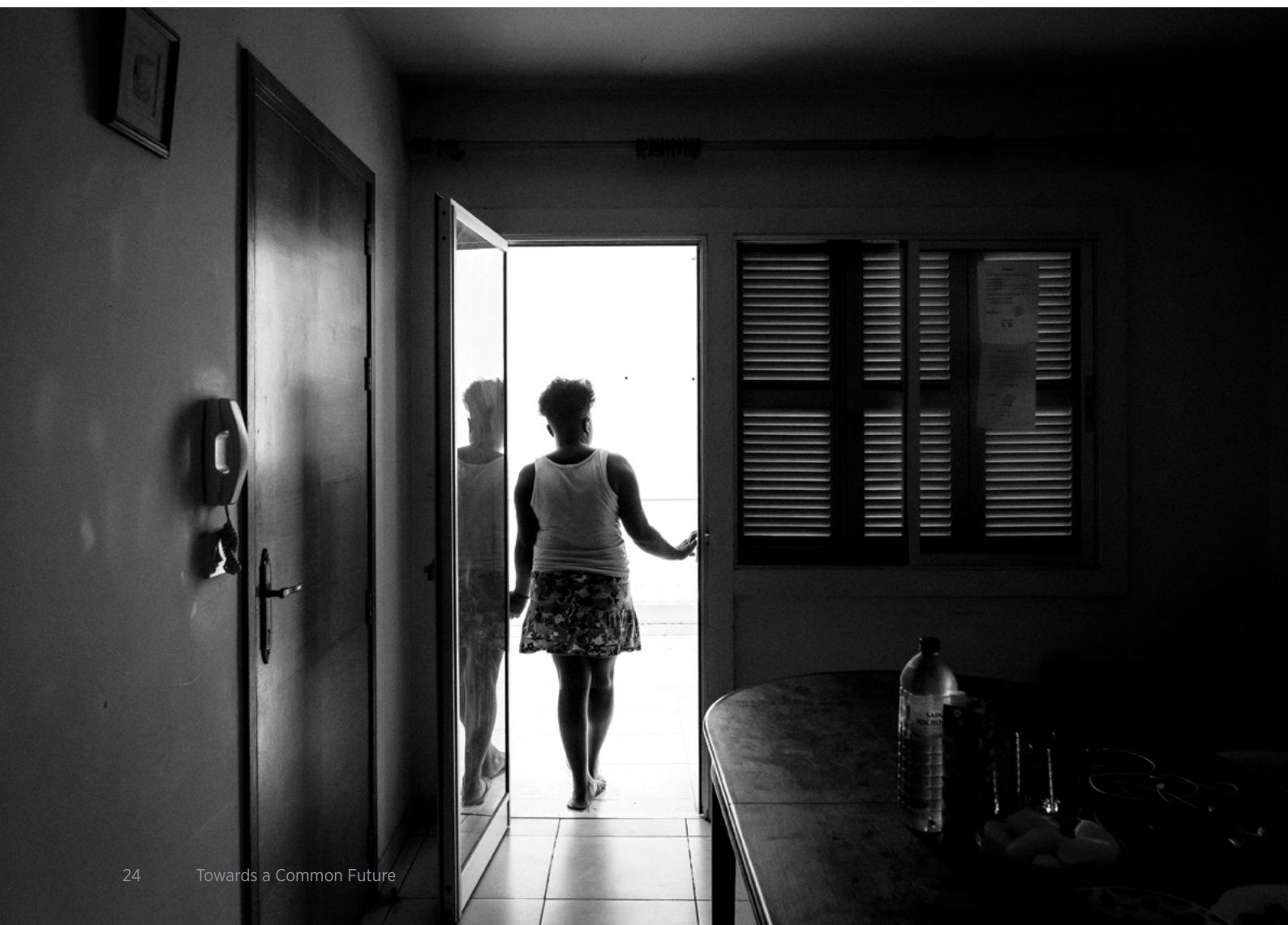
#### NATIONAL EXAMPLE

In 2016, Kenya launched a national referral mechanism and assigned labour attachés to Kenyan missions in Qatar, the United Arab Emirates (UAE), and Saudi Arabia to protect citizens employed in those countries.<sup>60</sup>

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Cyprus, 2015. Laura (*name changed*), a young girl from Central Africa is looking out onto her balcony. The transitional housing for survivors of trafficking offers long term accommodation for women and men who need a place to recover and heal until they are able to integrate back into society.

*Photo credit, Maren Wickwire*

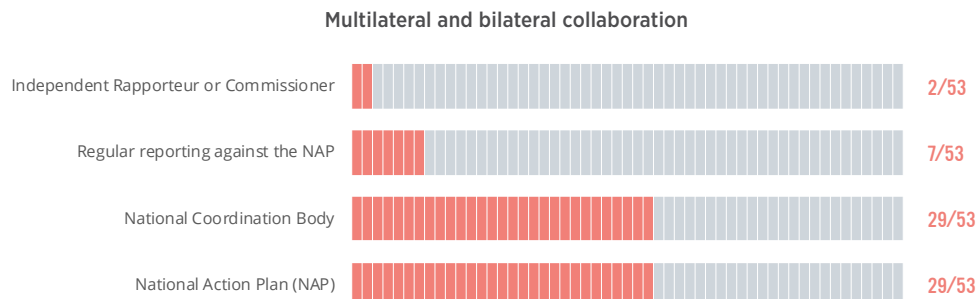




## COORDINATION OCCURS AT THE NATIONAL AND REGIONAL LEVEL, AND GOVERNMENTS ARE HELD TO ACCOUNT FOR THEIR RESPONSE

**FIGURE 6:**

Number of Commonwealth countries by national coordination mechanism



### DEVELOPING AND PUBLISHING NATIONAL STRATEGIES

Just over half of the Commonwealth (n=29) have current national strategies to combat forms of exploitation described under SDG 8.7. These 29 countries implement and publish national action plans which set out the government strategy to identify and provide protection for victims, investigate and prosecute perpetrators, carry out activities to disrupt criminal networks and bolster vulnerable groups, and provide mechanisms to establish key partnerships with relevant government and non-government stakeholders. Good example plans have identified specific roles and responsibilities for relevant groups, including government ministries, first responders such as police, immigration officials and labour inspectors, the private sector, and civil society. The most successful of these plans have corresponding fully itemised budgets with a clear indication of how these will be funded.

A national action plan is an important tool for coordinating a governments' response and ensuring that all relevant stakeholders are involved in combatting exploitation. A national coordination body facilitates this collaboration and the drafting of national strategies. Twenty-nine Commonwealth nations have functioning coordination bodies. A coordination body should be a national, cross-government, multi-stakeholder body that is involved in the drafting of national action plans and strategies, and then meets regularly to monitor its implementation. Looking at the African region in particular, most Commonwealth countries have national strategies (11 out of 19 Commonwealth nations) or a national coordination body (13 out of 19 Commonwealth nations).

At the global level, only 21 Commonwealth nations — Antigua and Barbuda, Australia, Bangladesh, Barbados, Canada, Cyprus, Gambia, Ghana, Guyana, Kenya, Malaysia, Malta, Nigeria, Saint Lucia, Saint Vincent and the Grenadines, Sierra Leone, Solomon Islands, Sri

Lanka, Swaziland, Tanzania and Uganda — have taken further steps. All of these nations have national action plans and a coordination body to monitor the national response to modern slavery. Seven nations (Antigua and Barbuda, Australia, Bangladesh, Canada, Cyprus, Jamaica and the United Kingdom) have programs to actively monitor and report against national strategies and draw upon the findings of these monitoring reports in the design of future strategies. Two countries, Jamaica and the United Kingdom, have an independent rapporteur or commissioner. Monitoring mechanisms such as regular reporting and a Commissioner ensure transparency of government action; all Commonwealth countries should endeavour to establish a multi-stakeholder national strategy, as well as these reporting and monitoring mechanisms.

### STRENGTHENING REGIONAL AND INTERNATIONAL COOPERATION

Modern slavery is a complex crime that no one nation can resolve working alone. Central to any response is regional and international cooperation. More specifically, the flow of trafficked persons throughout the Commonwealth requires better migration governance and bilateral cooperation in terms of labour migration and repatriation agreements.

All Commonwealth nations are part of non-Commonwealth regional bodies which take action on modern slavery. Twenty-four Commonwealth countries (45 percent) have bilateral agreements between source and destination countries, agreeing to collaborate on human trafficking and related issues. Twenty-five countries (47 percent) have agreements specifically covering repatriation of victims. Many individuals who become vulnerable to exploitation are often migrants looking for work overseas. It is therefore promising that 14 Commonwealth nations have in labour agreements

that specifically include protections for workers from human trafficking. Commonwealth nations such as Australia, Bangladesh, Canada, Cyprus, India, Lesotho, Malaysia and South Africa have taken steps to establish a full range of bilateral and multilateral agreements to respond to all forms of modern slavery.



**NATIONAL EXAMPLE**

In Bangladesh, a 2012 labour migration agreement with Jordan, a nation outside the Commonwealth, ensures that female domestic workers have protection when they migrate. The agreement sets clear, coordinating strategies to minimise the risk of human trafficking by implementing procedures for legal recruitment. These procedures include ensuring that employees do not pay recruitment fees, are paid directly into their bank accounts, and are given other social protection measures such as life insurance.<sup>61</sup>



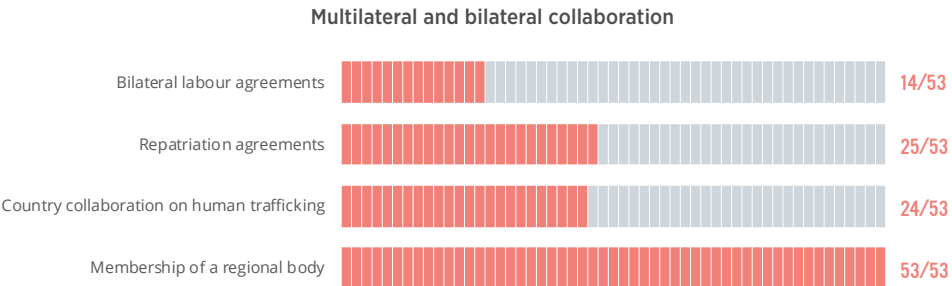
**NATIONAL EXAMPLE**

In 2015, South Africa and Lesotho signed a labour migration agreement which provided protections for Basotho workers in South Africa in the formal and informal sectors, including domestic work. The agreement required these Governments to take essential steps to minimise the risk of trafficking, such as providing long-term work permits and making it a requirement that employment contracts are written and signed, among other protections.<sup>62</sup>

Regarding regional responses, as is typical for Commonwealth countries, all nations within the Asia and Pacific, Africa, and Americas regions have participated in regional responses against modern slavery. Yet, there is a gap in the Asia Pacific region’s response regarding bilateral cooperation, such as collaboration on human trafficking issues, and labour migration and repatriation agreements. Coordinated action through these measures would enhance the region’s efforts against transnational forms of exploitation. Likewise, protection to African victims exploited abroad could be expanded by increasing labour migration agreements between African nations.

