



EUROPE AND CENTRAL ASIA REPORT

THE
**GLOBAL
SLAVERY
INDEX**
2018

Acknowledgements

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Further reading

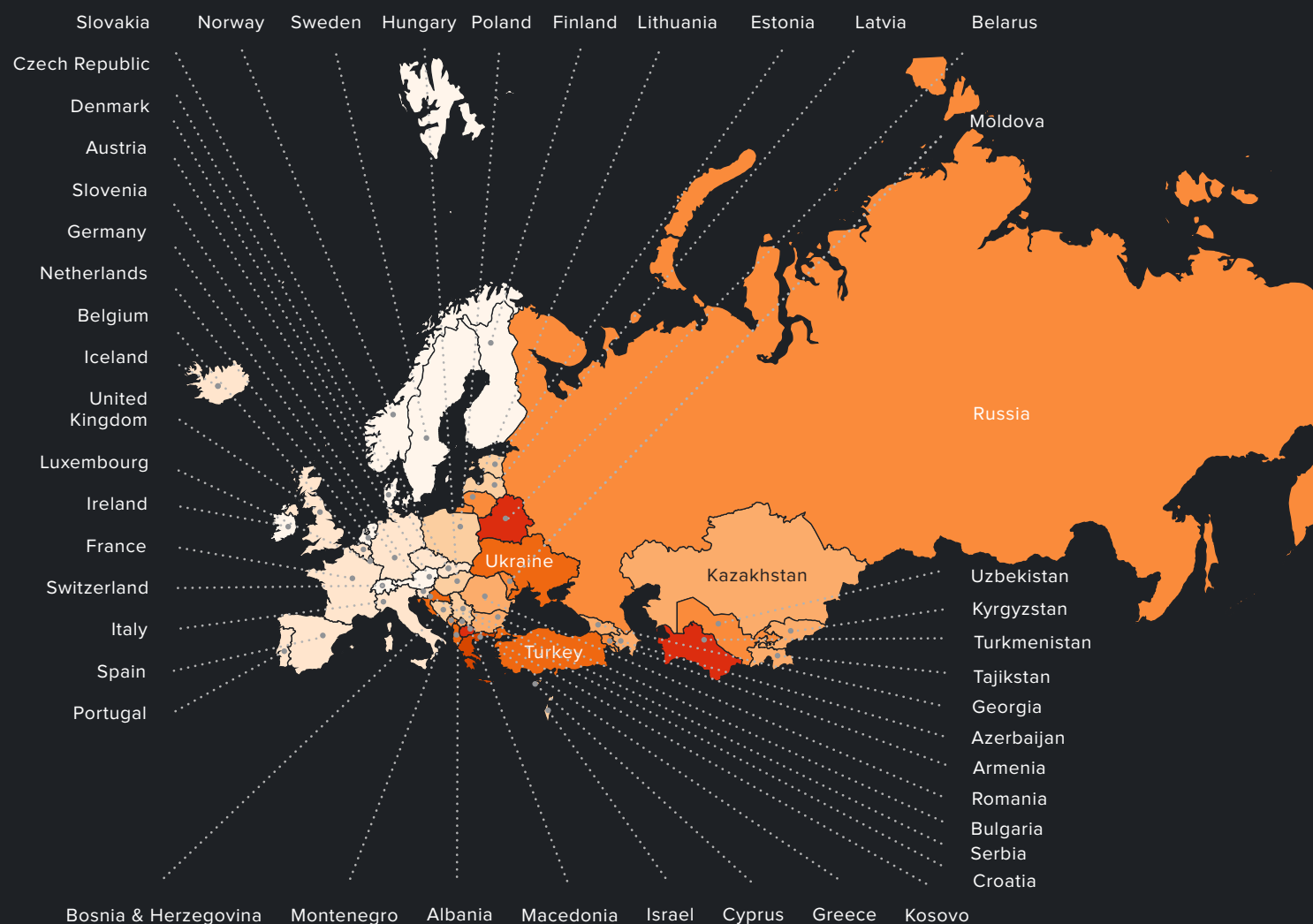
This report is part of a series that builds on the information presented in *The Global Slavery Index 2018* to provide an in-depth look at modern slavery at a regional level. The reports will be available from <https://www.globalslaveryindex.org/resources/downloads/> as they are released. *The Global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

