



AFRICA REGION REPORT

THE
**GLOBAL
SLAVERY
INDEX**
2018



WALK FREE
FOUNDATION

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Further reading

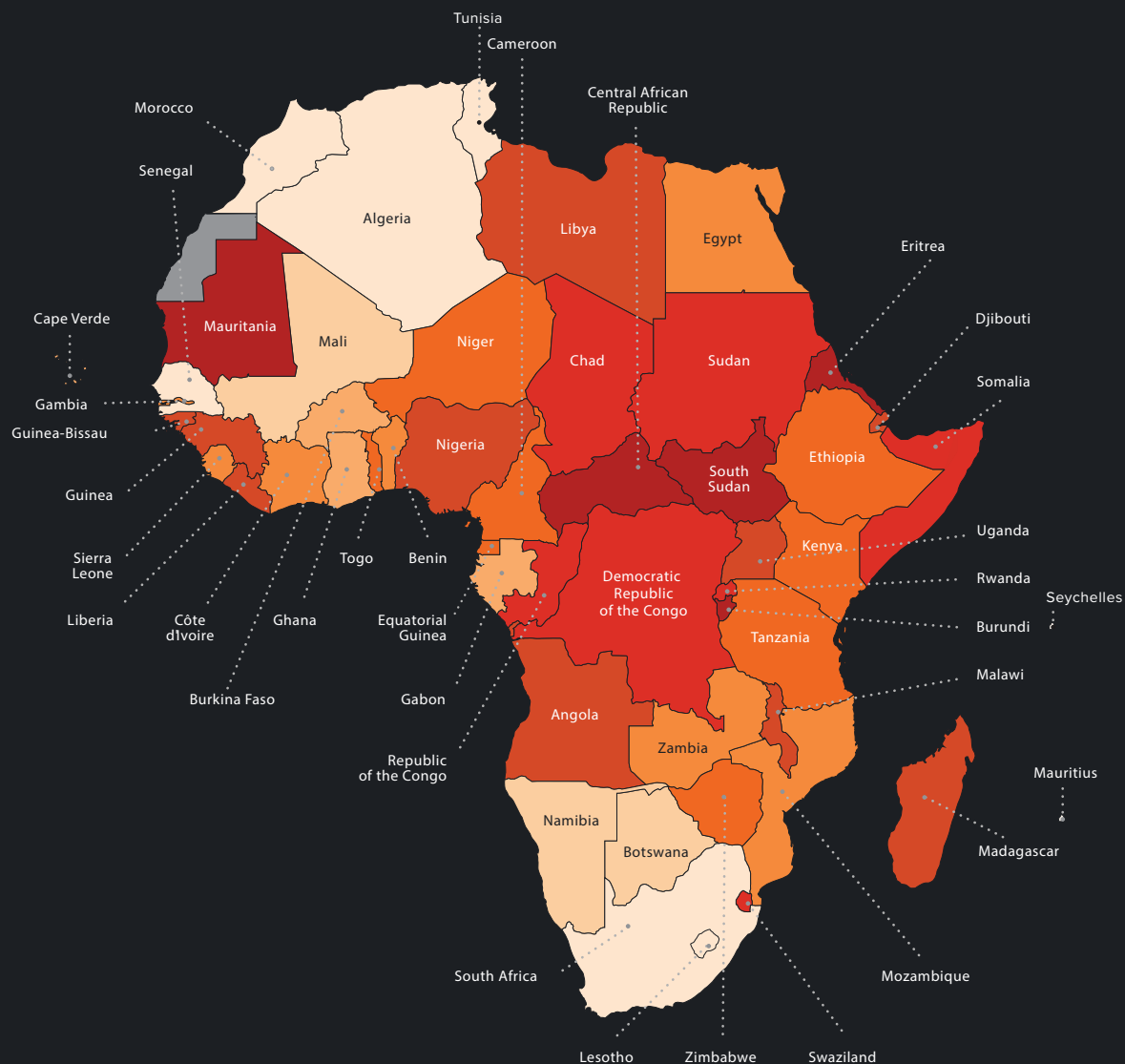
This report is part of a series that builds on the information presented in *The Global Slavery Index 2018* to provide an in-depth look at modern slavery at a regional level. The reports will be available from <https://www.globalslaveryindex.org/resources/downloads/> as they are released. *The Global Slavery Index 2018* is now available to download.

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AFRICA

REGION HIGHLIGHTS



Estimated Number Of
People in Modern Slavery

9,240,000

Forced labour
percentage

37%



Average Vulnerability Score

62/100



Regional Proportion
of Global Estimate

23%

Forced marriage
percentage

63%



Average Government Response Score

AAA

AA

A

BBB

BB

B

CCC

CC

C

D

SPOTLIGHT ON PROGRESS



Although African countries face challenges in effectively responding to all forms of modern slavery, many countries in the region are taking steps to strengthen their responses. Improvements in the legislative framework have occurred across the region with some notable examples. Côte d'Ivoire,¹ Morocco,² and Tunisia³ enacted comprehensive trafficking legislation in 2016 – a new development since the 2016 Global Slavery Index. As a result, in 2017, nearly 70 percent of African countries had criminalised human trafficking, an increase from the nearly 60 percent reported in the previous Global Slavery Index in 2016.

Kenya has demonstrated increasing efforts to eliminate modern slavery. In 2016, the government assigned labour attachés to Kenyan missions in Qatar, the United Arab Emirates (UAE), and Saudi Arabia to protect vulnerable citizens employed in those countries.⁴ This is in response to the exploitation of large numbers of Kenyans migrating to the Middle East every year. These individuals are generally lured by promises of work, in the hope of sending remittances back to their families in Kenya. Instead they are exploited and abused by their employers.⁵ Overall, Kenya improved its government responses rating since the 2016 Global Slavery Index (from a CC rating to a CCC rating).

When compared with countries that have stronger economies, Sierra Leone also stands out as taking relatively robust action. Most notably, Sierra Leone's coordination body, the Inter-Agency Human Trafficking Task Force, resumed activities in 2015 and approved the 2015-2020 National Action Plan. There is also evidence that an informal National Referral Mechanism has been implemented in Sierra Leone and is being used by the government and NGOs to refer victims of modern slavery.⁶

Elsewhere in the region, some governments are to be commended for collaborative efforts to end modern slavery. The Nigerian government is collaborating with the UK's National Crime Agency, Border Force, and the Crown Prosecution Service to build its capacity to respond to human trafficking,⁷ including joint operations at Gatwick and Heathrow airports on profiling and identifying victims of trafficking and suspected traffickers.⁸ The governments of Côte d'Ivoire and Ghana have taken steps to work with business and civil society to end the worst forms of child labour in the production of cocoa under the Harkin-Engel Protocol⁹ and the associated International Cocoa Initiative.¹⁰ Although the effectiveness of the protocol in reducing the number of children in hazardous child labour has been questioned,¹¹ it is an important example of cross-sectoral collaboration – a critical factor in eliminating modern slavery from the economy.

EXECUTIVE SUMMARY



Slavery is often, and mistakenly, understood as a relic of the past. Modern slavery exists in every country in the world today and takes many forms in African nations. As recent as 2017 and 2018, we have seen men from Sub-Saharan Africa auctioned at slave markets in Libya¹² and Nigerian girls kidnapped by Boko Haram and subjected to sexual slavery¹³ and forced marriages.¹⁴ In Mauritania and Niger, where descent-based slavery is still practiced, people are born into slavery, live their entire lives under the direct control of their masters, and are treated as property.¹⁵

The sheer scale of displacement in the region is a major factor leading to high levels of prevalence of modern slavery. In the Democratic Republic of Congo, more than four million people were internally displaced in 2017,¹⁶ and in South Sudan as of May 2017, civil war had led to the displacement of more than four million people.¹⁷ This displacement, together with other consequences of conflict, such as physical and sexual violence, political instability, disruption to rule of law, and weak law enforcement, has contributed to increased vulnerabilities of people to exploitation, human trafficking, forced labour, and forced marriage in the region.

Migration from countries in Sub-Saharan Africa, either to neighbouring Sub-Saharan countries, or further afield to Europe or the United States has increased dramatically. Between 2010 and 2017, the total number of emigrants worldwide from all Sub-Saharan African countries grew by 31 percent.¹⁸ As a result of this increased migration, hundreds of thousands of Sub-Saharan African migrants have gathered in North Africa, particularly in Libya, which has become a transit zone for migrants to Europe and other countries outside Africa. Living in overcrowded camps and detention centres, migrants are at severe risk of different types of exploitation, including abuse, rape, kidnapping, and trafficking.¹⁹

Africa has the highest prevalence of forced and child marriage in the world. UNICEF data indicate that if current trends continue, half of the world's child brides will be found in Africa by 2050.²⁰ The interplay between conflict and forced marriage is evident through numerous reports of armed and insurgent groups forcing young girls into marriage. Forced and child marriage in Africa is also driven by poverty and gender inequality.

Estimating modern slavery in Africa

In 2017, the Walk Free Foundation and the International Labour Organization (ILO), together with the International Organization for Migration (IOM), produced the Global Estimates of Modern Slavery, estimating that 40.3 million people were living in modern slavery on any given day in 2016. Of this number, an estimated 9.2 million men, women, and children were living in modern slavery in the Africa region.²¹ Although these are the most reliable estimates of modern slavery to date, they should be interpreted cautiously and considered very conservative, given the gaps and limitations of data generally and for this region in particular.

The current Global Estimates of Modern Slavery do not cover all forms of modern slavery; forms such as trafficking for the purposes of organ removal, child soldiers, or child marriage cannot be adequately measured at this stage. Given that the UN documented some of the highest numbers of cases of children recruited and used in conflict in 2016 in the Africa region, such as in Nigeria, Somalia, and South Sudan,²² the estimated prevalence of modern slavery would likely be much higher if this form of exploitation was included. In Africa, efforts to produce accurate estimates of modern slavery were hampered by substantial gaps in the available data, which include lack of data from countries in conflict and data on forced marriage. It is typically not possible to survey in countries that are experiencing profound and current conflict, such as Libya, South Sudan, and parts of Nigeria, and data from these countries are likely to understate the problem.²³ Taken together, these gaps point to a significant underestimate of the extent of modern slavery in this region.

Key findings from the Global Slavery Index

In the Africa region, there are three key trends that arise from the regional and national estimates of modern slavery, measures of vulnerability, and assessment of government responses.

First, the countries with the highest prevalence of modern slavery in Africa are all severely affected by conflict.

Eritrea, the Central African Republic, South Sudan, Somalia, and the Democratic Republic of the Congo are among the 10 countries with the highest prevalence of modern slavery in the Africa region and all have been affected by protracted conflict or civil war and have experienced record high rates of displacement.²⁴

The role that conflict plays in compounding vulnerability to modern slavery is widely recognised. Not only has the Africa region the highest average vulnerability score (62 percent) of the five regions in the Global Slavery Index, but vulnerability data at the national level also shows that all African countries with high prevalence rates also display high levels of vulnerability. This is particularly true when looking at indicators of the effects of conflict and governance issues. This finding is unsurprising given the disruption to, and often complete dismantling of, the rule of law, damage to critical infrastructure, and limited access to education, health care, and food and water as a result of conflict. Across all dimensions of vulnerability, the highest score was found in the Central African Republic (100 percent). Similarly, government response data highlights the disruption caused by conflict to government functions. Libya, Eritrea, and the Central African Republic score lowest on government responses in the region (D rating) and all have experienced conflict and high levels of displacement in recent years. Due to the ongoing conflict and extreme disruption to government functioning, South Sudan was excluded from the government responses assessment this year.

Second, Africa has by far the highest prevalence of forced marriage globally, at 4.8 victims for every 1,000 people.²⁵

According to the Global Estimates of Modern Slavery, more than one-third of victims living in a forced marriage globally were children at the time of marriage and 96 percent of those were girls.²⁶ Our surveys confirm that all countries surveyed in Africa have high forced marriage rates.²⁷ This finding is also consistent with data on child marriage that shows that Africa is home to 17 of the 20 countries with the highest rates of child marriage in the world.²⁸ There are many reasons for vulnerability to forced marriage, but the interplay between conflict and forced marriage is particularly evident where forced marriage is often used as a weapon of war, such as in Nigeria or the DRC.²⁹ Conflict can create a climate in which sexual violence tends to be more widespread, as there is limited rule of law and impunity for perpetrators.³⁰

In such environments, women and girls are abducted by armed groups and forced to marry rebel soldiers, enduring sexual, physical, and psychological abuse.³¹ This is also supported by national-level data on vulnerability to modern slavery: many of the countries where early and forced marriage rates are suspected to be high exhibit high levels of vulnerability due to the effects of conflict, such as the Central African Republic, Nigeria, South Sudan, and Mali.

It is, however, important to also consider the role of gender inequality in instances of child marriage in Africa. Child marriage is driven by longstanding sociocultural practices, such as dowry or bride price, and underlying beliefs about gender roles and sexuality.³² Other drivers include poverty³³ and limited educational opportunities for women and girls.³⁴ Government response data also highlight gaps in the legal framework and policy responses. While 34 of the 50 African countries assessed under the Government Response Index have criminalised human trafficking, only seven have criminalised forced marriage.³⁵ Further, only 15 countries have provided access to primary education for over 90 percent of the population.³⁶ An effective approach to

eliminating this practice must go beyond a legislative response to address underlying cultural and belief systems that drive forced and child marriage. For example, community empowerment programs, such as the Tostan program, has been found to empower women and girls and reduce rates of child marriage.³⁷ It is therefore important that countries in Africa scale up their efforts to respond to forced marriage, starting with criminalising this form of modern slavery, all the way through to investing in education and community and women's empowerment programs.

Third, the two countries with the highest estimated prevalence of modern slavery within the Africa region, Eritrea and Burundi, also have a strikingly high prevalence of state-imposed forced labour.

In Eritrea, nearly one in 10 people are in modern slavery, many of whom are exploited as conscripts and forced to work for indefinite periods of time under the government's system of national service.³⁸ In Burundi, compulsory civic service means that citizens are forced to work without compensation in "spheres of public interest," such as education, national defence, or reconstruction, to boost economic development.³⁹ Both Burundi and Eritrea score particularly low on governance measures of vulnerability, which means that they are more politically unstable, more autocratic, have less effective government responses, and typically do not provide a high level of physical security for women. The presence of state-imposed forced labour undermines at best, and at worst renders meaningless, any government response to modern slavery. Eritrea and Burundi are both among the five countries with the weakest response to modern slavery in the Africa region (D and C rating respectively).