**FIGURE 7:**

Number of Commonwealth countries by type of multilateral and bilateral collaboration





## RISK FACTORS, SUCH AS ATTITUDES, SOCIAL SYSTEMS AND INSTITUTIONS, THAT ENABLE MODERN SLAVERY ARE ADDRESSED

### BUILDING THE EVIDENCE BASE



#### NATIONAL EXAMPLE

One promising example of a prevalence study measuring exploitation is the approach by the United Kingdom. In 2014, the Government estimated that there were between 10,000 and 13,000 modern slavery victims in the UK.<sup>63</sup> This has been used to inform policy and subsequent studies, such as the Global Slavery Index.

Any response to modern slavery must also tackle the drivers of exploitation. Research into these forms of exploitation has indicated that key drivers include poor governance, high levels of discrimination, limited respect for human rights of minorities and immigrants, and conflict.<sup>64</sup> While the identification of risk factors, and how they intersect, is improving, further data-gathering and sharing is required.

Research helps to inform evidence-based policy, allowing governments to target activities and resources towards the most vulnerable. Twelve countries in the Commonwealth currently conduct research on modern slavery in order to develop more effective policy responses and interventions. Fewer Commonwealth nations have funded or otherwise facilitated research into the prevalence of modern slavery within their borders (8 percent). The three Commonwealth governments in Europe (Cyprus, Malta and the UK) have taken steps to research the driving forces, risks and responses to modern slavery within their countries. This research is vital – however to develop a clearer idea of the scale of the issue, more nations within the region and the wider Commonwealth should conduct prevalence studies into the size and nature of the issue.



#### NATIONAL EXAMPLE

Research into the social drivers of modern slavery informs policy and makes more efficient, targeted and successful solutions to exploitation possible in Nigeria. This important work is completed by the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) Research Unit.<sup>65</sup>

Although Commonwealth governments are beginning to conduct research to develop evidence-based policy, more governments have been proactive in raising awareness and improving the understanding of the specific risks associated with modern slavery. Forty governments (75 percent) have implemented a raising awareness campaign since 2012 which targeted a specific vulnerable group or aimed to increase understanding among the general public on how to identify and report suspected cases of exploitation. However, a study into raising awareness campaigns in Europe found that few conclusions about effectiveness could be drawn given poor campaign design and use of measurement tools.<sup>66</sup> A next step to maximise the impact of these campaigns is to strengthen monitoring and evaluation by conducting baseline and follow up surveys.

Strengthening monitoring and evaluation of government policy is essential to determine what works to eradicate modern slavery, and to target resources accordingly. Central to this is the dissemination of current policy responses and research findings, and the sharing of lessons learnt. There are multiple platforms which already exist to share information. The International Organisation for Migration (IOM) and Polaris has a Global Data Repository on Human Trafficking;<sup>67</sup> Freedom Collaborative, established by Liberty Asia and Chab Dai, is a community-based platform to bring together stakeholders from around the world;<sup>68</sup> while United Nations University will launch an Alliance 8.7 Knowledge Platform in 2018/9 to host existing research and knowledge on risk and vulnerability factors and on the effectiveness of prevention and response interventions in order to generate research, policy, and practice impact.<sup>69</sup>

## THE IMPORTANCE OF GENDER

The Global Estimates of Modern Slavery revealed a critical gender dimension to modern slavery – of those in modern slavery in 2016, 71 percent were female. Gender, and women's rights in particular, must therefore be at the centre of any government's response to modern slavery, including in national strategies.

Commonwealth nations have not shied away from this task and programs already exist to empower women and girls in order to reduce their vulnerability. For example, in India, child marriage rates have nearly halved in a decade, mainly as a result of better access to education for women and girls, and due to increased public awareness and understanding of the negative impact of child marriage.<sup>70</sup> One specific project was implemented in Bihar, India, where the PRACHAR program aimed to reduce child marriage by providing education, awareness raising, training for non-government service providers, and medical support through greater access to and understanding of contraception. After three years of project implementation, it was found that by strengthening these protective factors, women who benefitted from the program were, on average, married 2.6 years later than women who did not.<sup>71</sup> Further, a non-conditional cash transfer program in Malawi highlighted the importance of cash transfers to increase school attendance and prevent child labour. Reports from one program found that when compared to children who did not receive the cash transfer, children were five percent more likely to be enrolled in school, have fewer absences, and were ten percent less likely to work outside the home.<sup>72</sup> Finally, in the Gambia and other non-Commonwealth countries, the Tostan program is a robustly-evaluated program that uses a community

empowerment model to bring about sustainable development and social transformation based on respect for human rights. The program has been found to increase respect for human rights, empower women and girls, and reduce rates of female-genital mutilation and child marriage.<sup>73</sup> Much can be learnt from existing community empowerment programs, cash transfers and the use of education in order to eradicate modern slavery.

## STRENGTHENING SAFETY NETS

Often those vulnerable to modern slavery are those who are fall through the cracks, unable to access their full rights. Addressing the risk factors of modern slavery must include protection mechanisms such as safety nets and social protection floors. Safety nets to support the most vulnerable do exist across the Commonwealth, with universal birth registration in 13 Commonwealth countries and universal primary education in a further 29. Strengthening these protection mechanisms will reduce the vulnerability of these groups to modern slavery.



### NATIONAL EXAMPLE

**Reducing child labour and exploitation in the tobacco sector in Urambo,**

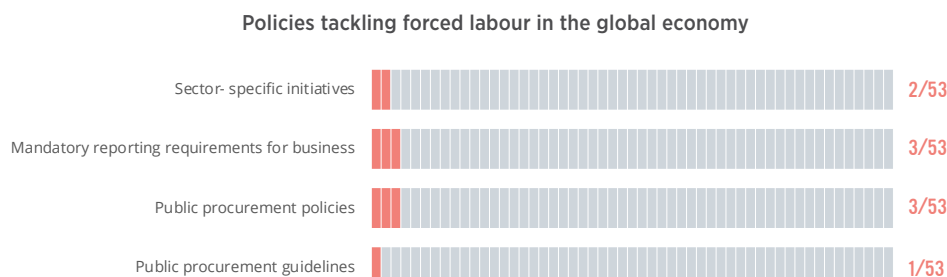
Tanzania is one aim of two programs that provided social protection to at-risk children and capacity building for communities. Other features of the project included reintegration and education services. By project end, awareness into child labour on local tobacco farms was raised among communities in the Urambo district.<sup>74</sup>



## GOVERNMENT AND BUSINESS STOP SOURCING GOODS AND SERVICES PRODUCED BY FORCED LABOUR – ERADICATING MODERN SLAVERY FROM OUR ECONOMIES

**FIGURE 8:**

Number of Commonwealth countries by type of policy tackling forced labour in the global economy



Globally, there has been increased recognition of the role that the private sector can and should play in combatting modern slavery. In 2016, approximately 16 million people were in forced labour in the private economy in 2016,<sup>75</sup> however, Commonwealth actions to engage with business have to date been limited. Only four nations (Cyprus, Ghana, Malta, and the United Kingdom) are taking steps to develop regulations for business either in terms of mandatory reporting on company policies to investigate supply chains or by identifying high risk sectors. Although these policies originate in these countries, they do have extra-territorial impact. Section 54 of the UK Modern Slavery Act, for example, applies to any organisation which carries on a businesses or part of its business in the UK and has an annual global turnover of GBP36 million per annum.<sup>76</sup> Companies in Australia, Canada, India, Malaysia, New Zealand and South Africa have already reported under this requirement.<sup>77</sup>

The responsibility to prevent forced labour in global supply chains does not, however, rest solely with business. Governments are large procurers of goods and services and should also take action to ensure their own supply chains are free from forced labour. Globally there have been even fewer countries investigating public procurement; the same pattern applies to the Commonwealth. Only three Commonwealth countries, all in Europe, (Cyprus, Malta and the United Kingdom) have policies or guidelines for public procurement officials prohibiting the purchase of goods produced with forced or child labour.

Other business initiatives point to an interesting potential model for the Commonwealth. The Bali Process launched in August 2017 the Bali Process Business and Government Forum (BPGBF), which is a subsidiary body to the existing intergovernmental Bali Process. BPBGF is a cooperative business and government initiative to combat modern slavery and human trafficking in the Indo-Pacific region. The Forum is envisaged to have the joint outcome of promoting good business practices

across the private sector while also encouraging legislative changes by the government.<sup>78</sup> Establishing partnerships with business is going to be crucial to develop comprehensive solutions to eradicate modern slavery, and such a Forum could greatly facilitate these partnerships in the Commonwealth.

There is more to be done to complement this engagement with business. Commonwealth governments can also tackle labour exploitation by ensuring that labour laws cover all workers and by facilitating labour inspections in both the informal and formal sectors. A total of 24 countries (45 percent) ensure that labour laws cover all workers, including migrant workers and those working in the informal sector, such as domestic workers, fishers and construction workers. A further 28 percent (n=15) conduct labour inspections covering both the informal and formal sector. These inspections are common in African Commonwealth countries, with fewer conducted in the Americas. Nations within the Americas, however, are more likely to have labour laws which equally protect workers. However, ensuring all work sites, whether formal or informal and including private homes and embassies, can be randomly searched by labour inspectors to help ensure compliance with labour laws by employers can help to reduce the risk of forced labour.

As many as one in four victims of forced labour in 2016 were exploited outside their country of residence.<sup>79</sup> Ensuring safe labour migration is therefore important for reducing the risk of forced labour and human trafficking. Across the Commonwealth, protections for migrants and migrant workers exist, with 23 countries providing protection for asylum seekers and 13 nations ensuring that recruitment fees are paid by the employer not the employee. Regulating recruitment agencies will help to ensure that those migrating are able to do so safely and reduce their risk of exploitation.