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EUROPE AND CENTRAL ASIA

REGION HIGHLIGHTS



Estimated Number of
People in Modern Slavery

3,590,000

Forced labour
percentage

91%



Average Vulnerability Score

28/100



Regional Proportion
of Global Estimate

9%

Forced marriage
percentage

9%



Average Government Response Score

AAA

AA

A

BBB

BB

B

CCC

CC

C

D

SPOTLIGHT ON PROGRESS



While no government has a fully comprehensive response to modern slavery, all countries in the Europe and Central Asia region have either maintained or improved their response since the publication of the 2016 Global Slavery Index. Most notably, the Netherlands has retained its position as having the world's strongest response to modern slavery, taking the most steps of any nation to address the problem and, for the second consecutive time, being the only country anywhere to receive an "A" rating. The Netherlands national response is strong across indicators of victim support, criminal justice responses, and addressing risk, including social safety nets and protection for migrants, a feature missing in many countries of destination. Netherlands was closely followed by the United Kingdom, Belgium, Sweden, Croatia, Spain, Norway, and Portugal, all of which took significant action against modern slavery in the previous two years.

Other countries of note include the UK and France, both of which have in place laws that seek to tackle forced labour occurring in global supply chains. In the UK, Section 54 of the 2015 UK Modern Slavery Act requires companies that are fully or partially based in the UK and that have an annual turnover of more than GBP36 million to publish a statement each year describing the steps they have taken to respond to slavery in their supply chains.¹ While the UK Modern Slavery Act has its weaknesses, namely the lack of a central, publicly available repository and a list of businesses required to report, the legislation has been instrumental in getting businesses to engage on the issue at the board level and provides an important baseline from which to build.

In France, companies with 5,000 employees domestically, or 10,000 worldwide, must establish and publish a vigilance plan and annual implementation reports.² The plan must identify risks and how the company will act to prevent serious human rights harm resulting from the activities of the company, any other companies it controls directly or indirectly, and any subcontractors and suppliers with whom it has established a business relationship. These laws in the UK and France firmly bring the business community into the response against modern slavery, which is essential given that 16 million victims worldwide are exploited in the private economy.

EXECUTIVE SUMMARY



The Europe and Central Asia region encompasses both destination and origin countries for modern slavery victims. Patterns of modern slavery reflect migrant flows within the region, with individuals moving from less developed areas to relatively more developed countries in search of work and economic opportunities.³ This can be said of migrants moving from Eastern Europe to Western Europe and those from former Soviet, Central Asian Republics moving to the Russian Federation and Kazakhstan.⁴ In recent years, influxes of refugees escaping conflict and human rights abuses in the Middle East and Sub-Saharan Africa have led to increasing numbers of these individuals fleeing to Europe and becoming vulnerable to exploitation.⁵

Moreover, as Eastern European migrants have moved and settled in Western Europe, workers from Southeast Asia have migrated to Eastern Europe to plug workforce gaps, and these individuals are vulnerable to forced labour.⁶ Forced marriage also occurs across the region, including bride kidnapping in Central Asia and the forced marriage of European citizens overseas.⁷ State-imposed forced labour occurs in Central Asia, as shown by the exploitation of civilians in Uzbekistan and Turkmenistan.⁸ While migration is highly relevant to understanding patterns of risk for modern slavery, it is also the case that exploitation of nationals within their home countries has increased across the region.⁹ As many countries within the region become more inward-facing and restrictive in their migration policies, it remains to be seen what longer-term impact these policies will have on migrants and citizens across Europe and Central Asia.

Estimating modern slavery in Europe and Central Asia

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, which estimated that 40.3 million people were living in modern slavery on any given day in 2016. Of these, an estimated 3.6 million men, women, and children were living in modern slavery in Europe and Central Asia. This is a prevalence of 3.9 people in modern slavery for every 1,000 people in the region. 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 that could also constitute modern slavery cannot be adequately measured at this stage. For example, there are numerous reports of forced marriages in Central Asia but few surveys on the issue have been conducted there. This contributes to lower rates of forced marriage than may be the case in this region.