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The Africa region had the highest average vulnerability score (62 percent) of the five regions in the Global Slavery Index.



Recommendations

- › **Governments should strengthen existing legislative responses to ensure all forms of modern slavery are criminalised.** Benin, Burkina Faso, the Democratic Republic of Congo, Ghana, Madagascar, Rwanda, and South Africa are the only countries that have criminalised forced marriage in the region. All other countries should follow suit by criminalising forced marriage and raising the age of marriage to 18 for men and women.
- › **Governments must ensure that legal loopholes that facilitate state imposed forced labour are closed and that state imposed forced labour is abolished in practice.** The governments of Burundi, Egypt, Eritrea, Libya, Madagascar, Mali, Rwanda, and Swaziland should work closely with the International Labour Organization to eliminate state imposed forced labour among their populations.
- › **All governments should increase the focus on modern slavery caused by conflict and forced displacement.** Increase funding and resources, by seeking funding from donor governments and working with international organisations if required, to improve living conditions for migrants in refugee camps and detention centres, particularly in the Horn of Africa and North Africa, and to establish alternatives to migrant detention, including safe spaces for women, children, and other vulnerable migrants.
- › **Governments should scale up efforts to address root causes and risks of (labour) migration.** Expand protection for victims exploited in other countries by establishing labour migration agreements between African countries that include protection for migrant workers and extending labour inspections in the informal sector. Destination countries, particularly in North Africa, should protect the rights of migrants regardless of whether their entry was legal. Reduce “pull factors” of migration by providing economic opportunities in home countries, especially for African youth in Sub-Saharan Africa.
- › **All governments should ensure that a gender perspective is incorporated into any modern slavery response.** Governments should provide victim support services specialising in supporting victims of gender-based violence (such as victims of forced sexual exploitation and forced marriage), mainstreaming understanding of women’s rights into national action plans, and the empowerment of women and girls through education. Support and extend existing community empowerment programs to increase understanding and respect of human rights and tackle related social issues, such as child marriage. Scale up support for displaced persons, particularly women and girls in conflict zones, to prevent trafficking and exploitation.

A family prepare their meal on 7 March 2007 inside their shack made of corrugated iron and wood in a shanty town in Nouakchott’s El-Mina quarter, Mauritania, which is mainly inhabited by the descendants of ancient slaves.

Photo credit: Georges Gobet/AFP/Getty Images.

ABOUT THE INDEX

Walk Free Foundation

Modern slavery is a complex and often hidden crime that crosses borders, sectors, and jurisdictions. The Walk Free Foundation believes that a strong multifaceted approach is needed to end modern slavery. This includes building a robust knowledge base to inform action, driving legislative change in key countries and harnessing the power of businesses and faiths. Through a combination of direct implementation, grassroots community engagement, and working in partnership with faiths, businesses, academics, NGOs, and governments around the world, the Walk Free Foundation believes we can end modern slavery.

The Walk Free Foundation provides the Secretariat for the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime, and champions business sector engagement in this regional program. It is also advocating strongly for all leading global economies to enact laws to ensure all organisations are held accountable for taking proactive steps to remove modern slavery from their supply chains.

The Walk Free Foundation's Global Slavery Index has developed world leading research to provide measurement of the size and scale of modern slavery, as well as assess country-level vulnerability and governmental responses. Together with the International Labour Organization (ILO) and the International Organization for Migration (IOM), the Walk Free Foundation developed the joint Global Estimates of Modern Slavery.

Alongside this, the Global Freedom Network is working to catalyse world faiths in the fight against modern slavery. The Walk Free Foundation is also scaling effective anti-slavery responses in partnership with the Freedom Fund and seed funded the global activist movement, Freedom United, whose community of eight million supporters are campaigning for change. The Walk Free Foundation continues to work with faiths, governments and NGOs throughout the world to agitate for change and support initiatives dedicated to the eradication of modern slavery in all its forms.

What is modern slavery?

FIGURE 1

Modern slavery is an umbrella term



Terminology

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

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

Refer to Appendix 1 in the 2018 Global Slavery Index for full terminology, available for download at www.globalslaveryindex.org.

About modern slavery

Modern slavery is a hidden crime that affects every country in the world. In the period between this Index and the last (published in 2016), modern slavery was found in many industries including garment manufacturing, mining, and agriculture, and in many contexts, from private homes to settlements for internally displaced people and refugees. Instances have been identified in Thai fishing, coal mining in North Korea, in the homes of diplomats in Australia, car-wash stations in the United Kingdom, cocoa agriculture in Côte d'Ivoire, and cattle ranching in Brazil, just to name a few examples.

Modern slavery impacts on all of us, from the food we consume to the goods we purchase. It is everyone's responsibility to address and eliminate this crime everywhere it occurs.

Nearly every country in the world has committed to eradicate modern slavery through their national legislation and policies. Governments have a central role to play by enacting legislation, providing safety nets to their populations, and pursuing criminals who participate in this heinous crime. As no single actor can address all these challenges, governments need the support and engagement of the private sector, civil society, and the community at large.

The Index

The Global Slavery Index is a tool for citizens, non-government organisations (NGOs), businesses, and governments to understand the size of the problem, existing responses, and contributing factors so that they can advocate for and build sound policies that will eradicate modern slavery.

All supporting data tables and methodology are available to download from the Global Slavery Index website:

www.globalslaveryindex.org.

METHODOLOGY

Estimating prevalence

In 2017, the inaugural Global Estimates of Modern Slavery were produced by the ILO and the Walk Free Foundation in partnership with IOM.⁴⁰ The regional estimates produced through this collaboration form the starting point for the national level estimates presented here for 167 countries.

These national estimates were calculated⁴¹ using individual and country-level risk factors of modern slavery. The analysis draws on data from nationally representative surveys implemented through the Gallup World Poll, including a module on modern slavery in 48 countries, and data from the Global Slavery Index Vulnerability Model.

The final set of risk factors were selected from an exhaustive list of variables to optimally predict confirmed cases of forced labour and forced marriage. The model was then used to generate average predicted probabilities of modern slavery by country. The regional totals in the 2017 Global Estimate were then apportioned based on each country's average predicted probability of modern slavery. A final calculation accounting for state imposed forced labour was performed to reach the final estimated prevalence of all forms of modern slavery.

A detailed description of the methodology is set out in Appendix 2: Part B of the Global Slavery Index, available for download at www.globalslaveryindex.org.



Interviewer for Gallup conducting an interview in Nepal.

Photo credit: Gallup.

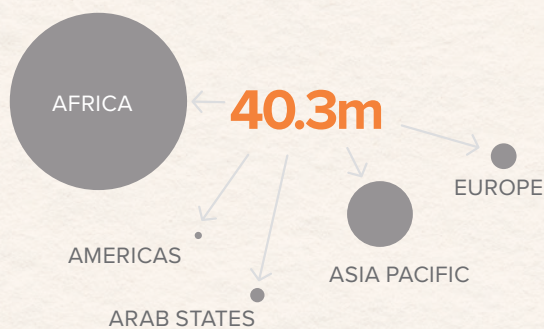
FIGURE 2

Estimating the prevalence of slavery at the national-level



1/ Individual and country-level risk factors were identified and then used to build a model that predicts modern slavery. This drew on data from the Global Slavery Index Vulnerability Model and nationally representative surveys.

2/ Individual predictions were aggregated into country-level risk scores.



3/ Regional-level population estimates of modern slavery from the 2017 Global Estimate were allocated to individual countries in the region, proportionate to each country's relative risk.

4/ The number of victims was then estimated by applying the country prevalence estimate to population data for each country and estimates of state imposed forced labour added to arrive at the final estimate of all forms of modern slavery.

Measuring vulnerability

The Global Slavery Index Vulnerability Model is built on statistical testing and processes to identify the factors that explain or predict the prevalence of modern slavery. The 2018 Vulnerability Model provides a risk score for 167 countries based on an analysis of data covering 23 risk variables across five major dimensions.

Refer to Appendix 2: Part A in the Global Slavery Index, available for download at www.globalslaveryindex.org.

FIGURE 3
Vulnerability Model 2018



Measuring government response

The Government Response Index provides a comparative assessment of the legal, policy, and programmatic actions that 181 governments are taking to respond to modern slavery. This is based on data collected on 104 indicators that are relevant to understanding how each government is tracking towards achieving five milestones:

- 1/ Survivors of slavery are identified and supported to exit and remain out of slavery.
- 2/ Criminal justice mechanisms function effectively to prevent modern slavery.

3/ Coordination occurs at the national 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.

5/ Government and business stop sourcing goods and services produced by forced labour.

Refer to Appendix 2: Part C in the Global Slavery Index, available for download at www.globalslaveryindex.org.

FIGURE 4
Government Response Index 2018





GOVERNANCE AS A CRITICAL FACTOR IN THE FIGHT AGAINST MODERN SLAVERY

Carolina Rocha da Silva | Researcher, Mo Ibrahim Foundation



In 2016, an estimated 9.2 million people were living in modern slavery in Africa. Insecurity, civil strife and the sheer scale of displacement are major causes of modern slavery in the continent, as seen in slave markets in Libya, leading to human trafficking, forced labour, child slavery, and forced and early marriage. Additionally, in places such as Mauritania and Niger, descent-based slavery persists. There has been improved governance in Africa which can help tackle these issues, but more can be done to address areas that allow modern slavery to exist.

Governance, broadly defined by the Mo Ibrahim Foundation in the *Ibrahim Index of African Governance* (IIAG) as the provision of the political, social and economic public goods and services that any citizen has the right to expect from their state, and that a state has the responsibility to deliver to its citizens, is on a positive trajectory in Africa. Over the last decade, 40 countries improved their *Overall Governance* score in the IIAG, including higher-scoring countries such as Mauritius and Tunisia but also lower-scoring countries such as Angola and Congo. However, in recent years governance progress in Africa has moved at a slower pace. Many countries have struggled to build on recent progress or to reverse negative trends, and more can be done.

Of Africa's 40 improving countries, more than half have either progressed at a slower pace or are showing decline in the latter part of the last decade.⁴²

This is the case of Cabo Verde or Zambia, which have registered improvement over the last decade but decline since 2012. Furthermore, of the 12 countries that have declined in *Overall Governance* over the last ten years, more than half have seen an accelerated pace of deterioration since 2012. Three countries in particular register large declines over the past decade: Libya, Madagascar and Burundi (South Sudan also registers one of the largest declines since its independence in 2011). A common theme in these countries, and in Africa in general, is deteriorating *Safety & Rule of Law*. As one of the four categories comprised in *Overall Governance*, *Safety & Rule of Law* measures the progress of Africa in *Rule of Law*, *Accountability*, *Personal Safety* and *National Security*. Even though governance is on the rise, *Safety & Rule of Law* shows an African average decline over the last decade, holding back greater progress on the continent.

National Security results are particularly concerning. The African average decline for this sub-category which measures the levels of conflict, both state and non-state, internal and external, and levels of displacement that African countries are facing, has more than doubled its pace of deterioration in recent past years. It is now the most deteriorated sub-category in the IIAG, with 31 countries in Africa declining over the last five years – Burundi, South Sudan and Libya doing so at the fastest pace. National insecurity can be linked to an increase in modern slavery: Central African Republic, Democratic Republic of Congo, Eritrea, Somalia and South Sudan, which are among the countries with the highest prevalence of modern slavery in Africa, are also among the lowest scoring countries in *National Security* in the IIAG. *Government Involvement in Armed Conflict*, one of the dimensions measured in *National Security*, is the fastest deteriorating indicator in the sub-category. In 2007, 43 countries had reached the best possible score, 100.0 out of 100.0, in this indicator (indicating no involvement).

In 2012, this number was down to 36, and in 2016 it was halved to only 18. There are also some concerning large declines in the indicator *Violence by Non-state Actors*.

Conflict feeds forced migrations and modern slavery. The five countries with the highest prevalence of modern slavery in Africa are all severely affected by conflict: Central African Republic, Democratic Republic of Congo, Eritrea, Somalia and South Sudan. All five except Democratic Republic of Congo also register the worst possible score (0.0 out of 100.0) in *Political Refugees*. As stated in the Global Slavery Index, conflict-driven displacement has contributed to increased vulnerabilities of people to exploitation, human trafficking, forced labour, and forced marriage in Africa.

Although many countries and key areas have known governance progress in Africa, more can be done. Sectors such as national security continue to represent great challenges on the continent and may be at the root of further difficulties such as migrations and modern slavery.

Refugees stand on a step during a visit by Under-Secretary General of United Nations for Humanitarian Affairs Valery Amos to the refugee camp of Kibati in Goma on August 8, 2012. Unrest in the country has led to the displacement of some 250,000 people. Political instability and displacement are known drivers of modern slavery and exploitation.

Photo credit: Michele Sibiloni/AFP/Getty Images.



I JUST WANT YOU TO REASON WITH ME

James Kofi Annan | President, Challenging Heights

.....

It has been fifteen years of fighting against child trafficking in Ghana. It has been fifteen years of real challenges, but also fifteen years of true freedom, real impact, and meaningfulness, from the day I announced my resignation from the bank, to the first day I received a death threat.

Fighting against child trafficking in Ghana takes on the dynamics which are not too different from other countries, except that it comes with pains of disposable children who are hidden in plain sight, too close, but too far to reach, for freedom, and for help.

There are over 20,000 children in forced labour on Lake Volta alone, according to an ILO report. Challenging Heights has so far supported over 1,500 of such children, since its inception. The situation is fueled by economic vulnerability of families, and Challenging Heights has so far supported over 2,000 of such vulnerable families, including young persons, women, and men who need stability to reduce the number of children falling victim to trafficking.

We recently announced a new 5-year ambitious strategy aimed at rescuing 700 children from slavery in the next five years. We are already off to a flying start, having brought nearly 120 children to safety within the short time since the plan was announced.

Our aim is to make it extremely expensive for any individual to trade in children, for labor, for sex, and for any other purposes. Never again should we fold our arms as the trade in human lives happens in plain hidden sight. That is why there is now a strong emphasis on pre-emptive support, prosecution, and increased awareness.

After 61 years of Ghana's independence, we cannot have any more excuse for the continued abuse of our children, and taking their childhood away from them; because we want them to fish for the pleasure of adults who need to feed their children, and because we need children to supply our fish needs?

As someone who suffered the same fate as these children, I have never, for a moment, forgotten the pains of childhood torture that travels my adult life with me. It seizes my adult conscience, as though I committed the crime myself, and it makes me angry, that adults failed to take action, and by failing to take action, they allowed their fellow adults to abuse me, to the levels where I still live with the effects of the absence of childhood.