# SLAVER STILL EXISTS







## A CALL TO ACTION

All Commonwealth nations have demonstrated political will to eradicate human trafficking, forced labour and child exploitation. As UN member states, all Commonwealth countries have agreed to be bound by the Sustainable Development Goals, including SDG 8.7, 5.3 and 16.2. Further, approximately one quarter of all Commonwealth nations have endorsed the Call to Action to end forced labour, modern slavery and human trafficking. By agreeing to the SDGs, and endorsing the Call to Action, each Commonwealth country has highlighted its commitment to ensure that all human beings can fulfil their potential in dignity and equality, free from exploitation by others.

This commitment recognises the determination of the Commonwealth to achieve the Post 2015 Sustainable Development agenda. Building upon this commitment, we call upon the remaining Commonwealth nations to endorse the Call to Action and pledge to work together to eradicate modern slavery from the Commonwealth.



People marching against modern slavery through London wearing face masks representing the silence of modern slaves in forced labour and sexual exploitation on October 14, 2017 in London, England.

*Photo credit, Mathew Chattle / Barcroft Images / Barcroft Media via Getty Images.*

# CURRENT COMMONWEALTH ACTION

The shared inheritance of a common language and legal system, the diversity of Commonwealth governments, and the prior experience of the wider Commonwealth community of accredited organisations in tackling modern slavery and related issues place the Commonwealth in a unique position to achieve the 2030 Sustainable Development Agenda. This chapter will outline current action among the Commonwealth that relates to the achievement of the SDGs.

The 2013 Charter of the Commonwealth states that the Commonwealth is uniquely placed to serve as ‘a model and as a catalyst for new forms of friendship and co-operation.’<sup>80</sup> This is largely based in the combination of diversity and ‘shared inheritance in language, culture and the rule of law.’<sup>81</sup> The contemporary Commonwealth aims to translate this shared inheritance into an effective network for cooperation and for promoting development, which is responsive to members’ needs and capable of addressing the significant global challenges of the future. Within this, the Commonwealth has signalled key areas for action, all of which link to the issues associated with modern slavery.

Firstly, the Commonwealth has been active in supporting Commonwealth nations to achieve fundamental human rights. Commonwealth Heads of Government Meeting (CHOGM) declarations, such as the 1991 Harare Declaration,<sup>82</sup> the 2007 Kampala Communiqué<sup>83</sup> and the 2009 Affirmation on Commonwealth Values and Principles<sup>84</sup> have consistently reaffirmed the commitment of the Commonwealth to the advancement of fundamental

## The Commonwealth has been active in supporting Commonwealth nations to achieve fundamental human rights

human rights as the core political value of the Commonwealth.<sup>85</sup> To this end, the Commonwealth Secretariat established the Human Rights Unit which supports Commonwealth nations

with their Universal Periodic Review (UPR), ratifications of core international human rights instruments, strengthening of National Human Rights Institutions, and raising awareness and understanding of human rights for police, teachers, government officials, women and young people, among other groups. The Human Rights Unit also releases best practice guidelines on a range of rights issues, including in recent years publications on child rights and completing a UPR.

The Commonwealth Human Rights Initiative (CHRI) also aims to promote awareness of and adherence to the 1991 Harare Commonwealth Declaration, the Universal Declaration of Human Rights, and other relevant international human rights instruments.<sup>86</sup> As an independent, international non-governmental organisation, CHRI promotes the right to information to hold governments accountable, strengthens access to justice through police and prison reform, and runs the Strategic Initiative Programme (SIP) which aims to hold the Commonwealth and member states to account at global forums, in regional forums, and strengthens National Human Rights Institutions at the national level.<sup>87</sup> CHRI has developed an assessment of the Commonwealth in responding to SDG 8.7, which reinforces many of the findings of this report. It will be released at the forthcoming Summit.

Secondly, the Commonwealth has recognised the specific vulnerabilities of smaller and developing states, such as tackling climate change, and their particular economic and security challenges. In the 2015 CHOGM Communiqué, Heads of Government affirmed the work of the Commonwealth Open-Ended Ministerial Working Group on Small States to both provide global advocacy and coordinate Commonwealth efforts on small state matters.<sup>88</sup> The Communiqué also recognised that support would be needed for smaller states to attain the SDGs. Efforts to combat climate change, with its links to an increased vulnerability to migration and modern slavery, will be particularly appropriate to tackle SDG 8.7.

Thirdly, the Commonwealth has taken strong action to promote the rights of women and girls and has recognised the role that education can play in the fight for equality and the empowerment of women and girls.<sup>89</sup> The Commonwealth’s Plan of Action for Gender Equality 2005-2015 focuses on four key areas: gender, democracy, peace and conflict; gender, human rights and law; gender, poverty eradication and economic empowerment, and gender and HIV/AIDs. The Commonwealth Foundation facilitates civil society participation and contribution to this Plan of Action.<sup>90</sup> Commonwealth accredited organisations, such as the Commonwealth of Learning and the Commonwealth Youth Programme, also highlight the importance of education in the achievement of rights and gender equality.

One area of interest is the work of the Commonwealth Secretariat, and more specifically the Human Rights Unit, in combatting child marriage. The nations of the Commonwealth have united their efforts to tackle this

phenomenon by making successive commitments to prevent and eliminate child marriage in 2011, 2013 and 2015 and by bringing together National Human Rights Institutes, traditional community leaders and policy makers to learn and share experiences. In 2013, the Commonwealth Roundtable on Child, Early and Forced Marriage included representatives from 12 Commonwealth countries and gave attendees the opportunity to share their challenges and successes.<sup>91</sup> This culminated in the Kigali Declaration in 2015, which represents a united stand on child marriage, and sets out a framework of 17 actions that National Human Rights

### The Commonwealth has distinct advantages and capabilities to coordinate and drive effective government responses to combat modern slavery

Institutions can take forward to end the practice. Twenty human rights commissions are signatories and have implemented concrete actions to end child marriage.<sup>92</sup> This collaboration has led to policy

changes in Commonwealth member countries. In 2017, Malawi amended its Constitution to raise the legal age of marriage from 15 to 18 years in an effort to curb child marriage.<sup>93</sup> Other Commonwealth accredited organisations working in this area include the Royal Commonwealth Society, which has been working in collaboration with Plan UK to end child marriage in the Commonwealth since 2010. A joint report released in 2013, reiterated recommendations for, among others, the development of legislation, improvement of access to education, and the engagement and mobilisation of parents, teachers, religious leaders, and community leaders.<sup>94</sup> Efforts to tackle child marriage are particularly relevant to achieving SDG 5.3.

Finally, the Commonwealth has committed to tackle organised crime, including human trafficking and modern-day slavery. The 2015 Communiqué includes an agreement to enhance national and international efforts to combat organised crime, human trafficking and people smuggling and modern-day slavery.<sup>95</sup> The Human Rights Unit within the Secretariat has also raised awareness of the issue. On International Human Rights Day in 2017, the Human Rights Unit organised an event with speakers from civil society, government and business stakeholders, urging action to be taken on forced labour, human trafficking and child exploitation in line with SDG 8.7.<sup>96</sup>

The Commonwealth has implemented specific initiatives to strengthen legislation to support the eradication of modern slavery. One such example is the Commonwealth Parliamentary Association UK (CPA UK's) Modern Slavery Project, a two-year multilateral project funded by the UK Home Office. The Project was established to connect parliamentarians from across the Commonwealth to help spread lessons learnt, and best practice in creating effective legislation and policy to combat modern slavery, human trafficking and forced labour.<sup>97</sup> More specifically, the CPA UK project aims to encourage and facilitate a greater understanding of the national and international benefits of introducing modern slavery-related legislation. The project is led by Commonwealth parliamentarians and senior officials, sharing good practice to support colleagues in harnessing their heightened understanding to develop and strengthen modern slavery-related legislation across their jurisdictions. In December 2017, government officials from Ghana, Kenya, Malawi, Namibia, Nigeria, Pakistan and Uganda met to collaborate on legislative methods to address the issues of sex trafficking and child exploitation from fishing to domestic work as part of this project.<sup>98</sup>

Further, in 2017, the Commonwealth Office of Civil and Criminal Justice Reform (OCCJR) was created to draw upon the common legal history of many of the Commonwealth nations in order to deliver access to justice and sustainable development through the creation of fair and effective national laws.<sup>99</sup> The OCCJR makes available good legislation practice from across the Commonwealth, through model laws, standards, templates, legal insight and legal network.<sup>100</sup> Beyond development of legislation, the Commonwealth Magistrates' and Judges' Association (CMJA) works to enhance enforcement efforts across the Commonwealth. The CMJA currently organises training courses on human rights for judicial officers across Commonwealth members in Africa, the Caribbean and the Pacific.

The Commonwealth has distinct advantages and capabilities to coordinate and drive effective government responses to combat modern slavery. The Commonwealth shared history, similar legal systems, and record of joint policy and effective activity means the Commonwealth as an institution is well placed to play a leading role in the response to modern slavery.



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Habiba Hashimu is the co-founder of a support group for commercial sex workers in Dar-es-Salaam, Tanzania. This grass roots group is supported by Women's Fund Tanzania.

*Photo credit, VSO/Ben Langdon*



# LOOKING FORWARD TO 2030: AN AGENDA FOR COLLECTIVE ACTION

The existence of modern slavery in the Commonwealth, the experiences of Commonwealth governments and the wider Commonwealth network of organisations, as well as the shared inheritance of a common language and legal system, place the Commonwealth in a unique position to take effective action to end modern slavery in all its forms.

Each Commonwealth country has a role to play in creating a rising tide of responses and shared best practice that will ensure no one is left behind. Likewise, in the spirit of the Commonwealth and the 2013

Globally, there remain gaps in the response to modern slavery and the achievement of SDG 8.7

Commonwealth Charter, working together towards common goals through sharing of experience and practical cooperation, the Commonwealth

itself has highlighted its commitment to respond to the SDGs and modern slavery. The family of Commonwealth intergovernmental and accredited bodies further strengthen the ability of the Commonwealth to act.

Driving immediate action should be the identification of existing responses and good practice. It is important to understand the actions governments are currently taking to respond to modern slavery before recommending a particular agenda for action. In this vein, this report has identified good practices from the Asia and Pacific, the Americas, Africa and Europe. Countries are strengthening legislation, establishing national strategies, supporting victims, responding to risk and engaging with businesses. However, the overall response in the Commonwealth could be greatly strengthened.