Key findings from the Global Slavery Index

In the Europe and Central Asia region, there are two main trends that arise from an analysis of the regional and national estimates of prevalence, measures of vulnerability, and assessment of government responses.

First, intra-regional and cross-regional migration flows are critical to driving vulnerability to modern slavery.

Intra-regional migration has characterised the region with flows of people from East to West, and from less developed to more developed regions. People migrated traditionally to seek economic opportunities and to escape poverty and limited education and employment options. These individuals are willing and able to take low-skilled work in the informal sector, which is often unregulated and open to exploitation.¹⁰ For example, labour laws do not cover workers in the informal sector in 26 countries in the region, and 11 countries ban recruitment agencies and employers from charging fees to job seekers. The Netherlands, Poland, Spain, and the UK are the only four European countries that both provide legal protections for workers in the informal economy and prohibit recruiters from charging job seekers fees. While these flows of people from East to West still occur, conflict and displacement in the Middle East and Sub-Saharan Africa have added migration routes from the Middle East and Northern Africa across the Mediterranean and into Europe. Attempting to traverse the Mediterranean in inflatable boats and other vessels that are barely seaworthy, these individuals rely on people smugglers and unscrupulous recruiters and traffickers to facilitate their onward journeys, rendering them vulnerable to modern slavery.¹¹ Russia, Turkey, and Ukraine, all countries affected by high levels of immigration or displacement, have the highest absolute number of people in modern slavery and account for over one-third (39 percent) of the victims in the region (See Table 1).

Often depicted in media as an “exodus of biblical proportions,”¹² the “so-called” migrant or refugee crisis has exacerbated fears of migrant populations and heightened perceptions in Europe that the continent will soon be overrun. This has led to a tightening of immigration policy and reduction of protections across the region for migrants, meaning that more migrants may fall through the cracks.¹³ While many European countries have low vulnerability scores, with the lowest in Denmark and Switzerland, and high government responses, with the highest in the Netherlands and the UK, European countries face associated risks of trafficking and labour exploitation among these migrant populations. There has also been evidence that a “fortress Europe” approach has led to the deaths of migrants trying to cross the Mediterranean Sea and, for those intercepted by the Libyan Coast Guard, a risk of ending up in detention centres where migrants can be used or sold in open markets as slaves.¹⁴

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Restrictive immigration policies and anti-immigrant sentiment are also on the rise in Central Asia, where Russia has increasingly restricted access to employment opportunities for citizens from Central Asian republics, such as Tajikistan and Uzbekistan, among others.¹⁵ Russia has the weakest government response across the Europe and Central Asia region, and has one of the highest vulnerability scores related to governance issues. This, coupled with a downturn in the Russian economy and a devaluing of the rouble, has led these migrants to either enter Russia illegally¹⁶ or seek economic opportunities in countries such as Kazakhstan, where their irregular status can make them vulnerable to forced labour in domestic service, construction, and agriculture.¹⁷

Second, state-imposed forced labour continues to plague the Central Asia subregion.

An analysis of government responses highlights evidence of state-imposed forced labour in Belarus, Russia, Turkmenistan, and Uzbekistan.

Belarus and Turkmenistan also have the highest prevalence of modern slavery in the region. This includes concerning allegations of forced labour in privately-run administrative detention centres and abuse of civic duties in Belarus¹⁸ and compulsory prison labour in public and private prisons in Russia.¹⁹

The governments of Uzbekistan and Turkmenistan continue to exploit citizens in the annual cotton harvest under a system of production quotas under the threat of punishment.²⁰ Despite the government of Uzbekistan working closely with the International Labour Organization to end the use of child labour, as shown by the improvement in their government response rating (from CC to CCC), there are still reports of forced labour of adults.

The Turkmen government also compels farmers to grow annual quotas of cotton, wheat, and rice and has forced tens of thousands of citizens to pick cotton each year.²¹ Turkmenistan has the highest vulnerability score of all countries across the region. Governments in the Central Asia region have taken action previously, and according to the International Organization for Migration there has been a reduction in the production of cotton using state-imposed forced labour in Tajikistan.²² However, Tajikistan remains a country with a relatively high vulnerability score, the second highest in the region. It is clear that more action should be taken by these countries to stop the use of this type of forced labour.