Of course, we now have state laws. Ghana's Human Trafficking Law is being implemented. Thanks to sustained advocacy, there is a functional Anti-Human Trafficking Unit of the Ghana Police Service. There is now a dedicated Ministerial Secretariat, and a Board that runs an Anti-Human Trafficking Fund, and a National Plan for the Elimination of Human Trafficking.

All these government initiatives face their own challenges. The incongruence between institutional and legal structures, and practical action, the lack of adequate resource commitments from government consolidated funds, and the insufficient political will to aggressively prosecute offenders, and to root out the exploitations of the victims, are all offensive to my thinking.

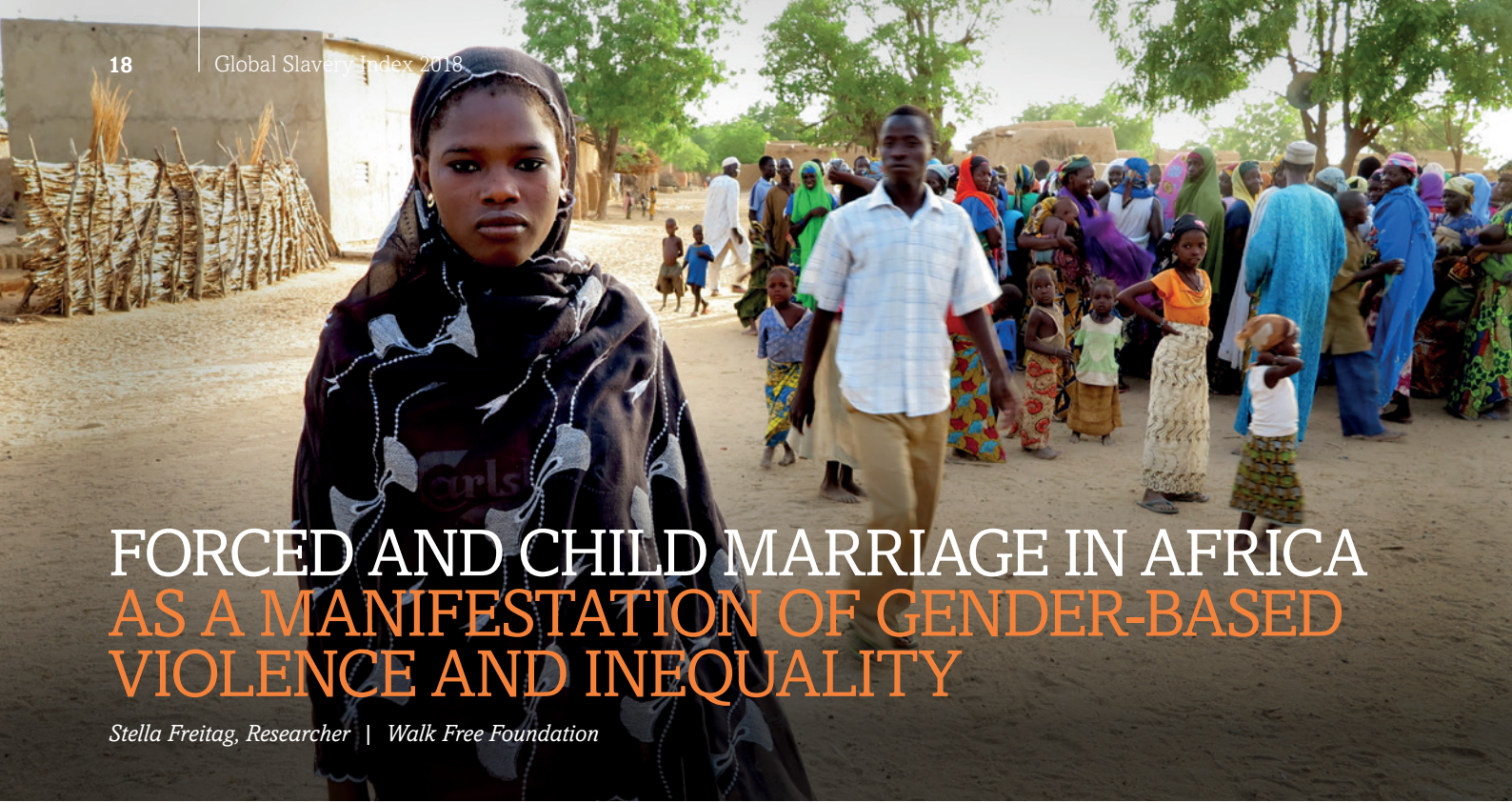
But as we collaborate nationally and internationally, in bringing pressure to bear on the issues, as we keep on shedding light on successes and failures, and as we keep on sharing the stories of our impact, we believe we would be making small progress in big ways that will see our children all back to school, and back to freedom.

I will encourage you to visit Challenging Heights on www.challengingheights.org, to learn more of what we do in Ghana, and to know how you can get involved. I also encourage you to look out for The Rescue List, a full length documentary film independently done on our work (www.therescuelist.com), and I will encourage you to look out for ways you can join the momentum building around the Walk Free Foundation to rid the world of modern slavery.

It should be said, in the next history when it is being written, that when the chance presented itself, for the second time, for the world to resist slavery, we all (you and I) became counted, and that our individual contributions, regardless of their forms and sizes, when they were all plotted, became a necessary part of supporting the diminishing of the chain of human suffering, one shackle at a time, and that put a final end to human slavery – one human at a time.

Boys fishing on Lake Volta in Ghana, West Africa. There are an estimated 20,000 children in forced labour on Lake Volta.

Photo credit: MyLoupe / UIG via Getty Images.



FORCED AND CHILD MARRIAGE IN AFRICA AS A MANIFESTATION OF GENDER-BASED VIOLENCE AND INEQUALITY

Stella Freitag, Researcher | Walk Free Foundation

•••••

Forced marriage disproportionately affects women and girls around the world and is most prevalent in Africa. The Global Estimates of Modern Slavery estimate that globally 13 million women and girls were living in a forced marriage on any given day in 2016,⁴³ representing 84 percent of all people living in a forced marriage.⁴⁴ Of those, an estimated 37 percent were children at the time the forced marriage took place, with 44 percent being forced to marry before the age of 15 years. Girls were much more likely to be married off against their will: of all child victims of forced marriage, 96 percent were female, and 4 percent were male.

The prevalence of forced marriage among all world regions is by far the highest in Africa at an estimated 4.8 victims for every thousand people.⁴⁵ Sub-Saharan Africa is particularly affected by child marriage,⁴⁶ with 38 percent of women married before the age of 18, and 12 percent married before the age of 15.⁴⁷ It is further estimated that if current progress persists, Sub-Saharan Africa will have the largest number and global share of child brides by 2050.⁴⁸

In Africa, child and forced marriage persist due to longstanding religious and sociocultural traditions. For example, many communities see these practices as a way to reinforce and strengthen tribal or familial connections,⁴⁹ to guarantee a girl's future and safety, or to prevent dishonour for the girl and her family in the event that she was raped or sexually abused outside of wedlock. In South Africa, there is a practice called *ukuthwala* by which young girls and women are kidnapped by men and coerced into marriage, often involving sexual violence or rape.⁵⁰ An Ethiopian

tradition called *telefa* involves the kidnap and rape of girls; the girl's subsequent pregnancy is then used to justify the marriage. Although made illegal in 1996, *telefa* is allegedly still practiced in rural parts of North-eastern Ethiopia.⁵¹ In Niger, which has the highest rate of child marriage in the region with 76 percent of women being married before the age of 18,⁵² it is often a desperate, "economic" decision for parents to sell off their daughters to wealthier men to boost their family's income.⁵³

The right to freely and fully consent to a marriage is recognised in Article 16 of the Universal Declaration of Human Rights and in the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery. Therefore, forced and child marriage is a fundamental violation of human rights.

There are several drivers behind the existence of such marriage practices in Africa and other parts of the world, including poverty, perceived lack of future prospects, and

a desire to protect children through marriage during times of conflict. Yet, there seems to be one overarching theme – forced and child marriage practices are usually driven by social and cultural patterns that reinforce gender inequality.

Simply put, women and girls are often affected by forced marriage purely because they are female.

There is abundant research demonstrating that forced and child marriage has severe physical, mental, intellectual, and emotional impacts on women and girls, altering their lives forever. They often face life-threatening health risks, such as being more susceptible to sexually transmitted diseases due to forced sexual intercourse and complications during childbirth in young girls.⁵⁴ It robs women and girls of their educational opportunities. They either have to drop out of school to tend to home duties and raise children once they are married or were never sent to school in the first place as many parents believe an investment in their daughter's education will be wasted if she is simply going to be a mother and wife.⁵⁵ Once married, opportunities for personal development are slim.

But beyond the personal impact on the victims, the subjugation of women and girls through forced and child marriage practices perpetuates gender inequality and consequently impedes development of communities, nations, and the region as a whole.

Africa has had very limited success in achieving six of the eight Millennium Development Goals (MDGs), including poverty, education, gender equality, child mortality, maternal health, and HIV/AIDS⁵⁶ – all of which are issues related to forced marriage. Efforts such as the African Union's *Campaign to End Child Marriage in Africa* and Nigeria's *National Strategy to End Child Marriage 2016-2021* are encouraging developments sending a clear political message that such practices must end. Yet, it is to be seen if the growing support from African leaders can translate into fundamental, bottom-up change in attitudes toward forced marriage and the status of women. Community empowerment programs play an important role in changing perceptions of gender equality and tackling harmful practices toward women, such as forced and child marriage, at a grassroots level. For example, the Tostan program, which operates in Guinea, Guinea-Bissau, Mali, Mauritania, Senegal, and the Gambia, aims to bring about social transformation through education and respect for human rights. The program has been found to empower women and girls and reduce rates of child marriage.⁵⁷

It seems clear that tackling poverty and guaranteeing better access to education for all women and girls must be part of the solution to end forced marriage. If Africa is to be successful in realising the Sustainable Development Goals (SDGs), including the elimination of modern slavery (SDG 8.7) and the elimination of child, early and forced marriage (SDG 5.3), a change in deeply rooted cultural perceptions and attitudes toward women and girls is vital. It is not a challenge faced by this region alone, but a critical first step towards unlocking the potential of women and girls.

Kwassaw, Niger: Zainab Oussman, 16, in the village of Kwassaw, Niger on June 15, 2012.

She was 14 when her family tried to marry her away. But she refused, and stayed in school. She's now starring in a video that aid workers are using to convince villagers to stop marrying their women away at early marriages. Ousman is from the village of Kwassaw, south of the town of Maradi. Nearly 60% of all girls in Niger are married off before the age of 15, some as young as seven or eight.

*Photo credit: Sudarsan Raghavan/
The Washington Post via Getty Images.*

MODERN SLAVERY IN AFRICA



Modern slavery is prevalent in conflict zones throughout Africa, in part caused by the sheer scale of displacement. In the Democratic Republic of the Congo, more than four million people were internally displaced in 2017,⁵⁸ and in South Sudan as of May 2017, civil war had led to the displacement of more than four million people.⁵⁹ There are numerous reports throughout Africa of displaced people being exploited and trafficked into forced labour and forced marriage. For example, in the Horn of Africa, Eritreans and Ethiopians,⁶⁰ and also Sudanese and Somali refugees and asylum seekers who have fled conflict, are kidnapped or otherwise lured from refugee camps, sold, and subsequently held captive in Libya or in the Sinai desert for purposes of exploitation through extortion.⁶¹

Victims are kidnapped in eastern Sudan, then sold to Bedouins who transport them across the Sinai desert to camps where they are tortured until a ransom is paid by their families. Whereas this type of trafficking had previously mainly occurred in Egypt, Libya, and along the desert route through Sudan and Libya, this trafficking 'industry' has reportedly grown in eastern Sudan in recent years.⁶²

There is also evidence that in the Central African Republic, the Lord's Resistance Army subjects the population in areas under their control to forced labour, sexual slavery, and forced marriage.⁶³ A similar situation is found in Nigeria where the militant group Boko Haram actively recruits children for use as cooks, porters, and look-outs.⁶⁴ Girls kidnapped by Boko Haram also face sexual slavery⁶⁵ and are subject to forced marriages.⁶⁶ In February 2018, Boko Haram insurgents kidnapped more than 100 girls in Dapchi, Nigeria; there are concerns that they would be subjected to forced marriage as the girls kidnapped in the town of Chibok were in 2014.⁶⁷ Most of the Dapchi girls were released in March 2018 but were warned by Boko Haram that they should stay away from school. At least four girls are still missing at the time of writing.⁶⁸

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There are numerous reports throughout Africa of displaced people being exploited and trafficked into forced labour and forced marriage.

According to the Global Estimates of Modern Slavery, forced labour globally was found to occur across a wide range of sectors including domestic work, construction, manufacturing, agriculture and fisheries, hospitality, and mining.⁶⁹ The same trends are reflected in Africa. For example, forced labour allegedly occurs in domestic work in Benin⁷⁰ and Niger,⁷¹ in cattle rearing and agriculture in Niger,⁷² in tobacco farming in Zimbabwe,⁷³ in the Lake Volta fishing industry in Ghana,⁷⁴ and gold mining in the DRC.⁷⁵

Trafficking for forced labour exploitation has also been reported in the cocoa sector of West Africa.⁷⁶ Recent research by the Walk Free Foundation and Tulane University in 2017 in medium and high cocoa growing areas of Côte d'Ivoire and Ghana found high prevalence of forced labour among adults and children working in cocoa agriculture.

State-imposed forced labour is a feature of certain countries in the Africa region. State-imposed forced labour is defined by the ILO as covering four categories: citizens forced to work by their state authorities in sectors such as agriculture or construction for purposes of economic development; young military

Modern slavery in cocoa agriculture in Ghana and Côte d'Ivoire

Ghana and Côte d'Ivoire are the two largest cocoa producers globally, with their combined production contributing around 60 percent of the world's annual supply of cocoa.⁷⁷ The Walk Free Foundation, in partnership with Tulane University, New Orleans, and funded by Dutch chocolate company Tony's Chocolonely and the Chocolonely Foundation, undertook representative surveys in medium and high cocoa producing areas of Ghana and Côte d'Ivoire with the aim of estimating the prevalence of forced labour of both adults and children, along with an estimate of child labour in cocoa agriculture in these areas. Representative surveys of cocoa-growing households were administered in medium and high cocoa-producing areas of Ghana and Côte d'Ivoire between August and November 2017.