Globally, there remain gaps in the response to modern slavery and the achievement of SDG 8.7. In 2014, the International Labour Organization estimated that forced labour generates annual profits of US\$150 billion.<sup>101</sup> Research conducted in the same year by the Walk Free Foundation found that OECD donor countries spent an average of US\$124 million per annum<sup>102</sup> on combatting modern slavery. Since 2014, two funds have been established to combat modern slavery – the Freedom Fund,<sup>103</sup> and the Global Fund to End Modern Slavery.<sup>104</sup> The Freedom Fund aims to raise GBP100 million to tackle modern slavery in hotspots around the globe and the Global Fund aims to raise US\$1.5 billion to coordinate a coherent, global strategy to address modern slavery.

Both funds inject some much-needed resources, however, there remains a clear resourcing gap between the profits and the money spend on the fight against modern slavery.

Engaging with business provides a real opportunity to drive change and the eradication of modern slavery. While modern slavery is not necessary a regular board agenda item for many companies, there has been increasing interest and willingness to engage in human rights in recent years. Legislation, like the 2015 UK Modern Slavery Act, has begun to raise awareness of issues around exploitation in supply chains. Harnessing the power of business has the potential to tackle forced labour in the global economy head on.

Little has also been done globally to put victims first in any response to modern slavery. It is rare that victims are involved in the design of policy and are given meaningful opportunities to articulate their needs. Some Commonwealth nations have taken steps to put victims first, however more can be done to ensure that victims are able to access support and are empowered to break the cycle of vulnerability.

Presenting a united front – and coordinating a unified approach – against this issue must be done through a holistic strategy, which requires effective coordination at the highest levels of government. This will be at the forefront of the 2018 Commonwealth Heads of Government Meeting (CHOGM) in London, where the theme of working ‘Towards a Common Future’ will include a component on how the Commonwealth can collaborate and innovate new ways to end human trafficking and child exploitation.<sup>105</sup>

The 2018 Commonwealth Summit therefore provides an opportune moment to galvanise the Commonwealth to support Commonwealth nations to achieve the SDG 8.7 – the eradication of forced labour, modern slavery, human trafficking, and the worst forms of child labour.

**Firstly**, we recommend that the Commonwealth convene a conference of member states, including representatives from government, business, survivors, and civil society, to share technical expertise and good practice and to identify a roadmap to support member states to achieve SDG 8.7.



**Secondly**, we recommend the establishment of a SDG 8.7 Commonwealth Business and Government Forum that would provide avenues for strategic partnerships with business. These partnerships would be focussed on initiatives that strengthen ethical recruitment, promote public and private supply chain transparency, develop incentives for business, and ensure that safeguards and redress exist for vulnerable workers.

**Thirdly**, we recommend that the Commonwealth support member states to endorse the Call to Action and to ratify the *2000 UN Trafficking Protocol*, the *2014 Forced Labour Protocol*, and the *2011 Domestic Workers Convention*.

**Fourthly**, we recommend that Commonwealth governments and organisations support member states with resourcing, sharing of good practice, and exchange of technical expertise to implement a ten-point action plan to achieve SDG 8.7:

### STRENGTHENING LEGISLATION

1. Strengthen existing human trafficking and related legislation to ensure that all forms of exploitation are criminalised and penalties are appropriately severe.
2. Enact legislation criminalising forced marriage and raising the age of marriage to 18 for men and women.
3. Strengthen national laws to protect labour rights for all workers, in both the formal and informal economy.
4. Enforce legislation by providing training and resources for police, prosecutors, judges and defence attorneys to more effectively investigate and prosecute modern slavery cases and by removing barriers to victim participation in the criminal justice system, such as ensuring access to visas, compensation and restitution.

### PUTTING VICTIMS FIRST

5. 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.
6. Ensure survivor voices are included in all aspects of the response by consulting with victims and providing avenues for their input.

### STRENGTHENING COORDINATION AND TRANSPARENCY

7. Develop evidence-based national action plans or strategies that promote gender equality.

### ADDRESSING RISK FACTORS

8. Conduct regional and national level research on trends, prevalence, and what works to achieve SDG 8.7. Share findings with Commonwealth and international platforms, such as Alliance 8.7.
9. Empower women and girls by providing primary education for all and by supporting community empowerment initiatives.

### ERADICATING MODERN SLAVERY, INCLUDING FORCED LABOUR AND HUMAN TRAFFICKING FROM THE ECONOMY

10. Engage with national business and the Commonwealth SDG 8.7 Business and Government forum to strengthen strategic partnerships with business to tackle modern slavery.



**‘Towards a common future’** is the theme of the 2018 Commonwealth Summit. The meeting will provide the 53 Commonwealth Heads of Government with the opportunity to reaffirm their commitment to address global challenges, including how to attain the Sustainable Development Goals by 2030. Critical to the achievement of the Sustainable Development Agenda are those goals related to modern slavery, including SDG 8.7, 5.3 and 16.2. Any nation that does not respect the freedom and human rights of its citizens and migrant populations will be unable to achieve sustainable development. The ethos of the Commonwealth is that by taking action together, governments are better able to respond to global challenges. Striving to achieve SDG 8.7 is one such global challenge where only common action can ensure its success.

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A protester holds a sign-board during an anti-slavery demonstration in London, United Kingdom on 26 November 2017.

*Photo credit, **Alberto Pezzali/NurPhoto** via Getty Images.*



# APPENDIX 1:

## METHODOLOGY

### 1) DEVELOPMENT OF 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. Since 2014, the Walk Free Foundation has conducted research into action taken by governments across the world. These legislative and policy responses are assessed in line with **five milestones**:

1. Survivors of slavery are identified, supported to exit and remain out of slavery;
2. Criminal justice mechanisms function effectively to prevent modern slavery;
3. Coordination occurs at the national and regional level, while governments are held accountable for their response;
4. Risk factors, such as attitudes, social systems and institutions, that enable modern slavery are addressed; and
5. Businesses and governments stop sourcing goods and services that use modern slavery.

### Theoretical framework: crime prevention theory

While broad contextual factors like state stability, discrimination and overall protection of human rights are critical, crime prevention research also confirms that to reduce the prevalence of crime, including modern slavery, the government needs to:

- » reduce the opportunity for offenders to commit the crime,
- » increase the risks of offending,
- » decrease the vulnerability of potential victims,
- » increase the capacity of law enforcement and other guardians, and
- » address the people or factors that stimulate or facilitate slavery.

Further, to prevent crime, governments need to create a climate that induces guilt or shame on those who commit the crime and strengthen the moral condemnation of modern slavery by both local and global communities.

### Development of the conceptual framework

The following conceptual framework (see section 2) has been developed to identify the indicators of a strong response to modern slavery. This framework has been used to ascertain the degree to which the governments of 53 Commonwealth nations are currently fighting modern slavery. These indicators broadly correspond to the indicators set out in the Call to Action (see section 3).

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 conceptual framework was developed in consultation with an independent Expert Working Group, findings from NGO research and scholars in fields related to modern slavery, such as harmful traditional practices, health, social welfare and migration.

## 2) CONCEPTUAL FRAMEWORK

**Table 1: Walk Free Foundation government response conceptual framework**

### **Milestone 1: Survivors of slavery are identified and supported to exit and remain out of modern slavery**

Outcome	Activity	Indicator 2017/8	Rating 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 on how to report and identify victims to members of the general public	<p>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</p> <p>AND must be distributed to the general public at the NATIONAL level.</p> <p>NOT training for government officials, NGOs, Embassy staff, health and social workers AND occurred once since 30th June 2012.</p> <p>NOT general awareness campaigns which do not mention hotline or indicators of trafficking.</p> <p>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</p>
		1.1.2 These campaigns are distributed systematically and at regular intervals (as distinct from one-off, isolated)	<p>If yes to 1.1.1, information has been distributed annually since 30th June 2012</p> <p>OR information is promoted regularly through social media</p> <p>AND there is evidence this online promotion has been regularly updated (at least once since 1st February 2016- please refer to date of Facebook posts, or date of tweets etc).</p> <p>If no to 1.1.1, indicator not met.</p>
		1.1.3 There has been an increase in number of members of the public reporting cases of modern slavery	<p>If yes to 1.1.1, there has been an increase in public reports of modern slavery cases in recent years</p> <p>AND this increase in reports is related to the campaign</p> <p>OR has occurred since the campaign has been distributed to the general public</p> <p>AND this must have occurred since 30th June 2012.</p> <p>If no to 1.1.1, indicator not met.</p>
	2.1 Comprehensive reporting mechanisms operate effectively	2.1.1 A reporting mechanism exists, such as a hotline	<p>Reporting mechanism exists where modern slavery crimes can be reported (either in isolation or as part of a larger phone service)</p> <p>This includes text messaging, an online form or phone hotline</p> <p>AND This reporting mechanism must be operational between 1st February 2016 and 30th June 2017.</p> <p>If multiple hotlines exist covering different populations, please rate as indicator met.</p>
		2.1.2 Reporting mechanism is available for men, women and children	<p>If yes to 2.1.1, this reporting mechanism is available for men, women and children to report cases of modern slavery</p> <p>OR there are separate hotlines that cover men, women and children NOT a single hotline exists where women or children can report, but nowhere for men to report exploitation.</p> <p>Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5.</p> <p>Modern slavery/ trafficking hotline would be most relevant, followed by those which cover sub-populations (e.g. for women and/or children).</p> <p>If multiple hotlines exist covering all populations, please rate as indicator met. If some populations are not covered, please rate as indicator not met</p>



## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
		2.1.3 Reporting mechanism is free to access	<p>If yes to 2.1.1, this reporting mechanism is free to access.</p> <p>If no to 2.1.1, indicator not met.</p> <p>Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5.</p> <p>Modern slavery/ trafficking hotline would be most relevant, followed by those which cover sub trafficking populations (e.g. for women and/or children).</p> <p>If multiple hotlines exist covering different populations and all are free, please rate as indicator met. If some of the available and relevant hotlines are not free, please rate as indicator not met</p>
		2.1.4 Reporting mechanism operates 24/7	<p>If yes to 2.1.1, this reporting mechanism operates 24/7.</p> <p>If no to 2.1.1, indicator not met.</p> <p>Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5.</p> <p>Modern slavery/ trafficking hotline would be most relevant, followed by those which cover sub trafficking populations (e.g. for women and/or children).</p> <p>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</p>
		2.1.5 The reporting mechanism operates in multiple languages or has capacity to provide immediate access to bring in translators	<p>If yes to 2.1.1, this reporting mechanism operates in multiple languages, or brings in translators as necessary.</p> <p>If no to 2.1.1, indicator not met.</p> <p>Please refer to the most relevant reporting mechanism identified in 2.1.1 for indicators 2.1.2 through to 2.1.5.</p> <p>Modern slavery/ trafficking hotline would be most relevant, followed by those which cover sub trafficking populations (e.g. for women and/or children).</p> <p>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.</p> <p>Multiple languages mean national language + at least one other language.</p>
	2.2 Front line police know what modern slavery is and how to identify victims	2.2.1 Training on basic legal frameworks and victim identification has been carried out for front line 'general duties' police	<p>Training for front line police has taken place on basic legal frameworks surrounding modern slavery AND victim identification</p> <p>AND training for police has occurred once since 30th June 2012.</p> <p>Definition of training includes formal in person training, as part of broader curriculum on human rights or other training programs, or part of an online training program.</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 police.</p> <p>NOT training for immigration, border guards, or labour inspectors.</p>

## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
		<p><b>NEGATIVE 2.2.4</b> 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 1st February 2016 and 30th June 2017.</p> <p>If no to 2.2.1, indicator not met.</p> <p>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'. If the body identifying victims is not specified as 'police', government can be used as a proxy.</p>
	2.3 First responders know what modern slavery is and how to identify victims	<p><b>2.3.1</b> Training on how to identify victims of modern slavery is provided to front line regulatory bodies likely to be 'first responders'</p>	<p>Training covers indicators of modern slavery and how to refer individuals</p> <p>AND training is formal face to face or online modules</p> <p>AND training is provided to one or more of the following: for border guards, immigration officials, labour inspectors</p> <p>AND training has been provided once since 30th June 2012.</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 leaflets have been distributed to labour inspectors or posters have been put up in airports on how to identify/ report victims.</p>
		<p><b>2.3.2</b> 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</p> <p>AND training is formal face to face or online modules</p> <p>AND training is provided to one or more of the following: for teachers, doctors, nurses, social workers, tourism sector (including private tourism operators)</p> <p>AND training has been provided once since 30th June 2012.</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 leaflets have been distributed to tour guides or posters put up in doctors surgeries on how to identify/ report victims.</p>
		<p><b>2.3.3</b> Training for first responders is delivered systematically and at regular intervals (as distinct from one-off, isolated)</p>	<p>If yes to 2.3.1 OR 2.3.2, training is delivered at least every two years to at least one of the above groups (labour inspectors, border guards, immigration, doctors, nurses, teachers, social workers) since 30th June 2012</p> <p>AND training has been delivered to a significant proportion of these groups.</p> <p>OR yes to 2.3.1 AND 2.3.2 and training is delivered at least every two years to BOTH of these groups.</p> <p>NOT training has been delivered to each of these groups once since 2012</p> <p>If no to 2.3.1 AND 2.3.2, then indicator not met.</p> <p>Victims are provided with support to help break the cycle of vulnerability</p>

## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
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 and children where relevant)	Any kind of victim support service is available for men, women, 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 1st February 2016 and 30th June 2017.  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 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	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 with 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, not met this indicator.
		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, not met indicator.  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 since 30th June 2012.  If no to 3.1.1., not met indicator.  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	If yes to 3.1.1 AND there have been identified modern slavery cases of men, women, children, (or other relevant groups- foreign victims, forced labour victims, victims of commercial sexual exploitation etc), AND there are NO specific shelters or services for them.  This has also occurred between 1st February 2016 and 30th June 2017. NOT services are not available for a particular group, but no cases within that group were identified.  This indicator is measuring gaps in existing services.
		3.1.7 NEGATIVE No victims have accessed the services or shelters	If yes to 3.1.1, despite availability of services, victims have not accessed them  AND this has occurred between 1st February 2016 and 30th June 2017. Examples include cases where facilities exist, but victims are not being transferred to these facilities.  This indicator is measuring the use of existing services.



## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
	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 this has been provided between 1st February 2016 and 30th June 2017.</p> <p>If no to 3.1.1, indicator not met.</p> <p>NOT visas are available for victims- this is covered under M1 3.2.2.</p>
		3.2.2 Measures are in place to address the migration situation of victims who want to remain or be resettled	<p>Visas are available so that foreign victims can receive support either in country or in a third country after a reflection period has expired.</p>
		3.2.3 Services are child friendly	<p>If yes to 3.1.1, children have specialised services, separate shelters, or given some kind of special support (NOT including support in the criminal justice system)</p> <p>AND These are available between 1st February 2016 and 30th June 2017.</p> <p>Note: not dependent on 3.1.1.</p> <p>These visas include cover longer-term visas AND reflection periods) awarded on the basis of personal situation OR participation in court case.</p> <p>AND this has occurred since 30th June 2012.</p> <p>If no to 3.1.1, indicator not met. NOT children are placed in correctional facilities, boarding schools or other non-specialised institutions</p>
		3.2.4 Victims are assisted to make contact with their family or contact person of choice	<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 1st February 2016 and 30th June 2017.</p> <p>NOT Programs or 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, not met this indicator.</p>

## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
	3.3 Services have been evaluated	3.3.1 Training has been carried out for all staff providing direct assistance services	<p>If yes to 3.1.1, evidence of any training for those who provide direct victim support services.</p> <p>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</p> <p>OR Direct assistance is provided by fully qualified social workers, psychologists or doctors</p> <p>AND This has occurred since 30th June 2012.</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 is provided by unskilled volunteers.</p> <p>If no to 3.1.1, not met this indicator.</p> <p>NOT General modern slavery training is provided to social workers.</p> <p>Direct 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>
		3.3.2 Direct victim assistance services have been evaluated	<p>If yes to 3.1.1, evidence of formal reporting or evaluation of direct victim support services has been undertaken</p> <p>AND this has occurred once since 30th June 2012.</p> <p>Evaluation (internal or external) is defined as an assessment of the current services against the service objectives and incorporating client feedback.</p> <p>NOT a description of the program or services provided NOT ad hoc inspections without a clear sense of follow up activities.</p> <p>NOT evaluations of the national action plan- this is covered under M3 2.1.1.</p>
		3.3.3 Evaluations of services have been provided to the National Referral Mechanism or coordinating referral body	<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</p> <p>AND this has occurred once since 30th June 2012.</p>

## Milestone 1

Outcome	Activity	Indicator 2017/8	Rating description
Government coordinates the identification and referral of victims	4.1 Identification guidelines are used by all first responders	4.1.1 The government has clear national guidelines for identifying and screening victims for all first responders	National general guidelines exist for identification AND screening of victims AND have been distributed to all first responders AND this has occurred since 30th June 2012. 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
		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.	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.
		4.1.3 The guidelines clearly set out which organisations have the authority to identify victims of modern slavery	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 who can identify and certify victims of modern slavery.
	4.2 National Referral Mechanism is operating effectively	4.2.1 A 'National Referral Mechanism' brings together government and civil society to ensure victims are being referred to services	There is a national referral mechanism for victims of modern slavery AND includes government and non- government organisations AND operating during the period 1st February 2016 and 30th June 2017 A national referral mechanism is a group of approved NGOs and government agencies which refers victims to services. NOT evidence that victims have been referred without a national system in place
		4.2.2 There is evidence that victims are being referred to services using the National Referral Mechanism	There is evidence that victims are referred through the national referral mechanism AND this has happened once between 1st February 2016 and 30th June 2017



## Milestone 2: Criminal justice mechanisms function effectively to prevent modern slavery

Outcome	Activity	Indicator 2018	Rating description
Legislation deters citizens from committing crime of modern slavery	1.1 Relevant international conventions are ratified	1.1.1 Slavery Convention, 1926	Ratification, or succession (d) or accession (a) of 1926 Slavery Convention.  NOT signed the 1926 Slavery Convention, WITHOUT accession, succession or ratification.
		1.1.2 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956	Ratification, succession (d) or accession (a) of the 1956 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery.  NOT signed the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery 1956, WITHOUT accession, ratification, or succession.
		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 (A), accession (a), or Succession (d).
		1.1.4 Abolition of Forced Labour Convention ILO, No. 105, 1957	Status must be 'In Force' for the Abolition of Forced Labour Convention, No. 105, 1957  AND 'In Force' as of 30th June 2017.  NOT 'In force' for the Forced Labour Convention (1930).
		1.1.5 Domestic Workers Convention ILO No. 189, 2011	Status must be 'In Force' for the Domestic Workers Convention, No. 189  AND 'In Force' as of 30th June 2017.
		1.1.6 Worst Forms of Child Labour ILO 182, 1999	Status must be 'In Force' for the <i>Worst Forms of Child Labour Convention</i> , 1999 (ILO 182)  AND 'In Force' as of 30th June 2017.
		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 CRC Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict, 2000.  NOT signed the CRC 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 CRC 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 CRC 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.
		1.1.9 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 1990	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.  NOT signed or signed to succeed the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families 1990, WITHOUT accession, ratification, or succession.