It is not just the countries where the exploitation occurs that have a role to play. While the European subregion includes some of the strongest responses to modern slavery, the lowest vulnerability scores, and relatively low levels of prevalence, it also includes some of the world’s strongest economies. G20 countries such as France, Germany, Italy, and the UK have begun to take action to stop the goods and services produced by forced labour from entering the global economy. They could also use their influence at the European Union level to prevent the use of reduced tariffs for developing countries to export to the EU in cases where the exports have been produced by forced labour.²³



Recommendations

- › **Governments must protect the rights of migrants in destination countries regardless of whether their entry was legal.** Across Europe and Central Asia, increasingly restrictive immigration policies have the potential to increase the vulnerability of migrant workers to modern slavery. All governments should do more to ensure that increased control of borders does not occur at the expense of migrant rights by reviewing existing policies to identify their impact on migrating populations, providing alternative safe migration pathways, ensuring labour laws cover all workers, and establishing visa options for those who have been exploited.
- › **Governments and civil society should conduct widespread, systematic education campaigns for the public to counter stereotypical attitudes of migrant workers and promote diversity.** Typically, increasingly restrictive immigration policies are accompanied by a growth in anti-immigrant sentiment. Governments should work with schools, universities, and religious leaders to encourage inclusivity through media campaigns aimed at reaching the widest possible audience.
- › **Governments must ensure that legal loopholes that facilitate state-imposed forced labour are closed and that the practice is abolished in Belarus, Russia, Turkmenistan, and Uzbekistan.** The governments in Central Asia should work closely with the ILO to eliminate programs that encourage forced labour, particularly in agriculture. France, Italy, Germany, and the UK should exclude cotton from Uzbekistan and Turkmenistan from trade preference programs, particularly the EU's Generalized Scheme of Preferences, until they end their forced labour systems of cotton production.
- › **Governments should introduce and implement legislation criminalising forced marriage and raise the age of marriage to 18 for men and women across all European and Central Asian countries.** Twenty countries have legislation in place fully criminalising forced marriage; governments should enact equivalent laws in the remaining 30 countries. In countries where legislation exists, its effective implementation should be ensured by governments providing ongoing training and resources for police, prosecutors, and judges.
- › **Governments must extend protection for all victims of modern slavery regardless of gender and citizenship.** While commercial sexual exploitation of women is the most often reported form of exploitation across the region, recently there have been increases in the number of reports of men victimised by forced labour. While only 28 countries have specialized services for children, even fewer services are typically available for male victims. In Russia, there are no services found for male victims, nor is there a nationally implemented victim referral and support system serving them. It is essential that all governments are prepared to provide support for victims of modern slavery as they are identified, regardless of gender and citizenship.
- › As a major donor of foreign aid, **the EU should support programming in origin countries to promote women's empowerment, education for all, and support for displaced persons.** Patriarchal structures and conflict are some of the risk factors that increase vulnerability to modern slavery. Strengthening respect for women's rights and tackling trafficking that occurs as a result of conflict can help to prevent exploitation of these populations on the move.

Lesbos, Greece, 11 August 2018.

Both photos show wrecked boats and thousands of life jackets used by refugees and migrants during their journey across the Aegean sea lying in a dump in Mithymna (Molyvos), on the Greek island of Lesbos. The top image was taken on 4 August 2018 and the bottom image was taken of the same place on 19 February 2016. Three years ago, the Greek island of Lesbos found itself at the centre of the "so-called" migration crisis. At the height of the influx, some 5,000 refugees and migrants, mostly from war-torn Syria, were landing on the island's beaches on a daily basis. Hundreds did not survive the journey across the Aegean Sea. More than 800 people, including many children, died in 2015 in the Eastern Mediterranean. The situation quickly reached emergency proportions for beleaguered Lesbos authorities trying to regulate the flow, register the exhausted survivors, and find shelter for them.