The study found evidence of forced labour of both adults and children working in cocoa agriculture in medium and high cocoa producing areas of Ghana and Côte d'Ivoire. Among adults, estimates ranged from 3.3 victims per 1,000 workers in cocoa agriculture in Ghana, to 4.2 victims per 1,000 workers in Côte d'Ivoire. For children, estimates ranged from 1.7 children forced to work by someone other than a parent per 1,000 children working in cocoa agriculture in Côte d'Ivoire, to 20 child victims per 1,000 children working in the cocoa sector in Ghana.

Consistent with prior research on the extent of child labour in cocoa agriculture, the study found that forced labour of children takes place in the context of high levels of child labour in both Ghana and Côte d'Ivoire and this was characterised largely by children's involvement in hazardous work. As the survey results confirm, within this context, it is not surprising that forced labour also occurs.

conscripts forced to perform work that is not of military nature; citizens forced to perform communal services that were not decided upon at the community level and do not benefit them; or prisoners forced to work against their will.⁸¹ In Swaziland, there is evidence of the continuing practice of *Kuhlehla*, where the community is forced to render services for the King or local chief.⁸² In Burundi, compulsory civic service means that citizens are forced to work without compensation in "spheres of public interest" such as education, national defence, or reconstruction, to boost economic development.⁸³ Exploitation of civic duties also occurs in Rwanda.⁸⁴ We find evidence of abuse of conscription in Egypt,⁸⁵ Madagascar,⁸⁶ Mali,⁸⁷ and perhaps most significantly in Eritrea. Under the pretext of "defending the integrity of the state and ensuring its self-sufficiency,"⁸⁸ the Eritrean government has developed a system of national service in which conscripts are exploited and forced to labour for indefinite periods of time. Those in forced labour are required to build infrastructure and work on other projects for economic development that help to prop up the Eritrean government.⁸⁹

UNDERSTANDING THE DRIVERS

As with the drivers of modern slavery seen in other sectors, what underlies an individual's risk to modern slavery in cocoa agriculture is an interplay of individual and environmental factors that create a setting primed for labour exploitation to take place. The factors which drive and reinforce this exploitation in cocoa farming include:

- › The reported income by cocoa workers in both Ghana and Côte d'Ivoire remains very low, indicating that poverty is a root cause of child labour and forced labour. Cocoa farmers and their families' livelihoods are highly dependent on farm yields and cocoa prices, and for various reasons, increasing profits in the sector have not reached cocoa farmers. The clear majority of workers do not earn what can be considered a living wage in their countries.⁷⁸ Beyond the many stresses and constraints associated with poverty, this leaves cocoa-growing households with very little capacity to hire adult workers.
- › The price instability of cocoa on the world market in combination with weak bargaining power of small-scale farmers constantly puts farmers under pressure to find ways to sustain their livelihoods, which may include cutting labour costs.⁷⁹
- › Given that most cocoa is grown on independent smallholder plots and most farmers are not part of larger farmer organisations, there is a clear lack of governance structures and oversight,⁸⁰ which provides opportunities to exploit workers with little fear of penalty.

This spotlight summarises a longer set of findings that can be found in the report *Bitter Sweets: Prevalence of forced labour and child labour in the cocoa sectors of Côte d'Ivoire and Ghana*, available for download from www.globalsslaveryindex.org.

Also, in 2016 there were numerous reports of slave markets in Libya, where migrant men, women, and children were sold off to the highest bidder. Alongside this, there are reports that the Libyan Coast Guard and the Department for Combating Irregular Migration have forced migrants in detention into forced labour.⁹⁰

Some countries still experience descent-based slavery where children are born into slavery and whole families have "belonged" to the slave-owning families for generations. In Niger, reports from 2015 indicate this practice exists in the Tuareg, Fulani (Peul), Toubou, and the Arab ethnic groups – despite being legally abolished.

The slaves are at the disposal of their masters, reportedly working long hours in cattle rearing, agriculture, and domestic work, without being paid for their labour.⁹¹ Similar cases can be found in Mauritania, where the practice of inherited slave status is deeply rooted in social castes and the wider social system. Historically, people belonging to the Haratine ethnic group have been enslaved by the White Moors.⁹²

Slaves cannot inherit property or possessions from their families nor do they have freedom to own land.⁹³ The exploitation of children is prevalent across the region. In Swaziland, local chiefs continue to force citizens, including children, to engage in agricultural and domestic work. Refusal to work can result in penalties such as threats, confiscation of livestock, and even eviction of these children and their families.⁹⁴ In Angola, research confirms undocumented migrant children from the DRC are working in diamond-mining districts and experiencing conditions of forced labour or commercial sexual exploitation in mining camps.⁹⁵ In the DRC, children are reportedly exploited by non-state armed groups for use as combatants, armed escorts, porters, cooks, and sex slaves. Children there are also subject to forced marriage.⁹⁶ In Ghana, research conducted in 2015 reveals the presence of child trafficking in fishing communities; the majority of children working in Lake Volta's fishing industry are 10 years old or younger.⁹⁷ Trafficking of children for domestic servitude is also common. In Benin, "vidomégon" children are placed with families who are supposed to be responsible for their care and education, but many do not go to school and fall victim to labour or sexual exploitation in markets, quarriers or fields⁹⁸ and are exploited in street trading and domestic work.⁹⁹ Across West Africa, and particularly Senegal, *talibés*, who are young boys sent to traditional Quranic boarding schools (*daaras*), are commonly abused and exploited by their teachers (*marabouts*). The *talibés* are forced to beg in the streets for daily quotas of food or money and are beaten, chained, and subjected to other forms of physical and psychological abuse by their teachers.¹⁰⁰ Despite a program announced by the Senegalese government in 2016 to eliminate this practice, a 2017 Human Rights Watch report found that exploitation of *talibé* children persists.¹⁰¹

East African migrants and refugees, many of whom are fleeing chronic hunger and violence, continue to travel to the Middle East for employment as low-skilled domestic workers, cleaners, labourers and construction workers.¹⁰² In March 2017, the government of Saudi Arabia ordered all undocumented Ethiopian migrants to leave the country voluntarily; those migrants who chose to stay are now facing deportation back to Ethiopia. Such deportation reportedly involves severe human rights violations, including migrants being beaten and kept in facilities under inhumane conditions.¹⁰³

The traditional and highly risky migratory route, departing Djibouti to Saudi Arabia, via Yemen, has long provided a steady flow of Africans who are extorted, exploited and held to ransom by Yemeni criminal networks.^{104, 105}

Though the deteriorating security situation in Yemen has seen decreased use of the Djibouti to Saudi Arabia via Yemen route in 2017-2018, those who remain trapped in Yemen have been subject to torture, rape and executions by the Yemeni government.

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The abuse of migrants from Sub-Saharan Africa en route to Europe and North Africa is becoming systematic, with many reported cases of forced labour, sex trafficking, and abuse of migrants while in transit and upon arrival in these destinations.

In April 2018, Yemen's Interior Minister removed from power a detention centre commander who was overseeing the systematic rape of women and children in detention and forced returns across the Red Sea to Djibouti.¹⁰⁶ The war in Yemen has also contributed to a reverse migration of Yemenis and Africans returning to Africa, aboard overcrowded vessels at risk of capsizing run by smugglers who attempt to extort more money on the route back to Djibouti.¹⁰⁷ Once in Djibouti, Yemeni refugees live in camps with no power and with limited food rations. There are reports that many of these refugees are now risking the journey back to Yemen to escape these poor living conditions.¹⁰⁸

In South Africa, human trafficking often occurs in the context of internal migration from the economically disadvantaged rural areas to cities and urban settlements within the country.¹⁰⁹ South Africa receives large influxes of migrants in search of work from neighbouring countries in Southern Africa, including Mozambique, Swaziland, Lesotho, and Zimbabwe. Individuals fleeing war and poverty in the DRC, Rwanda, and countries in the Horn of Africa, are also increasingly migrating to South Africa.¹¹⁰ In 2015, South Africa hosted over 1.2 million asylum seekers and refugees.¹¹¹ It is a popular destination for these migrants as it is the only country in the region where refugees are free to move and work, rather than being confined to camps – although it has been recently announced that this policy may be changing in the near future.¹¹² South Africa and the Southern Africa sub-region differs from other parts of the Sub-Saharan continent in that it also receives individuals trafficked from overseas, such as East and South Asia, and to a lesser extent from Eastern Europe.¹¹³ Migrants often use smuggling networks to get to Southern Africa,¹¹⁴ and fall victim to traffickers before reaching the South African border or cross

the vast northern border of South Africa at unpatrolled points.¹¹⁵ Some traffickers reportedly disguise themselves as taxi drivers (*malaishas*) and are therefore difficult to detect by authorities.¹¹⁶ Upon arrival in South Africa, irregular migrants are reportedly at risk of forced labour, such as those employed through labour brokers in South Africa's mining industry,¹¹⁷ but also in agriculture, food services, or domestic work,¹¹⁸ and sexual exploitation.¹¹⁹ Women and girls are particularly at risk of sexual exploitation in South Africa.¹²⁰

The abuse of migrants from Sub-Saharan Africa en route to Europe and North Africa is becoming systematic, with many reported cases of forced labour, sex trafficking, and abuse of migrants while in transit and upon arrival in these destinations.¹²¹ Migrants attempting to reach North Africa for work or as a transit zone to Europe travel through various overland desert routes that are dangerous and pose the threat of kidnapping, abuse, and rape.¹²² Forced sex and debt bondage have been reported, where sex and money are extracted as payment for permission to proceed with the journey.¹²³

Interviews conducted with 1,602 migrants in 2017 who had arrived in Italy from North Africa revealed that the majority had directly experienced some form of exploitation during their journey, with 64 percent being held against their will and 36 percent being forced to perform activities against their will.¹²⁴

Women migrating from Nigeria to the European Union (EU) are particularly at risk of being exploited in Italy and throughout Europe in the sex industry. In 2016, more than 27,000 Nigerian migrants arrived in Italy, around 7,500 of whom were women.¹²⁵ The IOM estimates that about 80 percent of Nigerian women and girls who arrived in Italy by sea that year are likely to have been trafficked for the purpose of sexual exploitation in Italy or other EU countries.¹²⁶ In many cases, Nigerian women come from Edo State and seek to migrate to Europe for a complex series of reasons including poverty and limited education and economic opportunities.¹²⁷ These women are forced into slavery through contracts signed in Nigeria involving specific forms of religious blackmail, known as *juju*,¹²⁸ where victims are psychologically bound to their traffickers to repay the debt incurred to pay for their travel to Italy.¹²⁹ These traffickers have associates operating in Italy and Europe, called madams, who bring the victims under their control and force them to work in the sex industry to repay these debts.¹³⁰

Libya is one of the key destination countries for migrants from Sub-Saharan Africa who are attempting to flee to Europe by boat. It has traditionally served as a destination for Egyptian migrants seeking employment, although the number of Egyptian workers in Libya has sharply declined since the 2011 uprising that deposed the country's leader, Muammar Gaddafi.¹³¹ Migrants in Libya are reportedly held captive after kidnappings in various locations, including "connection houses," farms, and warehouses, where they are forced to work until they or their family is able to pay a ransom.¹³² There are reported incidents of women forced into domestic servitude or sold to brothels in Brak Shati in the southwest part of the country and in Girgaresh in Tripoli.¹³³ There are frequent reports that Islamic State militants in Libya are abducting migrants and forcing them into armed conflict training.¹³⁴

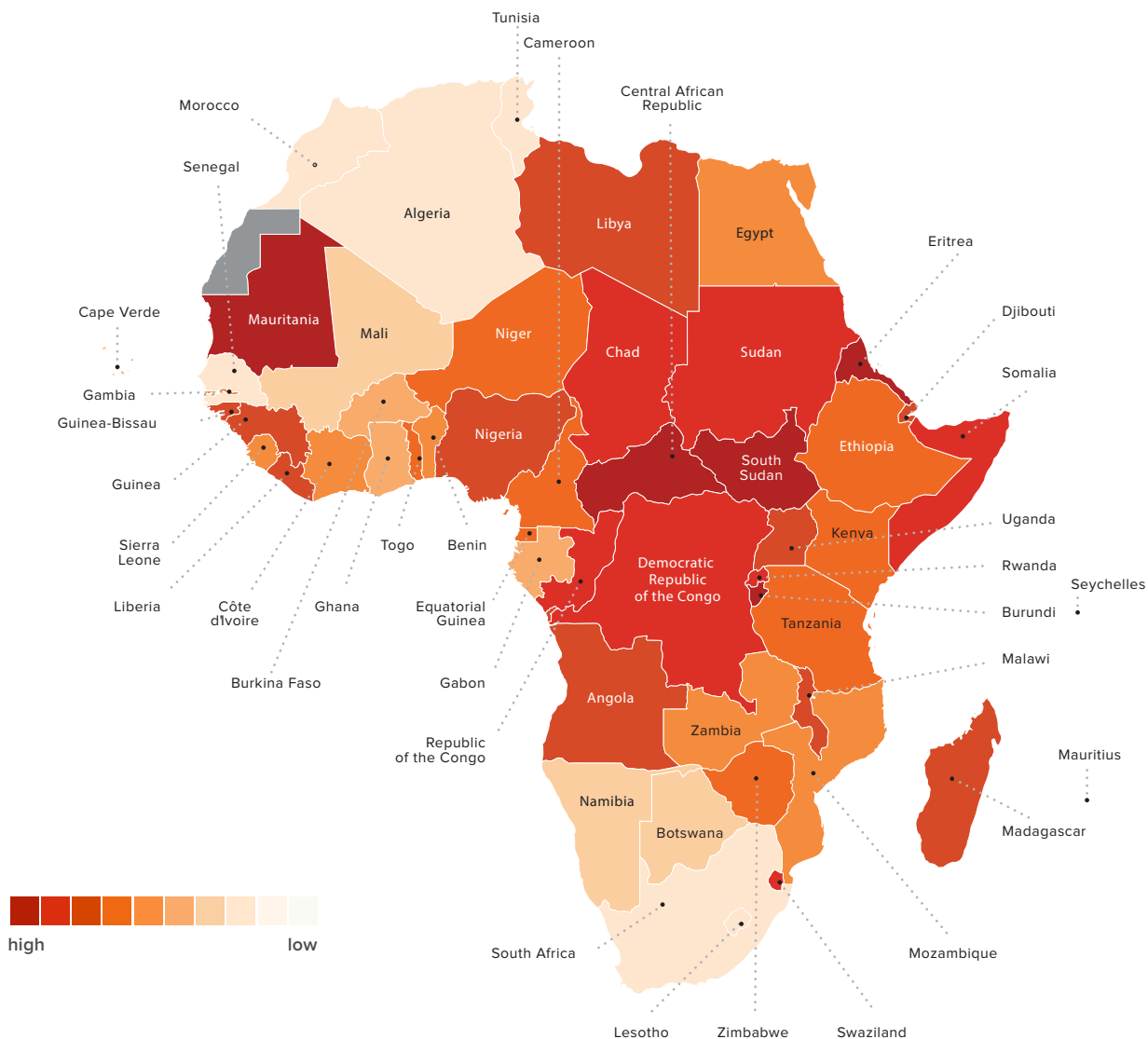
There are also reported instances of forced labour and physical and sexual abuse in detention centres in Libya, where migrant detainees are informally contracted out to private employers who force them to work in conditions of forced labour.¹³⁵