## Milestone 2

Outcome	Activity	Indicator 2018	Rating description
		1.1.10 Protocol of 2014 to the Forced Labour Convention, P029, 1930	Status must be 'In Force' for the Protocol of 2014 to the Forced Labour Convention, P029, 1930 AND 'In Force' as of 30th June 2017
	1.2 Domestic legislation is in line with international conventions	1.2.1 Human trafficking is criminalised	<p>Human Trafficking is listed as a standalone article in the Penal Code or Criminal Code</p> <p>OR Human Trafficking is criminalised under a distinct piece of legislation</p> <p>AND Within either the penal code or distinct legislation human trafficking does not require movement of individuals across international borders</p> <p>AND The legislation covers men, women and children.</p> <p>Movement may include cross-border/transnational movement, or internal movement such as movement from a rural to urban location.</p> <p>Definition of trafficking includes action, means, and purpose.</p> <p>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 (eg. exploitation).</p>
		1.2.2 Slavery is criminalised	<p>Slavery is criminalised as a distinct crime.</p> <p>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.</p> <p>Slavery may be listed as a standalone crime in the Penal or Criminal Code or in trafficking specific legislation or in another act</p> <p>NOT Slavery is prohibited in the Constitution</p>
		1.2.3 Forced labour is criminalised	<p>Forced labour is criminalised as a distinct crime.</p> <p>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 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).</p> <p>The offence of forced labour must include</p> <p>(1) work performed under the menace of any penalty;</p> <p>(2) work for which the said person has not offered himself voluntarily.</p> <p>These two components must be present in order for the indicator to have been met.</p> <p>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>
		1.2.4 Use of children in armed conflict is criminalised	<p>Criminal code or standalone legislation specifically criminalises use of children in armed conflict.</p> <p>NOT where the age of recruitment is 18, but there is no criminalisation of the use of children in armed forces.</p> <p>Must cover use of children in state (national army) and armed groups (non-state armed groups).</p>
		1.2.5 Child prostitution is criminalised	<p>The penal or criminal code or trafficking legislation includes provisions that it is an offence:</p> <p>AND to buy sexual acts with a child.</p> <p>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>to sell/force a child into prostitution,</p>

## Milestone 2

Outcome	Activity	Indicator 2018	Rating description
Victims are able to access justice		1.2.6 Forced marriage is criminalised	Forced marriage is criminalised as a distinct crime, in the penal or criminal code, trafficking 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.
		1.2.7 NEGATIVE Criminal laws have disproportionate penalties	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 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.
	1.4 National laws recognise that victims are able to participate in court process to receive justice	1.4.1 National laws allow victims to participate in the legal system, regardless of their role as a witness	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 and 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.
		1.4.2 Law recognizes that victims should not be treated as criminals for conduct that occurred while under control of criminals	National laws recognise victims are not a criminal 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
		1.4.3 Visas to stay in the country are not dependent on victim participation in the court process	Visas to remain are not tied to participation in the court process. For example, visas are awarded to trafficking victims on the basis of humanitarian or personal reasons, not because they've agreed to participate 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	Victims have been arrested for crimes committed while under the control of the person exploiting them  AND This has occurred between 1st February 2016 and 30th June 2017.  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 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.



## Milestone 2

Outcome	Activity	Indicator 2018	Rating description
	2.1 Services exist to allow victims to access justice	2.1.1 Free legal services for victims of modern slavery are made explicit in legislation	<p>Any kind of free legal services or advice exists in legislation, including free legal advice, and free legal representation</p> <p>AND these are either specific to victims of modern slavery</p> <p>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.</p> <p>NOT Free legal services are only available for citizens, not foreign victims.</p> <p>NOT Free legal services are available for certain types of crime (such as violent crime) and modern slavery is not specified.</p> <p>NOT Free legal services are offered by NGOs, but not made explicit in legislation.</p> <p>If free legal services exist in legislation AND there is no evidence they are not being used, please rate as indicator met.</p> <p>If free legal services exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.</p> <p>If free legal services are NOT in legislation and no evidence of these being used, please rate as indicator not met.</p> <p>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.</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>Government operated or supported witness and victim protection mechanisms exist in legislation so that victims are not intimidated or interfered with INSIDE the court.</p> <p>Government operated or supported is defined as government run, or funded by government, or provided with in-kind support from the government.</p> <p>NOT applicable outside the court room, see M2, indicator 2.1.4.</p> <p>Victim protection mechanisms inside the courtroom refers to provision of video testimony, victims are not cross-examined, and victims are protected from perpetrators.</p> <p>If witness protection mechanisms exist in legislation AND there is no evidence they are not being used, please rate as indicator met.</p> <p>If witness protection mechanisms exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.</p> <p>If witness protection mechanisms are NOT in legislation and no evidence of these being used, please rate as indicator not met.</p> <p>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>

## Milestone 2

Outcome	Activity	Indicator 2018	Rating description
		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>Government operated or supported witness and victim protection mechanisms exist in legislation so that victims are not intimidated or interfered with OUTSIDE the court.</p> <p>Government operated or supported is defined as government run, or funded by government, or provided with in-kind support from the government.</p> <p>NOT applicable inside the court room, see milestone 2, indicator 2.1.3.</p> <p>Witness and victim protection mechanisms include an official witness protection program where individuals are provided with security, new identities, and relocation support, or protection where the victim's identity is not revealed to the public.</p> <p>If witness protection mechanisms exist in legislation AND there is no evidence they are not being used, please rate as indicator met.</p> <p>If witness protection mechanisms exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.</p> <p>If witness protection mechanisms are NOT in legislation and no evidence of these being used, please rate as indicator not met.</p> <p>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>
		2.1.5 The legal framework supports restitution or compensation for victims of modern slavery	<p>The legal framework allows victims of modern slavery to receive compensation for damages incurred as a result of exploitation</p> <p>OR the legal framework allows victims of modern slavery to receive restitution for damages incurred as a result of exploitation.</p> <p>Compensation is when a court orders the defendant (perpetrator) to pay the claimant (victim) for his/her loss.</p> <p>Restitution is when a court orders the defendant (perpetrator) to give up his/her gains to the claimant (victim).</p> <p>When the compensation and/ or restitution is available only for victims of violent crimes, please mark as indicator not met- this may exclude some victims of modern slavery who are not subject to violent crimes.</p> <p>If compensation and/ or restitution exists in legislation AND there is no evidence they are not being used, please rate as indicator met.</p> <p>If compensation and/or restitution exists in practice, but there is no evidence of their existence in legislation, please rate as indicator met.</p> <p>If compensation and/or restitution is NOT in legislation and no evidence of these being used, please rate as indicator not met.</p> <p>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>

Outcome	Activity	Indicator 2018	Rating description
		2.1.6 Child friendly services are provided for in legislation	<p>Legislation specifies that children require special services during the court case.</p> <p>NOT there is any evidence of child friendly services being used in court.</p> <p>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.</p> <p>If child friendly services exist in legislation AND there is no evidence they are not being used, please rate as indicator met.</p> <p>If child friendly services exist in practice, but there is no evidence of their existence in legislation, please rate as indicator met.</p> <p>If child friendly services are NOT in legislation and no evidence of these being used, please rate as indicator not met.</p> <p>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>
	3.1 Specialised police units are able to investigate modern slavery crimes	3.1.1 Specialised law enforcement units exist	<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,</p> <p>OR provide specialist support for colleagues</p> <p>AND this unit is operating since 30th June 2012.</p> <p>NOT Local level anti trafficking coordination bodies.</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. This has an impact on their ability to function. This lack of resources must have occurred between 1st February 2016 and 30th June 2017.</p>
		3.1.4 Units have Standard Operating Procedures for modern slavery cases	<p>If yes to 3.1.1, the unit or team has standard operating procedures for modern slavery cases</p> <p>AND must be specific to specialist units.</p> <p>NOT SOPs/ guidelines have been produced by an INGO in the last 5 years (since 30th June 2012) with no evidence of use by specialist unit.</p> <p>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.</p> <p>SOPs are NOT an internal memo recommending that police focus on modern slavery cases.</p> <p>SOPs are NOT a booklet handed out to police with indicators of modern slavery.</p>



## Milestone 2

Outcome	Activity	Indicator 2018	Rating description
	3.2 Increased number of quality prosecutions	3.2.1 Training is provided to the judiciary	<p>Training for the judiciary 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 judiciary has occurred once since 30th June 2012.</p> <p>Definition of training includes formal in person training, as part of broader curriculum on human rights or other training programs, or part of an online training program.</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 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 30th June 2012.</p> <p>Definition of training includes formal in person training, as part of broader curriculum on human rights or other training programs, or part of an online training program.</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 3.2.2, training is has occurred at least once to at least one of the above groups (judiciary or prosecutors) since 30th June 2012</p> <p>AND training has been delivered to a significant proportion 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 (judges, prosecutors) since 30th June 2012.</p> <p>NOT training has been delivered to each of these groups once since 2012.</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 1st February 2016 to 30th June 2017. Examples of too lenient include giving of fines, suspended sentences, and sentences are less than the prescribed minimum. Examples of too harsh are corporal punishment and capital punishment.</p>

**Milestone 3: Coordination occurs at the national and regional level, and governments are held to account for their response**

Outcome	Activity	Indicators 2018	Rating description
<b>Responses to modern slavery are coordinated</b>	1.1 National mechanisms exist to coordinate the response	1.1.1 National coordination body exists involving both government and NGOs	<p>National coordination body on modern slavery (trafficking, slavery, forced labour, children in armed conflict) exists that includes both NGOs and government representatives</p> <p>AND this group met at least once between 1st February 2016 and 30th June 2017.</p> <p>This body coordinates the whole of the government response to modern slavery.</p> <p>NOT a National Action Plan.</p> <p>NOT a group or body that refers victims. This is covered under Milestone 1, 4.2.1.</p>
		1.2.1 National Action Plan exists with clear indicators and allocation of responsibilities	<p>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</p> <p>AND this NAP covers part or all of the period 1st February 2016 to 30th June 2017.</p> <p>NOT Child labour NAPs, or broader human rights NAPs, women empowerment NAPs, unless they include a specific modern slavery section.</p> <p>NOT Regional action plans, such as the Regional Action Plan to End Child Marriage in South Asia (developed with SAARC countries).</p>
		1.3.2 Government routinely uses the National Action Plan as a framework for reporting its actions	<p>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/expenditure and implementation plans for the following year/s.</p> <p>If no to 1.2.1, then this indicator cannot be met.</p>
		1.3.5 Activities in the national action plan are fully funded	<p>If yes to 1.2.1, there is evidence that there is a budget attached to the NAP and this is fully funded.</p> <p>Still indicator met if the NAP is part funded by government and part funded by IOs or NGOs, but that all activities are funded.</p> <p>NOT The activities are costed, but it is unclear where this money is coming from OR there are reports of significant gaps in funding which is not plugged by IOs, NGOs or other agencies.</p> <p>If no to 1.2.1, then this indicator cannot be met.</p>
	2.1 Independent mechanisms exist to monitor the response	2.1.1 Independent entity to monitor the implementation and effectiveness of National Action Plan exists	<p>An independent entity is established to monitor the activities of the government in relation to their anti- modern slavery efforts.</p> <p>This body can be outside the NAP and does not have to only focus solely on modern slavery.</p> <p>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.</p> <p>NOT regional entities that inspect government responses, such as GRETA in Europe</p>