Photo credit: Aris Messinis/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.²⁴ 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 calculated²⁵ 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

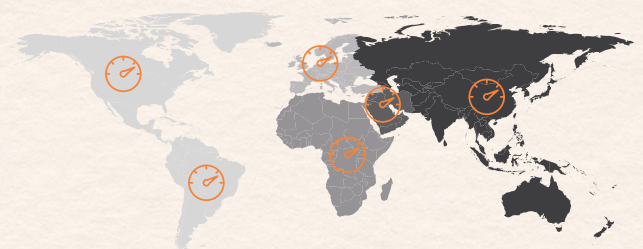
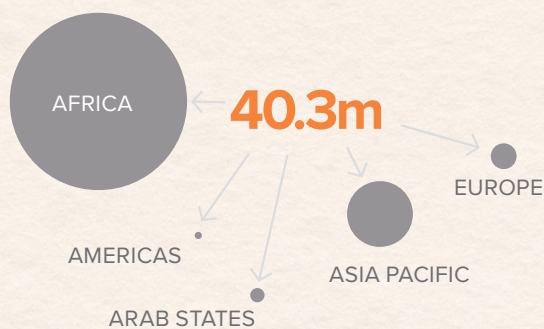
FIGURE 2

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





TOWARDS A SLAVE-FREE EUROPE

Jan Van Dijk | First Vice-President of GRETA and emeritus professor of victimology Tilburg University, the Netherlands.

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As a region Europe/Central Asia scores comparatively well on the Walk Free Foundation's Responses Index. Look at the Netherlands with its proud A! Look at the UK, Sweden, Belgium, Croatia, Montenegro, Georgia and many, many others with their BBB's! How come almost all countries in the region except Russia and Turkmenistan are doing reasonably well? In my view at least, some of the credit for this should go to the Council of Europe. The Council of Europe? Yes, the Council of Europe. And no, this Council has nothing to do with the European Union. The Council of Europe was set up in 1949, right after the Second World War, as a guarantee against further human rights abuses in the region. It now counts 47 members, including Russia, Turkey, Azerbaijan, Georgia and Armenia. It protects the human rights of over 830 million citizens. The UK is a member too, of course, and will be after Brexit.

The Council's cornerstones are the European Convention on Human Rights and the European Court of Human Rights (to be distinguished from the European Court in Luxembourg which interprets EU law). Article 4 of the European Convention on Human Rights prohibits slavery and forced labour. Over the years the Court has widened the meaning and implications of this article. In 2017 the Court confirmed in *Chowdury versus Greece* that forced labour does not require the restriction of freedom of movement. Modern slavedrivers often use other, more insidious means of coercion. This landmark ruling will lead to more convictions for forced labour from national courts in the region in the years to come.

Another asset of the Council, besides the binding rulings of the Court, is its rigorous monitoring of compliance with conventions supplementing the parent convention of human rights. One of these conventions is the Convention on Action against Human Trafficking of 2008. It has now been ratified by all 47-member states except Russia as well as by non-member state Belarus. Tunisia and Israel have expressed an interest in becoming state parties too. In fact, all democratic countries in the world interested in in-depth monitoring of their anti-trafficking policies by independent experts are kindly invited to join!

The monitoring body of this convention, GRETA, regularly publishes detailed evaluations of the compliance of state parties with the various treaty obligations. These reports confirm the upward movement apparent from the Responses Index. Almost everywhere updated legislation, national coordinating bodies, action plans and special services for survivors are in place. However, GRETA's reports maintain a critical stance. An analysis of the collection of individual reports brings to light several areas where a *majority* of state parties has in recent years been found wanting. Most worrying of all, a majority of state parties of the Convention have still not put in place adequate identification and referral mechanisms for *child victims*, the most vulnerable category of all. The thousands of East European children begging and shoplifting in Europe's cities are rarely recognised as the victims of modern slavery they are. Many identified child victims go missing within days or weeks after their 'rescue', often straight back into the hands of their exploiters.

Many GRETA's country reports also criticise that legal aid in the country is in practice not available for survivors. It comes as no surprise that in these countries very few of them ever obtain compensation for their damages from either the perpetrators or a state fund.

From a global perspective, European and Central Asian countries may compare favourably to others in their efforts to fight modern slavery. But for a region with such a powerful human rights tradition as Europe, the bar should be put higher. On 18th May 2018 the Secretary-General of the Council stated at a meeting of the Committee of Ministers in Elsinore, Denmark: '*we should be able to come together and say that Europe is a continent free not only from the death penalty and from the shame of torture, but a continent free from modern slavery too. The ultimate aim should be a Europe free of slaves.*' Looking at the GSI estimates of individual countries, even European top scorers like the Netherlands, the UK and Sweden, have a long, long way to go to achieve this end.