Early and forced marriage remains a critical issue in the region. Africa is home to 17 of the 20 countries with the highest rates of child marriage in the world, with the top three being Niger, the Central African Republic, and Chad.¹³⁶ UNICEF data indicate that if current trends continue, half of the world's child brides will be found in Africa by 2050.¹³⁷ In South Africa, there is a practice called *ukuthwala* by which young girls and women are kidnapped by men and coerced into marriage, often involving sexual violence or rape.¹³⁸ An Ethiopian tradition called *telefa* involves the kidnap and rape of girls; the girl's subsequent pregnancy is then used to justify the marriage. Although made illegal in 1996, *telefa* is allegedly still practiced in rural parts of North-eastern Ethiopia.¹³⁹ The interplay between conflict and marriage is highlighted through numerous reports of armed groups and insurgent groups forcing young girls into marriage. This is particularly evident throughout conflict areas in Africa, such as Nigeria or the DRC where forced marriage is often used as a weapon of war.¹⁴⁰ As is apparent in the DRC, conflict creates a climate in which sexual violence tends to be more widespread, as there is limited rule of law and impunity for perpetrators.¹⁴¹ It is reported that during humanitarian crises and natural disasters, families see child marriage as way of securing their daughter's physical and economic security.¹⁴² It is, however, also important to consider the role of gender inequality in instances of child marriage in Africa. Child marriage is driven by longstanding sociocultural practices, such as dowry or bride price, and underlying beliefs about gender roles and sexuality,¹⁴³ which place high value on marriage as a way of preventing the shame associated with pregnancy outside of wedlock and conferring social status on females who are often viewed primarily as mothers and wives.¹⁴⁴ Other drivers include poverty,¹⁴⁵ and limited educational opportunities for women and girls.¹⁴⁶

PREVALENCE

FIGURE 5

Prevalence rating by country



In 2017, the Walk Free Foundation and the International Labour Organization, together with the International Organization for Migration produced the Global Estimates of Modern Slavery, estimating that 40.3 million people were living in modern slavery on any given day in 2016. **Of this number, an estimated 9.2 million men, women, and children were living in modern slavery in Africa.** While the proportion of the world's modern slavery victims in Africa (23 percent) is second highest among regions, **Africa**

has the highest rate of prevalence with 7.6 people living in modern slavery for every 1,000 people in the region.¹⁴⁷

When considering the forms of modern slavery, the rate of forced marriage (4.8 victims per 1,000 people in the region) was higher than the rate of forced labour (2.8 victims per 1,000 people in the region).¹⁴⁸ Over half of all victims of forced labour exploitation (54 percent) were held in debt bondage, with similar proportions of men (55 percent) and women (53 percent) in the region trapped through debt.

Comparability of the prevalence estimates with the previous Global Slavery Index

This edition of the Global Slavery Index introduces important improvements to the ways prevalence of modern slavery is measured. Building on the collaborative work undertaken with the ILO and IOM on the Global Estimates of Modern Slavery, the Global Slavery Index results reflect changes to scope, methodology, and expanded data sources. The estimates are presented as a stock (or point in time) calculation rather than a flow (total over a period of time), include state imposed forced labour, and better estimates of sexual exploitation, and children in modern slavery. Further, we were able to count exploitation where it occurred more consistently due to a considerably larger number of surveys.

As a result of these advancements, the national prevalence estimates are not comparable with previous editions of the Global Slavery Index. Nonetheless, the strengthened methodology reflects stronger data, increased levels of data, and more systematic coverage of different forms of modern slavery. As such, while comparability from previous years is lost, the changes are justified by the need to continually improve our knowledge base. A detailed description of the changes to the methodology is set out in Appendix 2: Part B of the Global Slavery Index, available for download at www.globalslaveryindex.org.

An estimated 400,000 people in the region were victims of forced sexual exploitation, accounting for eight percent of all victims of forced sexual exploitation and commercial sexual exploitation of children worldwide.¹⁴⁹ Forced sexual exploitation is particularly widespread where conflict and political instability exist. The interplay between conflict and forced marriage is also evident throughout conflict areas in Africa.

On a national level, the Global Slavery Index estimates that within the region, Eritrea, Burundi, and the Central African Republic have the highest prevalence of modern slavery. However, Nigeria and the Democratic Republic of the Congo (DRC) have the highest absolute number and together account for over one quarter (26.3 percent) of all victims in the region.

These regional and national figures, while the most accurate reported to date, should be interpreted cautiously given the gaps and limitations of data in certain countries. The current Global Estimates of Modern Slavery do not cover all forms of modern slavery; forms such as trafficking for the purposes of organ removal, child soldiers, or child marriage cannot be adequately measured at this stage. Given that the UN documented some of the highest numbers of cases of children recruited and used in conflict in 2016 in the Africa region, including in Nigeria, Somalia, and South Sudan,¹⁵⁰ estimates of modern slavery would likely be much higher if this form of modern slavery was included. In addition, it is not possible to survey in countries that are experiencing profound and current conflict, such as Libya, South Sudan, and parts of Nigeria. The lack of data from countries experiencing conflict means that modern slavery estimates in these countries are likely to understate the problem.¹⁵¹

TABLE 1

Estimates of prevalence of modern slavery by country

Regional rank	Country	Estimated prevalence (victims per 1,000 population)	Estimated absolute number of victims	Population
1	Eritrea	93.0	451,000	4,847,000
2	Burundi	40.0	408,000	10,199,000
3	Central African Republic	22.3	101,000	4,546,000
4	Mauritania	21.4	90,000	4,182,000
5	South Sudan	20.5	243,000	11,882,000
6	Somalia	15.5	216,000	13,908,000
7	Congo, Democratic Republic of the	13.7	1,045,000	76,197,000
8	Sudan	12.0	465,000	38,648,000
9	Chad	12.0	168,000	14,009,000
10	Rwanda	11.6	134,000	11,630,000
11	Swaziland	8.8	12,000	1,319,000
12	Congo	8.0	40,000	4,996,000
13	Guinea	7.8	94,000	12,092,000
14	Libya	7.7	48,000	6,235,000
15	Nigeria	7.7	1,386,000	181,182,000
16	Uganda	7.6	304,000	40,145,000
17	Madagascar	7.5	182,000	24,234,000
18	Malawi	7.5	131,000	17,574,000
19	Guinea-Bissau	7.5	13,000	1,771,000
20	Liberia	7.4	33,000	4,500,000
21	Angola	7.2	199,000	27,859,000
22	Djibouti	7.1	7,000	927,000
23	Kenya	6.9	328,000	47,236,000
24	Cameroon	6.9	157,000	22,835,000
25	Togo	6.8	50,000	7,417,000
26	Niger	6.7	133,000	19,897,000
27	Zimbabwe	6.7	105,000	15,777,000
28	Equatorial Guinea	6.4	7,000	1,175,000
29	Tanzania, United Republic of	6.2	336,000	53,880,000
30	Ethiopia	6.1	614,000	99,873,000
31	Côte d'Ivoire	5.9	137,000	23,108,000
32	Gambia	5.8	11,000	1,978,000
33	Zambia	5.7	92,000	16,101,000
34	Egypt	5.5	518,000	93,778,000
35	Benin	5.5	58,000	10,576,000
36	Mozambique	5.4	152,000	28,011,000
37	Sierra Leone	5.0	36,000	7,237,000
38	Ghana	4.8	133,000	27,583,000
39	Gabon	4.8	9,000	1,930,000
40	Burkina Faso	4.5	82,000	18,111,000
41	Lesotho	4.2	9,000	2,175,000
42	Cape Verde	4.1	2,000	533,000
43	Mali	3.6	62,000	17,468,000
44	Botswana	3.4	8,000	2,209,000
45	Namibia	3.3	8,000	2,426,000
46	Senegal	2.9	43,000	14,977,000
47	South Africa	2.8	155,000	55,291,000
48	Algeria	2.7	106,000	39,872,000
49	Morocco	2.4	85,000	34,803,000
50	Tunisia	2.2	25,000	11,274,000
51	Mauritius	1.0	1,000	1,259,000



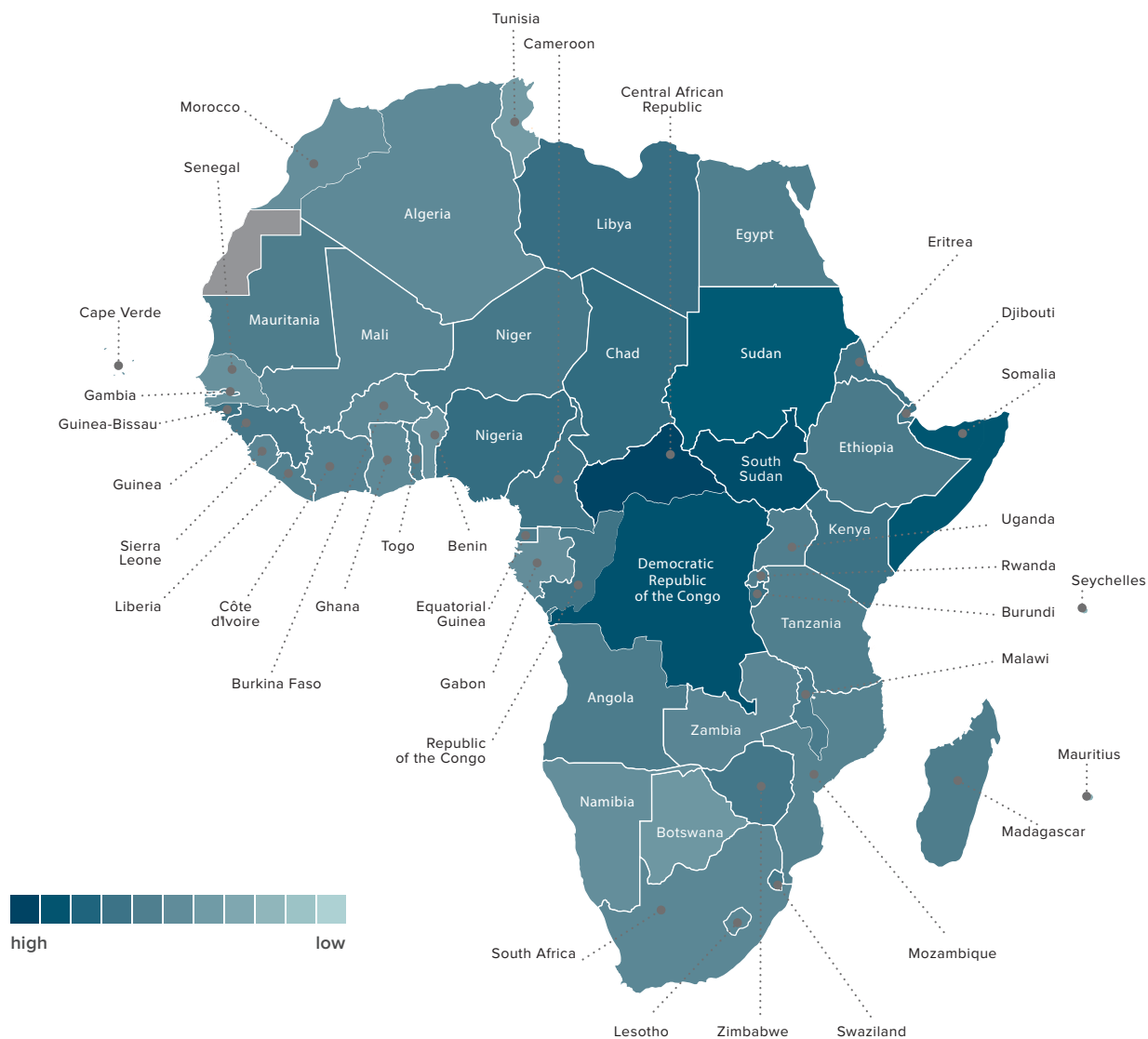
A migrant holds his head as he stands in a packed room at the Tariq Al-Matar detention centre on the outskirts of the Libyan capital Tripoli on November 27, 2017.

Photo credit: Taha Jawashi/AFP/Getty Images.

VULNERABILITY

FIGURE 6

Overall vulnerability scores map



Our assessment of vulnerability is conducted at the national level and covers five dimensions: governance issues, lack of basic needs, inequality, disenfranchised groups and effects of conflict. The Africa region has the highest average vulnerability score (62 percent) among the world's regions. The region performed relatively poorly on the governance issues, lack of basic needs, and disenfranchised groups dimensions of the vulnerability model (see Figure 7). These rankings reflect the challenges

that continue to plague certain countries in this region in terms of resource allocation, effective governance, and acceptance of minority groups. The **Central African Republic, South Sudan, and the DRC have the region's highest overall vulnerability scores, while Mauritius and Tunisia had the lowest levels of vulnerability in the region.**

In contrast, **Botswana, Tunisia, and Mauritius have the lowest overall vulnerability scores in the region.**

In general, these countries have relatively good governance and have made improvements in reaching development goals, all of which provide important protection from vulnerability to exploitation. Mauritius (first), Botswana (third), and Tunisia (seventh) were ranked among the top 10 scoring countries in overall governance in 2016 according to the Ibrahim Index of African Governance, with Tunisia showing increasing improvement over the last five years.¹⁵² Botswana and Tunisia were also rated as two of the least corrupt African countries in the 2016 Corruption Perceptions Index.¹⁵³ Combined with continued efforts to improve economic and social development, these factors resulted in these countries having the lowest overall vulnerability in comparison with other African states.