## Milestone 3

Outcome	Activity	Indicators 2018	Rating description
	3.1 General cross border collaboration exists	3.1.1 The government is involved in a regional response	<p>The government is part of a regional response.</p> <p>A relevant regional body includes:</p> <ul style="list-style-type: none"> <li>• A body with more than two country representatives as members of the group; and</li> <li>• A focus on some form of modern slavery.</li> </ul> <p>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, an MoU on proposed outcomes etc.)</p>
		3.1.3 Agreements exist between the government and countries of origin and/ or destination to collaborate on modern slavery issues	<p>Agreements exist between governments of countries of origin and/ or destination on modern slavery issues to collaborate on modern slavery issues</p> <p>NOT labour migration agreements- covered under M3 3.2.6</p> <p>NOT evidence of repatriation- covered under M3 3.2.1.</p>
	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.</p> <p>This could include repatriation mediated by IOM (MUST have evidence that police or government authorities refer victims to IOM).</p> <p>AND This has occurred since 30th June 2012</p> <p>NOT Evidence of deportation.</p> <p>Repatriation refers to the voluntary return of individuals to their home country with their consent.</p> <p>Deportation refers to the removal of an individual from a country without their consent.</p>
		NEGATIVE 3.2.4 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 foreign victims are deported to countries of origin without access to assistance.</p> <p>This occurred between 1st February 2016 and 30th June 2017.</p> <p>Note: if victims are arrested for crimes committed while enslaved, please refer to Milestone 2, 1.4.2</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 national legislation has been harmonised with EU requirements under EU law- See GRETA reports</p>



**Milestone 4: Risk factors, such as attitudes, social systems and institutions, that enable modern slavery are addressed**

Outcome	Activity	Indicator 2018	Rating description
<b>Government programming reflects and responds to known risk factors and drivers of modern slavery and patterns of exploitation</b>	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 30th June 2012. 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 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 30th June 2012. 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 30th June 2012. Evidence can include a broader government strategy which 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
	1.2 Government interventions are tailored to risks	1.2.1 Awareness campaigns target specific known risks of modern slavery	Any awareness campaign implemented by the government, which provides detailed information on how to avoid the risks of modern slavery AND has run at least once since 30th June 2012. 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.

## Milestone 4

Outcome	Activity	Indicator 2018	Rating description
Vulnerable populations do not become enslaved	1.3 Safety nets exist for vulnerable populations	1.3.2 The government conducts labour inspections in the informal sector to identify cases of modern slavery	<p>The government funds labour inspections which are conducted with specific intent of finding modern slavery victims in the informal sector.</p> <p>Government funding is defined as monetary or in-kind support.</p> <p>Informal sector includes workers in un-regulated industries. i.e. sex work, brick kilns, agriculture, fishing, and domestic work.</p> <p>AND these inspections have occurred since 30th June 2012.</p> <p>NOT private companies or corporates conduct their own inspections.</p> <p>NOT labour inspectors are trained on modern slavery. This is covered under M1 2.3.1</p>
		1.3.3 Affordable health care for vulnerable populations exists	<p>Affordable health care includes the presence of state health care schemes, community health schemes, or financial assistance focussed on providing access to health care for vulnerable groups.</p> <p>Health care is available for all and does not discriminate based on gender, ethnicity, religious background or geographic region.</p> <p>NOT Health care is available for victims of modern slavery- this is covered under M1 3.1.4.</p> <p>For example, 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.</p>
		1.3.4 Public primary education is available for all children regardless of ethno-cultural or religious background	<p>Public primary education system exists.</p> <p>Education is available for all children and does not discriminate based on gender, ethnicity, religious background or geographic region.</p> <p>For example, primary education is too costly, thereby excluding attendance by certain groups of children, or education is not available to Roma groups, please rate as indicator not met</p>
	1.4 Official complicity is illegal	1.4.1 National laws criminalise corruption in the public sector	<p>Public corruption is criminalised in legalisation.</p> <p>Public sector includes government officials, including police, immigration, and border guards. Corruption includes, at a minimum, bribery of officials. Please refer to legislation, not to instances of combatting corruption.</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 1st February 2016 to 30th June 2017.</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*</p>

## Milestone 4

Outcome	Activity	Indicator 2018	Rating description
	1.5 Social protections exist	1.5.1 Birth registration systems exist	<p>The government funds or supports birth registration systems that covers the entire population.</p> <p>Can include systems which are implemented or funded by INGOs, 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 % of people who are registered. Award indicator not met if less than 95% of the population is registered OR specific groups are missing. See UNICEF statistics and supplement with additional research on missing vulnerable populations. Vulnerable populations can include ethnic, cultural or religious groups who do not have equal access to birth registration. E.g. Roma populations</p>
		1.5.2 Systems are in place to allow asylum seekers to seek protection	<p>There are policies and procedures in place so that asylum seekers are able to access basic support and protection within a country's borders</p> <p>Services may be provided by IOs/NGOs with government support</p> <p>Government support is defined as development of the asylum seeker system, participation in the system, or monetary or in kind support.</p> <p>NOT</p> <p>Asylum seekers are detained without access to services</p> <p>NOT</p> <p>Asylum seekers are deported without their claims being assessed</p> <p>NOT</p> <p>Asylum seekers claims are assessed outside of the country where they sought asylum</p>
	1.6 Safety nets exist for migrant workers	1.6.3 Laws or policies state that private recruitment fees are paid by the employer, not the employee	<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</p>
		1.6.5 Labour laws extend to everyone, including migrant workers, domestic workers and those in the fishing and construction sectors.	<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>



## Milestone 4

Outcome	Activity	Indicator 2018	Rating description
		1.6.7 NEGATIVE Patterns of abuse of labour migrants are institutionalised, or systematic and unchecked	<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, makes it impossible to pay these fees 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 1st February 2016 and 30th June 2017.</p> <p>NOT instances of these abuses are reported, but the government is taking action against these.</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	<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 current defined as operating between 1st February 2016 and 30th June 2017.</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>
	1.7 Government provides support for citizens overseas	1.7.1 Government provides training for its consular staff on modern slavery	<p>Governments provide training for its embassy or consular staff before departure for a posting or during a posting.</p> <p>AND This has occurred once since 1st February 2012.</p> <p>Definition of training includes formal in person training, as part of broader curriculum on human rights or other training programs, or part of an online training program.</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	<p>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</p> <p>AND this has occurred at least once since 30th June 2012.</p> <p>This information can be found in modern slavery legislation, or on Ministry/ Department of Foreign Affairs websites.</p>
		1.7.5 NEGATIVE Diplomatic staff are not investigated for alleged complicity in modern slavery cases or abuse of victims	<p>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</p> <p>AND this has occurred between 1st February 2016 and 30th June 2017.</p>
	1.8 NEGATIVE Government places its population, or part of its population in forced labour	1.8.1 NEGATIVE State sanctioned forced labour exists	<p>Any form of state sanctioned labour, where the government forced the whole, or segments of the population, to work under threat of penalty, and for which work, the person or population has not offered himself voluntarily. Excludes compulsory military services, 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)*</p>

## Milestone 5: Government and business stop sourcing goods and services produced by forced labour

Outcome	Activity	Indicator 2018	Rating description
Government sources goods and services which 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 use of modern slavery in the purchase of public goods or services. These guidelines can include general guidelines on human rights, which include sub sections on modern slavery.
		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 that outline standards for public procurement, which explicitly prohibit using 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, not making purchasing decisions on price alone, 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
		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 30th June 2012.  OR if the policy has been adopted in the last two years (since 1st February 2015), it is enough that reporting is stipulated as part of regulating compliance.  The report can also 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, 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 30th June 2012.
		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 to implement corrective action plans who have identified issues with the use of forced labour.  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 30th June 2012.
	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 over 36 million GBP pa to report on their actions to combat modern slavery
		2.1.2 Governments have identified high risk sectors and 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 in a particular sector to tackle modern slavery. These initiatives can be broader initiatives that cover off sustainability, health and safety etc, but must include some elements of tackling modern slavery.  For example, the sustainable textile partnership in Germany

## Milestone 5

Outcome	Activity	Indicator 2018	Rating description
		2.1.3 Laws or policies allow governments to create a public list of businesses who have been found to tolerate slavery in their supply chains	The government has worked with business and NGOs to create a public list of businesses which 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.
		2.1.4 Governments implement a responsible investment reporting requirement for investment funds and banks head-quartered in their country to ensure that investment does not support modern slavery	Investment funds and banks head quartered the country have to 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 30th June 2012 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 slavey forms part of this reporting.
		2.1.5 Laws or policies prevent the import of goods and services made with forced labour	The government has prohibited the import of goods and services made with forced labour. For example, the US Tariff Act.
		2.1.6 Laws are in place that make it a criminal offence for Company Directors or companies who fail to prevent modern slavery and failed to undertake reasonable due diligence in first tier supply chain.	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.

## Process

Across each of the five milestones are a total of 104 indicators to determine how well a government is responding to modern slavery. These indicators include 'positive indicators' which cover actions the government is taking to achieve each milestone. These indicators are supplemented by standardised 'negative indicators', which attempt to measure implementation of a particular activity. For example, if shelters exist for human trafficking 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 modern slavery. These include state-sanctioned forced labour, high levels of government complicity,

criminalisation of victims, deportation of potential victims, and policies which tie migrant workers to their employers. Ratings are awarded (scores of either 1, 0 or -1) based on the results of a comprehensive research inquiry in order to quickly identify if a positive indicator has been achieved (0 or 1) or if there is evidence that supports the awarding of a negative indicator (0 or -1). This data is gathered from publicly-available desk research, interviews with in-country experts, and surveys extended to government and NGOs. Desk research was conducted by 25 individuals with a law background and/or certain language skills. Data was verified at the national level by a second reviewer and at the end of data collection processes by reviewing an individual indicator for all countries.

### 3) SUMMARY: WALK FREE FOUNDATION GOVERNMENT RESPONSES VS THE CALL TO ACTION

During the UN General Assembly week, the UK Government launched a Call to Action, which aims to intensify action towards the achievement of SDG 8.7 and related SDGs, by calling all nations to *'stand together in our commitment to combatting the exploitation of human beings for the purposes of compelled labour or commercial sex through the use of force or other forms of coercion, or fraud, whether we describe this compelled service as human trafficking, modern slavery or forced labour.'*

The Call to Action outlines an agenda for action in line with existing counter trafficking frameworks laid out in the *UN Trafficking Protocol*, 2000. Under the Call, (1) governments are requested to:

1. Ratify international conventions;
2. Develop and publish national strategies;
3. Strengthen law enforcement and criminal justice responses;
4. Put victims first;
5. Eradicate forced labour, modern slavery, human trafficking, and the worst forms of child labour from our economies; and
6. Strengthen cooperation regionally and internationally.