Strasbourg, France, 8 April 2014.

A view of European flags floating in front of the Council of Europe building in Strasbourg, France. The Council's Convention on Action against Human Trafficking has been ratified by all 47-member states, apart from Russia, and non-member state Belarus. The monitoring body of the Convention, the Group of Experts on Action against Trafficking in Human Beings (GRETA) publishes detailed evaluations of the compliance of state parties with the various treaty obligations.

Photo credit: Frederick Florin/AFP/Getty Images.



LET'S RAISE THE BAR!

Diara Lô | Impact Analyst, Tony's Chocolonely

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Tony's Chocolonely is a Dutch chocolate company founded to make 100 percent slave free the norm in chocolate. A key concern among practitioners working towards the elimination of forced labour and illegal child labour in the cocoa sector was the scarcity of evidence on which to formulate interventions. Hence, we are very proud to be part of a collaboration with the Walk Free Foundation, Tulane University, and the Chocolonely Foundation to investigate the prevalence and nature of modern slavery in cocoa growing areas in Côte d'Ivoire and Ghana. Our common objective, to put a stop to illegal labour and inequality in the production chain of cocoa, has resulted in more reliable figures of the size of modern slavery in the cocoa sector. In our view, this is very much needed, as we want to shift the debate – from questioning the existence of forced labour – to jointly finding adequate solutions for the problem!

Tony's Chocolonely was set up by three journalists 13 years ago. Their program "*Keuringsdienst van Waarde*" ("Value Inspection") aimed at revealing some of the dark secrets behind the production of food and goods. They discovered that modern slavery and illegal child labour are very much in existence in the cocoa sector in West Africa. These worst social abuses are caused by extreme poverty, which is a complex issue. Cocoa farmers in Ghana and Côte d'Ivoire are not able to earn a living income. The market prices do not allow this. Even with premiums for certified cocoa, the price is far too low. Because there are few, if any, viable alternatives, they are prepared to work for too little on the basis that some money is better than nothing. This also leaves cocoa-growing households with very little room for hiring and paying adult workers.

More and more business is taking action to respond to exploitation in their supply chains, either because they are required to do so, due to legislation and regulations like the UK Modern Slavery Act, or because they understand that modern slavery affects many supply chains and businesses around the world.

Tony's aims for more equality in the production chain and inspires key players in the sector to take their responsibility too. Over the years, we have been sharing our story & mission and the realities behind chocolate – we received tremendous amounts of support, but also conquered some serious bumps. Now, 13 years later we are proud to say that we are the biggest chocolate company in the Netherlands and are available in five other countries (USA, France,

Belgium, Sweden, Germany and Finland) as well. We have a clear approach to realizing our mission, this is explained by the three pillars of our roadmap:

- › Tony's Chocolonely creates awareness.
- › Tony's Chocolonely leads by example.
- › Tony's Chocolonely inspires to act.

We have partnered with five cocoa cooperatives and approximately 5,000 farmers according to our five sourcing principles. Through our Beantracker system we have full traceability of the cocoa beans in our bars. Our virtual Beantracker platform allows others to take part as well. We stimulate other chocolate companies to implement the five principles – all five – as we believe that they reinforce each other.

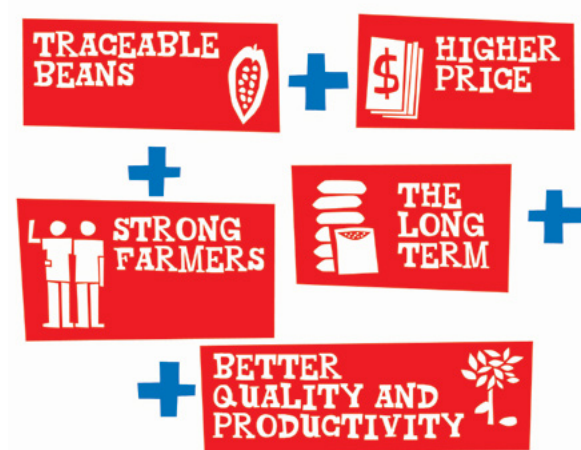
Besides the collection of data at “bean level”, we have also set up a Child Labour Monitoring and Remediation System (CLMRS) with our five partner cooperatives. Via the system we aim to tackle illegal child labour in the longer term by embedding a management information system on the social conditions of farmers in the supply chain. Data is collected from cocoa communities, schools and farmer households. The gathered information forms the basis for addressing the root causes of illegal child labour in cocoa growing communities through remediation.