Some countries in the region continue to exhibit political instability, weak rule of law, and corruption, all of which increase individuals' risk of modern slavery. **The Central African Republic, Libya, Sudan, and Somalia have the highest vulnerability scores relating to governance issues.** This includes political instability, women's physical security, weapons access, and the government's response to modern slavery. In the Central African Republic, despite anticipation that the 2016 election of President Faustin Archange Touadera would usher in peace, the number of political and civil crises have in fact increased;¹⁵⁴ violence has intensified and armed groups, particularly ex-Seleka and Anti-balaka militias, continue to control large areas of the country.¹⁵⁵ Similarly, in Libya, Sudan, and Somalia, political divisions and armed conflict continue to inhibit the governments' responses to slavery and leave the population particularly vulnerable to exploitation.¹⁵⁶ Cases of armed conflict usually correspond with a weakening of law, thereby enabling traffickers to operate with impunity. The demand for the state to respond to other humanitarian emergencies also means that government protection for vulnerable people is limited and often not prioritised.

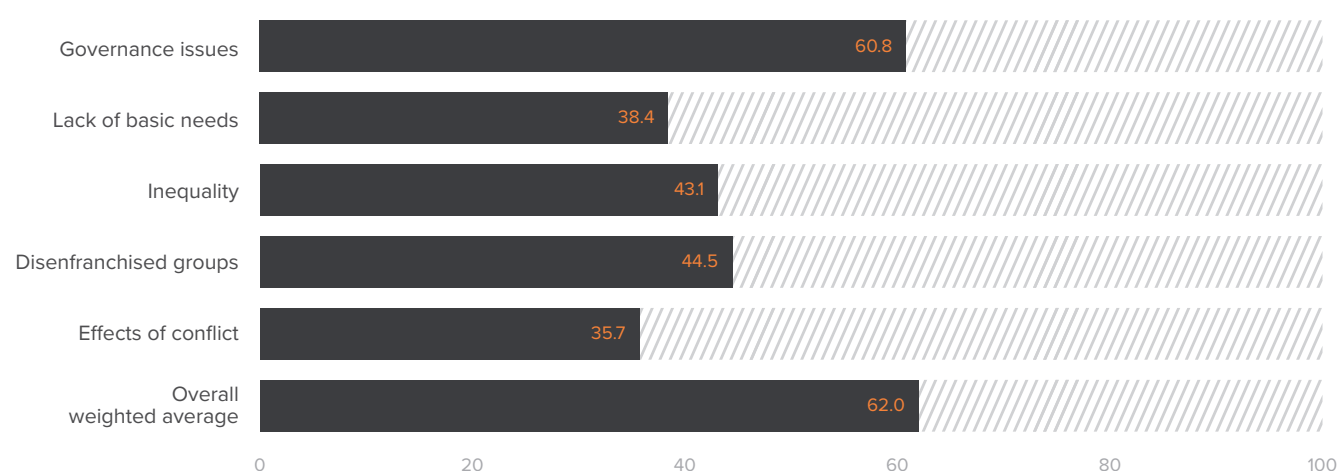
Extreme poverty and unequal income distribution, particularly between rural and urban populations, persist as serious economic challenges in Africa.

According to our vulnerability assessment, Somalia, Zambia, and Malawi were rated with the highest vulnerability in terms of lack of basic needs. This includes undernourishment and access to water, health services and social safety nets. In Somalia, as of September 2017, more than three million people are unable to meet their daily food requirements and an estimated 388,000 children under the age of five are acutely malnourished.¹⁵⁷ More than 5.7 million people are also in need of basic health services.¹⁵⁸ Algeria, Mauritius, and Tunisia have a relatively low vulnerability to the above factors.

South Sudan, the Central African Republic, and South Africa are rated highest in terms of inequality, as they show high rates of income inequality, violent crime, confidence in judicial systems, and the ability to come up with emergency funds. South Africa has one of the highest income inequality rates in the world; the World Bank reports that the poorest 20 percent of the South African population consumes less than three percent of the country's total expenditure while the wealthiest 20 percent consumes 65 percent of total expenditure.¹⁵⁹

According to our assessments, **disenfranchised groups including immigrants and minorities have the highest vulnerability in Malawi, the Central African Republic, Madagascar, and South Sudan.** Certain groups in other African countries also face a heightened risk. For example, in Uganda, discrimination and stigmatisation of the LGBTI community contributes to its vulnerability to sex trafficking and exploitation. Criminalisation of same-sex conduct and increased homophobia after the announcement of the Anti-Homosexuality Act in 2014 led many LGBTI Ugandans to flee their country, putting them in a position of increased vulnerability.¹⁶⁰ Alternatively, Mauritius has one of the lowest vulnerability scores for disenfranchised groups due to having taken steps, such as the establishment of an Equal Opportunity Commission, that have contributed to inclusiveness and access to opportunity for minority or disenfranchised groups.¹⁶¹

FIGURE 7
Regional average vulnerability scores by dimension, Africa



Our data **highlight Nigeria, Somalia, Sudan, and the DRC as having the highest vulnerability to modern slavery due to high levels of conflict, terrorism, and displacement.**

Ongoing conflicts in the region continued to create vulnerability through displacement. In the Central African Republic since 2013, between 3,000 and 6,000 people have been killed through executions and mutilations, and

more than 450,000 people have become refugees.¹⁶² The United Nations Security Council also confirms reports that Al-Shabaab, Boko Haram, IS and other terrorist groups are exploiting boys and girls as sexual slaves or soldiers.¹⁶³ Trafficking and slavery are used as strategies for terrorist groups that take advantage of the breakdown of rule of law to work with impunity.

TABLE 2

Estimated vulnerability to modern slavery by country (% the higher the score, the higher the level of vulnerability)

Country	Governance issues	Lack of basic needs	Inequality	Dis-enfranchised groups	Effects of conflict	Overall weighted average
Central African Republic	85.4	50.2	62.7	58.0	81.6	100.0
South Sudan	75.7	51.1	62.9	56.1	85.7	94.7
Congo, Democratic Republic of	77.2	50.8	55.6	46.5	86.7	91.7
Somalia	80.6	56.8	49.6	22.7	88.4	89.5
Sudan	80.7	46.6	42.4	37.0	87.4	87.1
Chad	71.8	43.2	48.5	46.5	46.1	74.9
Nigeria	54.1	41.3	50.2	47.1	95.5	74.1
Libya	81.4	23.0	49.6	28.1	63.1	73.1
Burundi	72.4	42.6	42.1	48.1	41.7	72.9
Kenya	55.1	48.7	49.6	44.5	66.8	70.6
Guinea-Bissau	77.8	40.1	47.6	44.1	17.1	70.5
Cameroon	65.9	36.5	46.2	46.3	53.9	69.6
Eritrea	71.0	50.6	33.7	48.1	25.9	69.6
Congo	75.1	37.6	48.5	46.1	19.6	69.2
Zimbabwe	66.3	45.5	36.6	53.0	25.3	66.4
Guinea	68.3	32.4	54.7	46.4	28.6	66.3
Niger	61.9	41.2	37.0	45.0	50.4	65.6
Swaziland	69.9	50.0	39.4	38.8	11.7	64.8
Ethiopia	62.4	47.5	27.3	34.6	55.3	64.5
Malawi	55.4	51.5	40.9	61.5	19.1	63.4
Angola	60.2	43.4	48.2	48.5	19.8	62.3
Mauritania	67.3	33.7	39.3	50.5	22.3	62.0
Madagascar	54.4	46.8	51.0	56.8	17.3	62.0
Rwanda	56.6	40.8	40.0	55.7	34.0	61.7
Equatorial Guinea	68.4	40.8	36.7	48.5	10.1	61.7
Togo	70.0	31.5	45.3	42.3	17.1	61.3
Djibouti	66.8	38.0	33.9	48.1	21.3	61.2
Uganda	52.8	48.3	38.2	50.3	35.3	60.8
Tanzania, United Republic of	55.5	47.3	34.9	52.7	29.1	60.5
Egypt	61.6	18.4	44.2	52.8	51.1	60.4
Liberia	55.0	44.0	44.1	54.9	18.2	59.3
Gambia	66.8	28.1	41.8	44.1	20.8	58.4
Lesotho	53.8	50.7	44.6	41.9	18.6	58.3
Côte d'Ivoire	59.5	30.1	41.7	37.5	40.9	57.2
Mozambique	48.6	48.3	40.5	48.1	30.0	57.0
Mali	55.3	24.4	35.5	35.9	66.3	55.9
Zambia	45.8	54.4	44.9	49.1	13.1	55.2
Sierra Leone	50.9	46.1	41.2	48.1	18.1	55.2
South Africa	46.7	38.3	61.0	36.9	26.9	53.8

Country	Governance issues	Lack of basic needs	Inequality	Dis-enfranchised groups	Effects of conflict	Overall weighted average
Burkina Faso	58.4	31.6	40.3	35.2	26.2	53.1
Ghana	52.6	29.1	42.0	53.7	21.6	52.2
Algeria	63.2	17.9	27.8	37.0	43.6	52.0
Gabon	56.5	27.1	36.6	47.5	12.4	49.1
Morocco	60.7	18.8	38.1	35.7	22.0	48.3
Namibia	44.6	38.4	55.9	38.8	10.4	48.1
Senegal	43.9	34.8	35.6	41.0	30.9	46.2
Benin	51.1	28.8	39.9	35.3	15.8	45.0
Cape Verde	48.7	19.7	44.1	44.1	22.1	44.5
Botswana	43.3	37.9	37.3	37.6	9.7	42.1
Tunisia	47.2	15.4	34.8	31.9	33.7	39.2
Mauritius	25.5	17.7	33.6	31.1	12.2	21.2

Nairobi, Kenya – May 22, 2013:

A young refugee boy sneaks a nap on his parent's bed. When night comes he will sleep on a mattress the same size – but on the floor shared with five other children. This family tries to live a low profile in one of Nairobi's slums where refugees must navigate the many dangers of urban life plus many more dangers because they are not citizens. Children are at risk for human trafficking and sexual assault. Half of Africa's 2.5 million refugees now live in cities – marking a major migration shift from camps to urban centers. Living in the shadows of Africa's slums are the newest faces of the world's changing refugee crisis: urban and alone.

Photo credit: Amy Toensing/Corbis via Getty Images.

IMPORTING RISK:

G20 countries in the Africa region and import of products at-risk of modern slavery



As the analysis in the Global Slavery Index confirms, citizens in G20 countries enjoy relatively low levels of vulnerability to the crime of modern slavery within their borders and many aspects of their government responses to preventing it are comparatively strong. Nonetheless, businesses and governments in G20 countries are importing products that are at risk of modern slavery with hardly any effort being applied by governments to regulate the labour conditions involved in their production. Accordingly, we conducted research globally to identify and validate a short list of products at risk of modern slavery and then map out the extent to which these products are imported by G20 countries.¹⁶⁴

South Africa is the only G20 country in the African region. As South Africa does not report trade data individually but only through the Southern African Customs Union, which comprises five countries of Southern Africa (South Africa, Botswana, Namibia, Lesotho, and Swaziland), we are unable to present data for products at risk of modern slavery imported by South Africa.¹⁶⁵

While G20 countries have imported risk for some time, they are in the early stages of responding to the connection between modern slavery and supply chains of businesses and public procurement. The Government Response Index

tracks the progress of governments towards achievement of five milestones, including “Government and business stop sourcing goods and services produced by forced labour,” and it is clear that existing efforts fall short of what is required. G20 countries achieved an average score of only 11 percent for their efforts to stop sourcing goods and services produced by forced labour. South Africa is among the G20 countries that scored zero on these indicators, while the highest score was reported for the United States (65 percent). South Africa has yet to implement laws to minimise the risk of modern slavery in public supply chains or to encourage business to practice due diligence.

Miners sift through the selected rich rock fragments in search of a diamond gem near an Angolan village not far from the Congolese border. Diamond extraction in Angola has over the past decades been linked to torture, murder, and forced displacement, and relies on both child labour and forced labour.

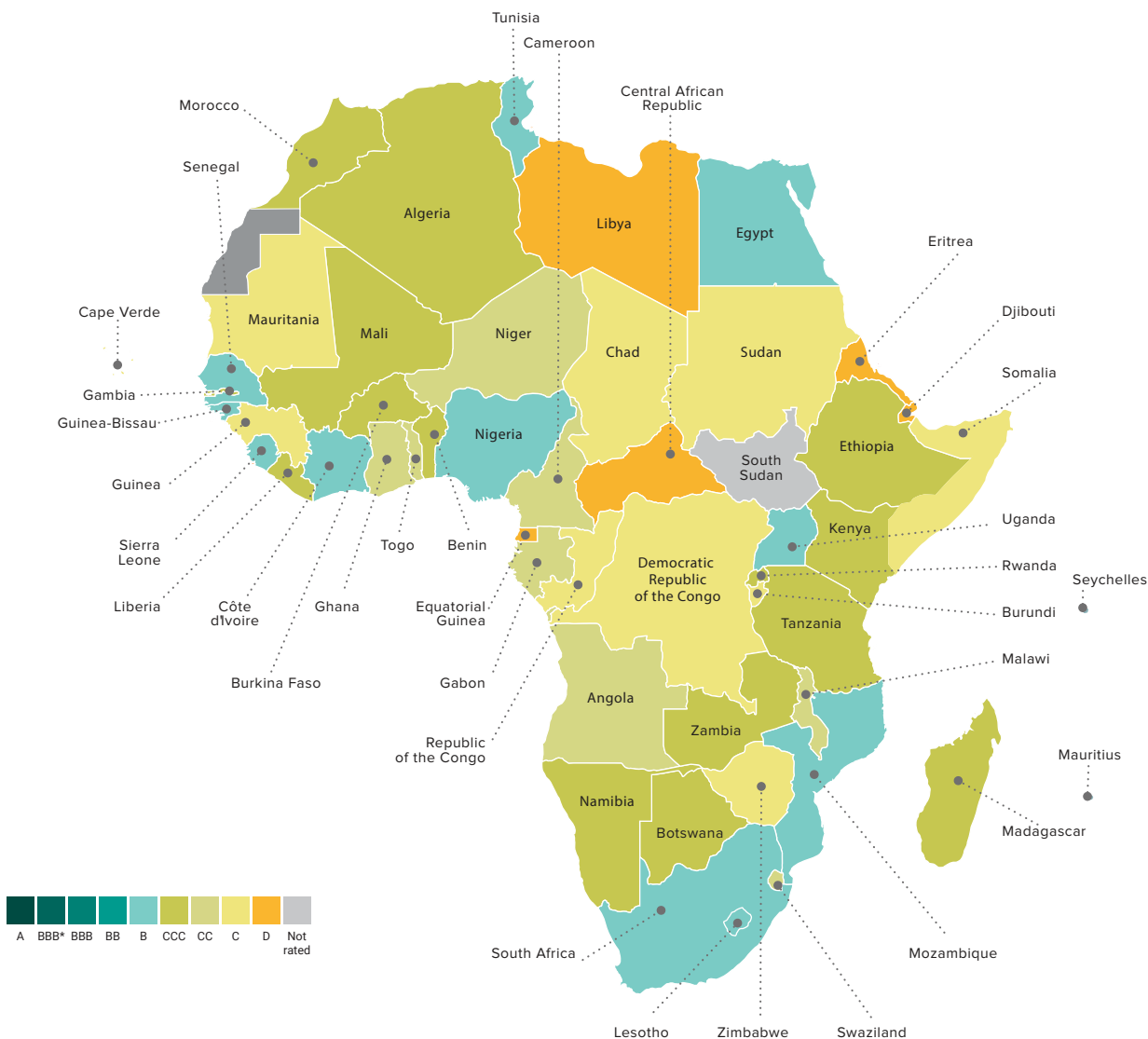
Photo credit: Olivier Polet/Corbis via Getty Images.