The Call to Action also calls for (2) enhanced international cooperation to:

- a. Build the evidence base;
- b. Address the resourcing gap;
- c. Enhance international cooperation on law enforcement;
- d. Reduce the drivers of forced labour, modern slavery, human trafficking and worst forms of child labour; and
- e. Ensure that victims can access the restorative support they need.

These key action areas broadly align with the conceptual framework underpinning the data collected by the Walk Free Foundation for the government response section of the Global Slavery Index. The first milestone in the conceptual framework addresses the degree to which survivors of slavery are supported to exit slavery and empowered to break the cycle of vulnerability. It corresponds to those indicators in the Call to Action which are concerned with victim-centred approaches and raising public awareness about trafficking (action areas 4 and e). Milestone two seeks to ensure that national legislation and justice systems are sufficiently robust to penalise perpetrators, while being sensitive to victims' needs (action areas 1, 3 and c). The third milestone in the conceptual framework covers elements of action areas 2 and 6 in the Call to Action. Milestone four corresponds to action areas a) and d) of the Call to Action and deals with governments' efforts to conduct research into modern slavery so that they can better understand the phenomenon, thus informing sound policy decisions. Finally, milestone five corresponds to action area 5, which examines whether businesses and governments are required to exercise due diligence in their procurement processes to ensure the production of slavery-free goods and services.



**TABLE 2: Mapping of the Call to Action against the Walk Free Foundation government response conceptual framework**

Call to Action 'Action area'	Description	Government response indicator	Description
1(i)	Ratify and ensure the effective implementation of relevant international conventions, protocols, and frameworks including the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol), supplementing the UN Convention against Transnational Organized Crime	M2 1.1.3	Ratify/acceded to/succeeded/accept Palermo Protocol
		M2 1.2.1	Human trafficking is criminalised
		M2 1.2.2	Slavery is criminalised
		M2 1.2.3	Forced labour is criminalised
		M2 1.2.4	Children in armed conflict is criminalised
		M2 1.2.5	Child prostitution is criminalised
		M2 1.2.6	Forced marriage are criminalised
	as well as by developing and accelerating effective implementation of our own domestic legislation; to ensure that forced labour, modern slavery, human trafficking and the worst forms of child labour are never tolerated in our societies.	M2 1.2.7	NEGATIVE Penalties are disproportionate
		1(ii)	Develop and publish national strategies that:
		M3 1.2.1.	National action plan exists
			set out a comprehensive approach across the four key elements of prosecution, protection, prevention and partnerships; focusing on the root causes as well as the response
		M3 1.2.1.	National action plan exists
			take steps to measure, monitor and share data on prevalence and response to all such forms of exploitation, as appropriate to national circumstances;
		M4 1.1.1; M4 1.1.2	Government funds research
1(iii)	promote cooperation amongst the full range of stakeholders needed for effective prevention and response; including private sector, civil society, and law enforcement and other frontline agencies;	M3 1.1.1	National Coordination Body exists
		M3 3.1.1	Regional inter-government response
		M3 3.1.3	Country collaboration agreements
		M3 3.2.1	Government facilitates repatriation
		M3 3.2.6	Labour migration agreements
	Raise awareness and improve understanding of the issues amongst the general public and amongst communities vulnerable to exploitation.	M1 1.1.1	Campaigns promote hotline
		M1 1.1.2	Campaigns systematic
		M4 1.2.1	Campaigns target risks
		M1 2.3.1	Training regulatory responders
	Strengthen law enforcement and criminal justice responses in order to rapidly enhance capacity to identify, investigate, and disrupt criminal activity;	M2 3.1.1	Special police units
		M2 3.1.3	NEGATIVE units insufficiently resourced
		M2 3.1.4	Units have special operating procedures (SOPs)
			strengthen international legal cooperation, including through mutual legal assistance and extradition;
		No corresponding indicator(s)	

Call to Action 'Action area'	Description	Government response indicator	Description
	and bring perpetrators to justice by applying sufficiently stringent penalties consistent with our legal obligations.	M2 1.2.7	NEGATIVE Penalties are disproportionate
		M2 3.2.5	NEGATIVE Judicial rulings disproportionate
<b>1(iv)</b>	Put victims first, including by putting effective mechanisms in place to help ensure that all victims are identified, are protected	M1 1.1.1	Campaigns promote hotline
		M1 1.1.2	Campaigns systematic
		M1 1.1.3	Public reports increase
		M1 2.1.1	Hotline exists
		M1 2.1.2	Hotline covers all
		M1 2.1.3	Hotline free
		M1 2.1.4	Hotline 24/7
		M1 2.1.5	Hotline multilingual
		M1 2.2.1	Training identification police
		M1 2.2.4	NEGATIVE No victims identified
		M1 2.3.1	Training regulatory responders
		M1 2.3.3	Training systematic
		M1 4.1.1	Screening guide
		M1 4.1.2	Presumed victims category
		M1 4.1.3	Guidelines identify organisations
		M1 4.2.1.	National Referral Mechanism (NRM)
		M1 4.2.2	Victims identified using NRM
	have access to justice,	M2 1.4.1	Victim legal participation
		M2 1.4.3	Visa without court process
		M2 2.1.1	Free legal services
		M2 2.1.3	Protection inside courtroom
		M2 2.1.4	Protection outside courtroom
		M2 2.1.5	Restitution available
		M2 2.1.6	Child-friendly justice
		M2 3.2.1	Judiciary training
		M2 3.2.2	Prosecutors training
		M2 3.2.4	Training systematic
	and appropriate support;	M1 3.1.1	Victim services exist
		M1 3.1.2	NEGATIVE victims detained
		M1 3.1.3	Government funds services
		M1 3.1.4	Health services
		M1 3.1.5	NEGATIVE gaps in services
		M1 3.1.7	NEGATIVE services not used
		M1 3.2.1	Reintegration support
		M1 3.2.2	Options to remain
		M1 3.2.3	Services child-friendly
		M1 3.2.4	Family reunification
		M1 3.3.1	Direct assistance staff trained
		M1 3.3.2	Services evaluated
		M1 3.3.3	NRM received evaluations

Call to Action 'Action area'	Description	Government response indicator	Description
1(v)	Eradicate forced labour, modern slavery, human trafficking, and the worst forms of child labour from our economies (both formal and informal) by developing regulatory or policy frameworks, as appropriate, and working with business to eliminate such practices from global supply chains; whilst addressing government procurement practices, and building a culture of consumer awareness which supports such action and promotes decent work.	M2 1.4.5	Victims not criminals (legislation)
		M2 1.4.5	NEGATIVE Victims treated criminals
		M5 1.1.1	Guidelines Public Procurement (PP) officials
		M5 1.1.2	PP policies
		M5 1.1.3	Annual PP reports
		M5 1.1.4	Training PP officials
		M5 1.1.5	Remedial action taken
		M5 2.1.1	Business reports anti-slavery efforts
		M5 2.1.2	Risk sectors identified
		M5 2.1.3	Offending businesses list
		M5 2.1.4	Slavery-free investment
		M5 2.1.5	Forced labour import banned
		M5 2.1.6	Due diligence required
1(vi)	Strengthen cooperation regionally and internationally including, as appropriate: facilitating better data-sharing; supporting international legal cooperation during investigations and prosecutions; preventing safe havens for criminals; exchanging best practices; collaborating on victim identification, protection, reintegration and repatriation; and providing appropriate technical and financial support to partners.	M3 3.1.3	Country collaboration agreements
		M3 3.2.1	Government facilitates repatriation
		M3 3.2.4	NEGATIVE foreigners immigration violation
		M3 3.1.3	Country collaboration agreements
2(iv)	Enhanced international cooperation on law enforcement responses to end the impunity of criminal groups, including transnational criminal organizations, individuals, and complicit government officials.	M3 3.2.1	Government facilitates repatriation
		M3 3.2.4	NEGATIVE foreigners immigration violation
		M4 1.4.1	Law criminalises corruption
		M4 1.4.3	NEGATIVE complicity widespread
2(v)	Increased focus and cooperation on the measures that can be taken to reduce the drivers of forced labour, modern slavery, human trafficking, and the worst forms of child labour and to protect the most vulnerable; including those affected by conflict and humanitarian situations, people on the move, marginalised groups, and women and children.	M4 1.7.5	NEGATIVE diplomatic staff uninvestigated
		M4 1.2.1	Campaigns target risks
		M4 1.3.2	Labour inspections informal sector
		M4 1.3.3	Affordable health care
		M4 1.3.4	Education for all
		M4 1.5.1	Birth registration
		M4 1.5.2	Asylum seekers protection
		M4 1.6.3	Employer pays fees
		M4 1.6.5	Labour laws cover all

Call to Action 'Action area'	Description	Government response indicator	Description
2(vi)	Ensure that victims can access the restorative support they need, including through better victim safeguarding coordination to connect victims to appropriate support and reintegration services to reduce the risk of re-exploitation.	M1 3.1.1	Victim services exist
		M1 3.1.2	NEGATIVE victims detained
		M1 3.1.3	Government funds services
		M1 3.1.4	Health services
		M1 3.1.5	NEGATIVE gaps in services
		M1 3.1.7	NEGATIVE services not used
		M1 3.2.1	Reintegration support
		M1 3.2.2	Options to remain
		M1 3.2.3	Services child-friendly
		M1 3.2.4	Family reunification
		M1 3.3.1	Direct assistance staff trained
		M1 3.3.2	Services evaluated
		M1 3.3.3	NRM received evaluations
3	Commit to assess our progress towards the achievement of these aims in a transparent manner; including by publishing our national strategies or relevant progress reports annually, and by reporting on progress towards achieving SDG Target 8.7 as part of the wider follow-up and review process for achieving Agenda 2030.	M3 1.1.1	National Coordination Body exists
		M3 1.2.1.	National action plan exists
		M3 1.3.2	Plan used to report
		M3 2.1.1	Plan monitored independently



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Girls attending the Adolescent Learning Resource Centre in Satkhira, Bangladesh, in 2010. The Adolescent Learning Resource Centre aims to improve sexual reproductive health and rights of adolescents to prevent human trafficking and early marriage.

*Photo credit, ©VSO*





## APPENDIX 2:

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