More recently, we have partnered with Tulane University and the Walk Free Foundation to develop a baseline and a point of reference for actors in the industry that would make the issue of forced labour more tangible and discussable. Therefore, we are happy with the first attempt to get more solid estimates of modern slavery in cocoa-growing areas in Côte d'Ivoire and Ghana (see www.globalslaveryindex.org/resources/downloads for the report). Though, we assume that the outcomes are an underestimate of reality. Results can easily be affected by the definitions and research approach. The topic of forced labour is very sensitive and cases are likely to be hidden, for example, it has proven to be incredibly hard to determine what should be considered forced labour in an environment where cocoa cultivation mainly happens in family settings. Despite the limitation, the data confirms that forced labour exists on cocoa-growing farms and that illegal child labour is still very common. We hope that the more accurate data will lead to more knowledge and sector wide agreement on the size and magnitude of the problem, more solution focused discussions and a feeling of joint responsibility to measure developments.

We are happy with the existence of the Global Slavery Index as it is a highly valued source that maps the scale and the scope of the problem. Quantifying the issue makes it easier to address the abstract topic and shifts the debate from defining and questioning the problem to finding solutions to remediate it together. Our vision is 100 percent slave free chocolate. Not only our chocolate, but all chocolate worldwide. Only if everybody takes responsibility 100 percent slave free becomes the norm. Let's raise the bar!

FIGURE 5

Tony's five sourcing principles



Gagnoa, Côte d'Ivoire, 29 September 2015.

A cocoa farmer puts cocoa beans out to dry in the sun in Gagnoa, Côte d'Ivoire. Côte d'Ivoire is the world's top producer of cocoa.

Photo credit: Issouf Sanogo / AFP / Getty Images.



ASYLUM AND MIGRATION POLICIES, BORDER CONTROL, AND HUMAN TRAFFICKING: THE 'MIGRANT CRISIS' IN EUROPE

Dr. Claire Healy | Research Officer, International Centre for Migration Policy Development (ICMPD)

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Is there a high incidence of human trafficking along irregular migration routes to the EU?

Since 2015, one and a half million people without authorisation for regular entry travelled to the European Union (EU), most of them arriving by sea to Greece, Italy or Spain.²⁶ In the absence of possibilities for legal migratory journeys, people from Syria, Afghanistan, Iraq, Iran, Pakistan, Eritrea, Nigeria and other countries used these routes in order to enter an EU country and apply for asylum. They were mostly men, with some women and children, and they arrived in one of the most prosperous regions in the world, a Union of 28 countries with a total population of 513 million, including 37 million people born outside the EU.²⁷ Nevertheless, the arrival of these 1.5 million people in the EU is referred to as a 'migration crisis'.

Little research has been conducted specifically on vulnerabilities and resilience to exploitation in this context. Notable exceptions include the 2017 report *Vulnerability and exploitation along the Balkans route*, which, among other findings, identifies border closures and restrictions as factors of vulnerability.²⁸ There are no quantitative data available to assess the prevalence of trafficking among this group, however, the preliminary findings of a forthcoming research study (Study on Trafficking Resilience and Vulnerability *en route* to Europe (STRIVE)), focusing on the Balkan and Central Mediterranean routes, indicate that indeed there is a significant incidence.²⁹ However, it remains systematically unidentified and uninvestigated.

Due to the preponderance of men and boys among those using the routes, some of the forms of exploitation specifically target males, such as labour exploitation in agriculture and forced criminality (migrant smuggling and drug trafficking). Men, women and children are also kidnapped for extortion, and unaccompanied boys, particularly, are victims of sexual exploitation.

What makes people vulnerable to human trafficking in this context?