GOVERNMENT RESPONSES

FIGURE 7

Government response rating to modern slavery by country



National responses to modern slavery in Africa are mixed with some strong responses by countries in the region as well as evidence of inadequate victim protection and weak criminal justice systems. While 12 countries made improvements since the last Global Slavery Index, other countries continued to face challenges. **Libya, Eritrea, the Central African Republic, and Equatorial Guinea took the fewest steps to address modern slavery, all achieving a D rating.**

Among African countries, South Africa, Senegal, and Sierra Leone have taken the most steps to respond to modern slavery. Generally, compared to others in the region, these countries are taking concrete actions to improve certain aspects of victim support, strengthen their criminal justice systems, and reduce vulnerability. In Sierra Leone, there is evidence that an informal National Referral Mechanism has been implemented and is being used by the government and NGOs to refer victims.¹⁶⁶

Therefore, it is one of only eleven countries in Africa that currently have some form of referral mechanism. In South Africa, the Prevention and Combating of Trafficking in Persons Act (2013) has led to intensified ongoing and systematic training for prosecutors and the judiciary to improve the criminal justice response.¹⁶⁷

Many countries within the region witnessed an improvement in their rating. **Tunisia, Côte d'Ivoire and Egypt improved from CCC to B ratings while Morocco, Kenya, Algeria, Botswana, Tanzania, Mali, and Madagascar improved from CC to CCC ratings. Togo and Cape Verde also improved from a C to CC rating.** These countries improved their responses to modern slavery across many areas. For example, Kenya has demonstrated increasing efforts to eliminate modern slavery by launching a National Referral Mechanism in 2016¹⁶⁸ (although not yet fully implemented) and taking steps to protect vulnerable workers abroad by assigning labour attachés to Kenyan missions in Qatar, the United Arab Emirates (UAE), and Saudi Arabia to protect citizens employed in those countries.¹⁶⁹ In 2016, Morocco adopted a new anti-trafficking law that includes broad definitions of human trafficking as well as measures to protect victims.¹⁷⁰ Morocco and Algeria made advances in terms of developing policies and legislation to deal with managing Sub-Saharan migration in the region and reducing the vulnerability of migrants, refugees, and asylum seekers. This included, in some cases, granting residency permits to migrants, providing legal alternatives to the removal of foreign victims back to countries where they might face hardship, and granting access to government services such as education, health, and employment assistance for irregular migrants and refugees.¹⁷¹ Côte d'Ivoire also passed a comprehensive anti-trafficking law in 2016 that outlines the protection of, and assistance to, victims and the establishment of a national committee to combat trafficking.¹⁷²

Because this was the first year that the Global Slavery Index included the Seychelles in its assessment of government responses, and thus, we cannot suitably compare progress with that of other countries in the region, we have not publicly reported milestone and overall ratings. In the Seychelles, legislation exists criminalising slavery, human trafficking, and child prostitution, but implementation of criminal justice responses remains an issue with no specialised law enforcement unit and no training provided to the judiciary or prosecutor. All data on the Seychelles are available in the government response database online.¹⁷³

Libya and Somalia were also rated in 2018, but due to severe political instability and limited government control in parts of those countries, government capacity to combat modern slavery remained limited. There is evidence that in Libya, victims of modern slavery were treated as criminals and punished for immigration or prostitution violations as a direct result of being subjected to human trafficking.¹⁷⁴ In 2017, media reports confirmed the operation of a slave market in Libya auctioning men from Sub-Saharan Africa to the highest bidder.¹⁷⁵ Furthermore, there is evidence that state-imposed forced labour existed¹⁷⁶ in the form of forced labour in state-run migrant detention centres.¹⁷⁷

Identification of victims and provision of victim support services remained limited in some countries across the

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Côte d'Ivoire also passed a comprehensive anti-trafficking law in 2016 that outlines the protection of, and assistance to, victims and the establishment of a national committee to combat trafficking.

region, with strongest responses reported in Nigeria, Mozambique, and South Africa. The Nigerian Trafficking Agency, NAPTIP, has been working extensively with the UK's National Crime Agency, Border Force, and the Crown Prosecution Service to build its capacity to respond to human trafficking,¹⁷⁸ including conducting joint operations in 2017 at Gatwick and Heathrow airports in London aimed at profiling and identifying victims of trafficking and suspected traffickers.¹⁷⁹ Fewer countries than in 2016 ran campaigns on how to report and identify victims of modern slavery.

Furthermore, there is no available evidence that any of these campaigns in African countries led to an increase in the number of members of the public reporting cases of modern slavery. In addition, while 30 countries have reporting mechanisms, such as a hotline, only five of these countries (South Africa, Sierra Leone, Mali, Zambia, and Togo) have a freely available reporting mechanism for men, women, and children operating 24/7 and in multiple languages.

Provision of victim support services is improving, with most countries (46 out of 50 African countries included in the Government Responses Index) providing some form of assistance to victims of modern slavery. However, only nine of these countries provide services for long term reintegration. Despite existence of services, implementation and quality of these services remains an issue. For instance, in Malawi, the only government-run rehabilitation centre in Lilongwe is underfunded and poor conditions have reportedly led some child sex trafficking victims to leave the shelter and return to the establishments where they were exploited.¹⁸⁰ Overall, services are more likely to be child-focused and there is still a significant gap in victim support services available for adults and men.

TABLE 3
Change in African government response rating 2016 to 2018

Country	2016 Rating	Change in rating	2018 Rating	Country	2016 Rating	Change in rating	2018 Rating
South Africa	B	◀▶	B	Angola	CC	◀▶	CC
Senegal	B	◀▶	B	Swaziland	CCC	◀▶	CC
Sierra Leone	B	◀▶	B	Ghana	CC	◀▶	CC
Nigeria	B	◀▶	B	Malawi	CC	◀▶	CC
Tunisia	CCC	▲	B	Niger	CC	◀▶	CC
Côte d'Ivoire	CCC	▲	B	Cameroon	CCC	▼	CC
Uganda	B	◀▶	B	Gabon	CC	◀▶	CC
Mozambique	B	◀▶	B	Togo	C	▲	CC
Egypt	CCC	▲	B	Cape Verde	C	▲	CC
Lesotho	CCC	◀▶	CCC	Guinea	C	◀▶	C
Benin	B	▼	CCC	Zimbabwe	CC	▼	C
Morocco	CC	▲	CCC	Congo, Democratic Republic of	C	◀▶	C
Kenya	CC	▲	CCC	Guinea-Bissau	CC	▼	C
Algeria	CC	▲	CCC	Chad	CC	▼	C
Ethiopia	CCC	◀▶	CCC	Somalia*			C
Burkina Faso	CCC	◀▶	CCC	Mauritania	CC	▼	C
Djibouti	CCC	◀▶	CCC	Sudan	CC	▼	C
Mauritius	CCC	◀▶	CCC	Congo	CC	▼	C
Gambia	CCC	◀▶	CCC	Burundi	CC	▼	C
Rwanda	CCC	◀▶	CCC	Equatorial Guinea	D	◀▶	D
Namibia	CCC	◀▶	CCC	Central African Republic	C	▼	D
Botswana	CC	▲	CCC	Eritrea	D	◀▶	D
Tanzania, United Republic of	CC	▲	CCC	Libya*			D
Madagascar	CC	▲	CCC	Seychelles**			
Zambia	CCC	◀▶	CCC				
Liberia	CCC	◀▶	CCC				
Mali	CC	▲	CCC				

*Not rated in 2016 Global Slavery Index.

**Included for the first time in 2018, therefore a rating is not provided. All data are available via the Global Slavery Index website.

Note: Due to the ongoing conflict and extreme disruption to the government, the rating of South Sudan government's response was not included in the 2018 Global Slavery Index.

Improvements in legislation have occurred across Africa with some notable examples. In recent years, countries across Africa have enacted comprehensive trafficking legislation, including Côte d'Ivoire,¹⁸¹ Morocco,¹⁸² and Tunisia¹⁸³ in 2016, following similar legislation passing in Ethiopia¹⁸⁴ in 2015, and Madagascar¹⁸⁵ and Sudan¹⁸⁶ in 2014. While nearly 70 percent of African countries (34 out of 50 assessed under the Government Responses Index) have criminalised human trafficking, an increase from the last GSI, only 58 percent (29 countries) recognise forced labour as a criminal offence. Fewer countries have adequately criminalised other forms of modern slavery; for instance, only nine countries criminalised the use of children by state and non-state armed groups. Even the existence of legislation does not necessarily result in adequate sentences in practice.

In most African countries (31 out of 50), penalties outlined in at least one of their modern slavery laws are disproportionate to the crime, which means they are either overly lenient or inhumane in their treatment of offenders. In 16 countries, judicial punishments are either too lenient or too harsh for offenders. For instance, in Kenya, forced labour offences are punishable with a fine or with imprisonment for a term not exceeding two years.¹⁸⁷

Only seven countries in Africa (Benin, Burkina Faso, DRC, Ghana, Madagascar, Rwanda, and South Africa) have criminalised forced marriage. Further, only 15 countries have provided access to primary education for over 90 percent of the population.¹⁸⁸ An effective approach to eliminating forced and child marriage must go beyond a legislative response to address underlying cultural and belief systems that drive this form of modern slavery.



A victim of human trafficking in Libya sews clothes at Idia Renaissance non-governmental organisation in Benin, Edo State, midwest Nigeria, on October 21, 2016. In 2015, 153,000 migrants arrived in the European Union via the Italian coast, according to the International Organization for Migration. The largest number, about 22,000, were Nigerians. In May 2015, Brussels opened talks with Abuja to make 'readmission agreements' easier and oblige Nigeria to take back its nationals. Idia Renaissance NGO is focused to combat human trafficking, prostitution, HIV/AIDS and other anti-social vices through advocacy, information, counselling and education.

Photo credit: Pius Utomi Ekpei/AFP/Getty Images.

For example, community empowerment programs, such as the Tostan program, which operates in Guinea, Guinea-Bissau, Mali, Mauritania, Senegal, and the Gambia, aims to bring about social transformation based on respect for human rights. The program has been found to empower women and girls and reduce rates of child marriage.¹⁸⁹

Over one quarter of countries allow victims of modern slavery to participate in the legal system regardless of their role as witness. However, this is weakened by the fact that only six countries (Gambia, Namibia, Niger, Rwanda, South Africa, and Tanzania) provide protection to victim and witnesses both inside and outside the court. Moreover, despite the prevalence of children exploited in the region, less than half of the countries within the region provided special measures for children in criminal proceedings.

Twenty-eight countries in Africa have a current National Action Plan (NAP) addressing modern slavery issues. However, 25 of these plans are not fully funded, limiting their implementation. Currently, no government in Africa has implemented a monitoring mechanism, such as an independent rapporteur or commissioner, to ensure effective implementation of the NAP and to monitor the activities of the government regarding its efforts to combat modern slavery.

Every country within Africa is involved in regional bodies acting against modern slavery and most have signed bilateral agreements to cooperate on modern slavery issues. Over half the countries cooperated with other governments to facilitate voluntary repatriation of foreign nationals and 31 countries have broader agreements with countries of origin and/or destination to collaborate on modern slavery issues.

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Provision of victim support services is improving, with most countries providing some form of assistance to victims of modern slavery although implementation and quality of these services remains an issue.

For example, an agreement between Kenya and Qatar was signed to reduce the cases of exploitative labour and trafficking against Kenyans abroad.¹⁹⁰ However, there is limited information available about the effectiveness and implementation of these agreements.

The governments of Algeria, Botswana, Mauritius, Morocco, Seychelles, Sierra Leone, South Africa, Tanzania, and Uganda have conducted government-funded labour inspections in the informal sector to identify cases of modern slavery, despite the significance of exploitation in the informal sector in this region. In the Seychelles, labour inspectors reportedly conduct unannounced inspections in sectors that employ large numbers of migrant workers, such as the construction and fishing sectors, and distribute leaflets that explain in various foreign languages relevant to migrant workers the official complaint procedures in the event of labour violations.¹⁹¹

Little information is available on whether African countries are making efforts to stop sourcing goods or services linked to modern slavery. No evidence exists of African states adopting public procurement policies to minimise the risk of governments purchasing products linked to forced labour.

It also appears that no African country has laws to prevent the import of goods and services made with forced labour. Côte d'Ivoire and Ghana have identified sectors that are at high risk of exploitation and have taken action to respond. Both countries are part of the Harkin-Engel Protocol¹⁹² and the associated International Cocoa Initiative,¹⁹³ a voluntary initiative developed in 2001 that aims to eradicate the worst forms of child labour in the production of cocoa. The effectiveness of the protocol has been questioned.¹⁹⁴

A girl hides herself next to a makeshift tent in a camp in the village of Kidjendi near Diffa, Nigeria, on June 19, 2016 as displaced families fled from Boko Haram attacks in Bosso. More than two million people have been displaced during the conflict with Boko Haram.

Photo credit: Issouf Sanogo / AFP / Getty Images.



TABLE 4

Government response by milestone percentage, overall score, and rating

Rating	Country	Support survivors	Criminal justice	Coordination	Address risk	Supply chains	TOTAL
B	South Africa	53.7	61.7	43.8	57.1	0.0	47.4
B	Senegal	49.6	43.9	56.3	54.8	0.0	47.1
B	Sierra Leone	53.7	37.8	50.0	54.8	0.0	46.2
B	Nigeria	58.9	53.3	50.0	47.6	0.0	45.8
B	Tunisia	53.0	31.7	43.8	57.1	0.0	44.3
B	Côte d'Ivoire	34.4	36.7	43.8	66.7	8.3	42.4
B	Uganda	48.1	51.7	37.5	54.8	0.0	42.0
B	Mozambique	57.6	49.4	31.3	42.9	0.0	40.7
B	Egypt	37.6	30.6	62.5	64.3	0.0	40.1
CCC	Lesotho	35.9	37.2	56.3	42.9	0.0	38.3
CCC	Benin	30.6	31.7	56.3	52.4	0.0	37.7
CCC	Morocco	6.5	56.7	31.3	71.4	0.0	36.5
CCC	Kenya	35.7	38.9	37.5	59.5	0.0	36.5
CCC	Algeria	29.4	47.2	37.5	45.2	0.0	36.3
CCC	Ethiopia	27.8	51.1	56.3	47.6	0.0	36.3
CCC	Burkina Faso	38.1	30.0	43.8	42.9	0.0	35.7
CCC	Djibouti	30.4	42.8	31.3	47.6	0.0	35.3
CCC	Mauritius	43.7	38.9	0.0	50.0	0.0	34.9
CCC	Gambia	25.0	48.3	37.5	40.5	0.0	33.9
CCC	Rwanda	36.9	41.7	43.8	54.8	0.0	33.6
CCC	Namibia	34.1	27.8	18.8	54.8	0.0	33.3
CCC	Botswana	32.2	45.6	37.5	45.2	0.0	33.2
CCC	Tanzania, United Republic of	37.2	41.7	25.0	47.6	0.0	32.8
CCC	Madagascar	38.7	52.8	18.8	50.0	0.0	31.8
CCC	Zambia	33.3	34.4	25.0	40.5	0.0	31.8
CCC	Liberia	28.0	26.7	31.3	50.0	0.0	31.7
CCC	Mali	38.9	35.6	50.0	28.6	0.0	30.8
CC	Angola	31.5	13.9	43.8	54.8	0.0	29.5
CC	Swaziland	36.3	18.3	37.5	47.6	0.0	29.3
CC	Ghana	24.8	33.3	37.5	40.5	8.3	27.6
CC	Malawi	33.1	23.9	43.8	33.3	0.0	26.8
CC	Niger	29.1	35.6	25.0	35.7	0.0	25.9
CC	Cameroon	26.7	24.4	18.8	50.0	0.0	25.4
CC	Gabon	27.8	11.7	31.3	33.3	0.0	24.2
CC	Togo	28.7	21.1	31.3	21.4	0.0	23.6

Members of the Africa Diaspora Forum (ADF), civil society organisations, churches, trade unions and other coalitions wear chains and shout slogans during a demonstration against the slave trade and human trafficking in Libya on December 12, 2017 at the Union Buildings in Pretoria, South Africa. The UN Security Council on December 7 said reports that migrants detained in Libyan camps were being sold into slavery could amount to 'crimes against humanity' in a joint statement of condemnation.

Photo credit: Gulshan Khan/AFP/Getty Images.

Rating	Country	Support survivors	Criminal justice	Coordination	Address risk	Supply chains	TOTAL
CC	Cape Verde	23.5	16.1	25.0	33.3	0.0	22.9
C	Guinea	8.7	10.6	37.5	50.0	0.0	19.3
C	Zimbabwe	11.7	17.2	43.8	35.7	0.0	19.0
C	Congo, Democratic Republic of the	25.9	24.4	37.5	14.3	0.0	18.9
C	Guinea-Bissau	7.4	31.1	31.3	21.4	0.0	18.9
C	Chad	16.7	13.9	12.5	40.5	0.0	16.7
C	Somalia	8.1	20.6	25.0	35.7	0.0	16.0
C	Mauritania	6.5	25.0	18.8	35.7	0.0	15.5
C	Sudan	2.8	26.7	25.0	33.3	0.0	14.9
C	Congo	8.3	6.7	25.0	42.9	0.0	14.8
C	Burundi	22.2	11.1	12.5	26.2	0.0	10.7
D	Equatorial Guinea	3.7	12.2	12.5	26.2	0.0	8.6
D	Central African Republic	-3.7	0.6	12.5	21.4	0.0	2.5
D	Eritrea	0.0	-1.1	0.0	21.4	0.0	-2.0
D	Libya	0.0	21.7	0.0	0.0	0.0	-2.5
No rating	Seychelles ¹⁹⁵ South Sudan was excluded from this edition's government response assessment due to significant ongoing conflict						



REGIONAL RESPONSE



Overall, regional responses to modern slavery in Africa have largely focused on strengthening criminal justice frameworks and building the capacity of countries to better implement and enforce laws.

The African Union (AU) continues to make concerted efforts to address the issues of migration, displacement, and human trafficking. This includes its 2009 flagship *AU Commission Initiative against Trafficking (AU.COMMIT)* and the 2006 adoption of the *Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children*, encouraging African states to adopt legislative, administrative, and institutional measures to combat trafficking.¹⁹⁶ In 2014, the AU launched the Horn of Africa initiative to tackle human trafficking and smuggling.

The success of this initiative remains unclear considering the ongoing large scale irregular migration from and within the Horn of Africa.¹⁹⁷ The AU has also established the *African Institute for Remittances (AIR)*, a project supported by the World Bank and European Commission to help reduce the transaction costs of remittances for migrants. Payment of remittances remains an issue for refugees and migrants.¹⁹⁸

In 2015, the AU established a Common Position paper that presented six themes among which are labour migration, human trafficking, and smuggling of migrants, with an emphasis on intra-African facilitation of labour mobility and the protection of migrants and refugees.¹⁹⁹ The AU's long-term vision plans, as adopted in 2015 in its *Agenda 2063* document, prioritises easing the free movement of people within Africa, including waiving all visa requirements for intra-African travel by 2018 and a legal framework adopted by 2023 for the issuance of an African Common Passport. However, there is only limited information available on the progress of this effort.²⁰⁰

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Sub-regional efforts to combat human trafficking also exist. The Economic Organisation of West African States (ECOWAS) and the Economic Community of Central African States (ECCAS) combined efforts to adopt a joint *ECOWAS/ECCAS Regional Plan of Action to Combat Trafficking in Persons, Especially Women and Children (2006-2009)*. It is unclear if these regional plans have been updated or evaluated recently. ECOWAS's regional policy on protection and assistance to victims of trafficking seeks to maintain a supportive environment for victims of trafficking and

commits to restoring the physical, social, and economic well-being of victims through sustainable assistance programs.²⁰¹ It is unclear whether this policy has been implemented or recently evaluated.

In Southern Africa, the Southern African Development Community (SADC) *Regional Plan of Action on Trafficking in Persons (2009-2019)* is a 10-year plan that focuses on non-criminalisation of victims, victim support, and witness protection. SADC has also set up an anti-corruption committee

in line with its Protocol against Corruption to strengthen measures against allegedly corrupt officials working at borders.²⁰² Through its *Regional Political Cooperation (RPC) Programme*, the SADC secretariat has supported member states in developing anti-trafficking legislation and implementing data management, research, and awareness raising activities on the issue.²⁰³ The East African Legislative Assembly (EALA) enacted the *East Africa Community Anti-Trafficking in Persons Bill (2016)* that compels its member states to prevent human trafficking and prosecute perpetrators of the crime.²⁰⁴

Other regional bodies include the International Conference of the Great Lakes Region (ICGLR), which has been proactive in addressing trafficking since 2006 via collaboration with other regional organisations and providing training for member states. The Common Market for Eastern and Southern Africa (COMESA) *Protocol on the Free Movement of Persons, Services, Labour and the Right of Establishment and Residence* is aimed at advancing the free movement agenda.²⁰⁵

Some progress is being made with Zambia and Zimbabwe setting up National Monitoring Committees in 2016 to monitor the implementation of this protocol.²⁰⁶

The Intergovernmental Authority for Development (IGAD) participates in the AU.COMMIT campaign and has two conventions on regional security that include human trafficking as a security threat. IGAD officially launched a study report on “Human Smuggling and Trafficking in the Horn of Africa – Central Mediterranean Route in 2016.”²⁰⁷

Within Africa, there are also six Regional Consultative Processes on Migration (RCPs) including the *Intergovernmental Authority on Development Regional Consultative Process on Migration (IGAD-RCP)*, *Migration Dialogue from the Common Market for Eastern and Southern Africa Member States (MIDCOM)*, *Migration*

Dialogue for Central African States (MIDCAS), *Migration Dialogue for Southern Africa (MIDSA)*, and *Migration Dialogue for West Africa (MIDWA)*. These RCPs are regional platforms for states to engage in information sharing and policy dialogues focusing on specific migration issues.²⁰⁸

As migration remains a critical issue for Africa, ongoing regional dialogue and collaboration on migration management is vital. A Draft *Protocol to the Treaty Establishing the African Community on Free Movement of Persons, Right of Residence and Right of Establishment (Free Movement Protocol)* is expected to be discussed and adopted in early 2018 at the AU summit in Addis Ababa. Greater coordination and commitment to action is needed at the regional level in addition to the already existing migration frameworks. Africa has an abundance of regional organisations, with African countries holding on average memberships to six regional organisations and some countries joining up to 14.²⁰⁹ For states that are members of several regional

organisations, a duplication of initiatives and efforts wastes valuable resources. As such, movement towards a single coordinated process would be beneficial for the region.²¹⁰ Differences in political and legal systems may also hinder cooperation efforts between states.²¹¹

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REGIONAL RECOMMENDATIONS

Governments should:

Strengthen legislation

- › Ratify and implement the ILO P029 Protocol of 2014 to the Forced Labour Convention, 1930 and the Domestic Workers Convention (No. 189, 2011) and translate these into national legislation to ensure protections for migrant workers.
- › Ratify and implement the 2000 UN Optional Protocols to the Convention on the Rights of the Child on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography and translate these into national legislation to ensure protections for vulnerable children.
- › Strengthen existing national legislation to ensure that all forms of modern slavery are criminalised and penalties for these crimes are appropriate for the severity of the crime. In 31 out of 50 African countries, penalties outlined in at least one of their modern slavery laws are disproportionate to the crime – these countries should reform those laws to include proportionate penalties.
- › Enact or strengthen legislation criminalising forced marriage and raise the age of marriage to 18 for men and women. Seven countries in Africa have criminalised forced marriage – equivalent laws should be enacted in the remaining 43 countries. It is important that countries in Africa scale up their efforts to respond to forced marriage, starting with criminalising this form of modern slavery, all the way through to investing in education and community programs to empower women and girls.
- › Ensure that legal loopholes which facilitate state imposed forced labour are closed and that state imposed forced labour is abolished in practice. The governments of Burundi, Egypt, Eritrea, Libya, Madagascar, Mali, Rwanda, and Swaziland should work closely with the International Labour Organisation to eliminate forced labour among their populations.

Improve victim support

- › Ensure National Referral Mechanisms (NRMs) are in place to improve coordination and cooperation between government agencies, and between government and non-government actors, and ensure responses are victim-centred. Eleven countries in the region currently have an NRM. All other countries should set up a similar system to ensure that all victims, regardless of the organisation identifying them, are able to access assistance.
- › Grant access to government services such as education, health, and employment assistance for irregular migrants and refugees.
- › Ensure victim support services are available for victims of modern slavery. Forty-six of 50 African countries have at least some form of assistance to victims of modern slavery. Eritrea, Guinea, Libya, and Morocco should implement similar services for victims.
- › Close the gap in victim support services by extending available support services to adults and men in particular.
- › Ensure victim support services are specialised in addressing gender-based violence, such as forced sexual exploitation and forced marriage.
- › Ensure training is provided to identify and respond to victims for regulatory and non – regulatory first responders, such as immigration officials, doctors and teachers, as well as those in law enforcement and officials involved in refugee intake and support services.

Strengthen coordination and transparency

- › Establish a single coordinated regional response process to combat modern slavery and trafficking across the region, such as through the African Union .
- › Develop National Action Plans or strategies, in coordination with relevant stakeholders, that are based on research and data on the nature and trends of human trafficking, forced labour, and child exploitation. Currently, only 28 of the 50 countries currently have a National Action Plan (NAP) – the remaining 12 should establish these immediately.
- › Countries that already have a National Action Plan should ensure that it is fully funded. Currently, 25 of the 28 countries that have a NAP do not have adequate budget for it.
- › Establish monitoring mechanisms, such as an independent rapporteur or commissioner, to ensure effective implementation of the NAPs and the incorporation of lessons learned. Currently no government in Africa has implemented such a monitoring mechanism.
- › Support the empowerment of women and girls by ensuring access to education for all.
- › Share lessons learned from community empowerment programming in addressing social issues related to modern slavery such as forced and child marriage at regional fora.
- › Support and extend existing community empowerment programs to increase understanding and respect of human rights and tackle related social issues, such as child marriage.
- › Expand protection for victims exploited in other countries by establishing labour migration agreements between African countries and destination countries that include protection for migrant workers.
- › Urge destination countries to protect the rights of migrants regardless of whether their entry was legal.
- › Governments in Sub-Saharan Africa, East Africa, and North Africa (particularly Libya) should launch targeted information campaigns to ensure that prospective migrants are informed of the risks they may face on the journey, as well as their employment and residency rights, the risks they may face living and working in the host country, and current information on how to access help and seek redress for exploitation.
- › Reduce “pull factors” of migration by providing economic opportunities in home countries, especially for African youth in Sub-Saharan Africa.

Address risk factors

- › Scale up funding and resources, by seeking funding from donor governments and working with international organisations if required, to improve living conditions for migrants in refugee camps and detention centres, particularly in the Horn of Africa and North Africa
- › Establish alternatives to migrant detention, in North Africa and Libya in particular, including safe spaces, for women, children and other vulnerable migrants.
- › Protect women and girls from gender-based violence, including forced sexual exploitation and forced marriage, during conflict. Scale up support for displaced persons, particularly women and girls in conflict zones, to prevent trafficking and exploitation.
- › Recognise the importance of gender to any modern slavery response by mainstreaming understanding of women’s rights into national strategies.

Eradicate modern slavery from the economy

- › Identify sectors at high risk of modern slavery, as Côte d'Ivoire and Ghana have done, and work with business and civil society in those sectors to eradicate modern slavery.
- › Support training and capacity building for labour inspectors so they can better identify cases of modern slavery in both the formal and informal sectors.
- › Ensure labour inspections are conducted in sectors known to be at high risk of modern slavery to identify victims. Currently only seven governments in Africa fund labour inspections in the informal sector to identify cases of modern slavery. The remaining 43 governments should follow suit and introduce such monitoring schemes.

APPENDIX:

Endnotes

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