This ongoing research, as well as research published by ICMPD earlier this year on the anti-trafficking response along the Balkan route and in Austria, Germany, Sweden and Finland (Trafficking along Migration Routes (TRAM)), found that human trafficking and other abuses are often related to the migrant smuggling process, though they are not always perpetrated by migrant smugglers themselves.³⁰ Exploitation often occurs due to people being in debt to smugglers, smugglers requesting increasing amounts of money for their services, and border closures and restrictions that require people to use additional migrant smuggling services that they had not foreseen. In addition, uncertainty in relation to a person's legal status in a country is a driver of their vulnerability.

Teenage boys and young men are particularly at risk of exploitation, because they are often victims of physical violence during the journey and because they are not generally considered “vulnerable groups” in terms of services and protection. They are often under significant family pressure to reach their intended destination countries, pay back debts incurred for the journey, send money back to their families, and obtain refugee status so that they qualify for family reunification.

Conversely, the possibility of regular, legal and safe travel, obtaining legal status, family reunification, and access to employment all build people's resilience to trafficking.³¹ It is also clear that those who are in a better financial situation can afford safer journeys and are less at risk of exploitation.

How are European countries responding to trafficking along migration routes?

The lack of statistical data on trafficking among this group is the result of a vicious circle, whereby there is no evidence of trafficking cases, so the necessary resources are not mobilised to address trafficking and proactively identify cases, which in turn prevents the gathering of accurate statistics. Low identification is also due to the lack of incorporation of anti-trafficking procedures into migrant reception and asylum systems.

Existing protection and rehabilitation services for identified victims of trafficking are often not adequate, and the legal status of trafficking victims can be uncertain and dependent upon their cooperation in criminal proceedings. This discourages trafficked people from seeking redress and accessing the protection services they are entitled to, while also discouraging criminal investigations.

Anti-trafficking policies and institutions in European countries mostly cater to the needs of particular categories of victims, such as European or West African women who are sexually exploited, or EU citizens who are victims of labour exploitation. They therefore struggle to respond to the specific needs of trafficking victims with different profiles, such as asylum applicants. Furthermore, the anti-trafficking response in most countries is not designed to deal with trafficking that has occurred in countries of origin or transit, rather than in the country where the asylum application is being processed.

Overall, a key obstacle to protecting trafficked people among this group, and particularly to preventing exploitation from happening in the first place, is resistance among policy actors and politicians to recognising the most important drivers of vulnerability. Our research at ICMPD, as well as research conducted by other organisations and academics, clearly shows that intensifying border control and restrictions on movement – requiring the increased use of more sophisticated smuggling services – , and granting temporary or uncertain legal status, make people acutely vulnerable to exploitation and other abuses. Preventing human trafficking along the Balkan and Mediterranean migration routes requires a shift in migration and asylum policy, to focus on providing opportunities for regular travel, secure legal status and access to the labour market. Otherwise European governments will be simply treating the symptoms and not the cause.

Velika Kladusa, Bosnia and Herzegovina, 13 August 2018.

A Syrian family seen leaving the camp at Velika Kladusa in Bosnia and Herzegovina and heading for the Croatian border. Migrants trying to make their way into the EU via Bosnia live here in Velika Kladusa in poor conditions in a tent city, after the closure of the former route for migrants through the Balkans. After entering Croatia, there are reports that migrants face violence or are returned to Bosnia.

Photo credit: Attila Husejnow/SOPA Images/LightRocket via Getty Images.

MODERN SLAVERY IN EUROPE AND CENTRAL ASIA

European and Central Asian citizens are most likely to be exploited within the Europe and Central Asia region, either as migrants or within their countries of origin. Within Europe, in the early 2000s, Europeans from Central and South East Europe were exploited in the Western and Southern parts of the continent.³² Up until 2007, Bulgarians and Romanians were the most often detected nationality among trafficking victims, while females and those exploited for sexual exploitation made up the most reported gender and form of exploitation among identified victims.³³

While this reveals some bias in terms of the types of exploitation that are more easily identified, these trends are still apparent today. Eurostat's most recent trafficking statistics from 2010 to 2012 found that 80 percent of victims identified in Europe were female, while 65 percent of victims were EU citizens.³⁴ Bulgaria and Romania are still commonly identified nationalities, with 7.7 and 5.4 victims per 100,000 inhabitants, but the number of Dutch nationals identified has increased in recent years to 7.9 per 100,000 inhabitants. The number of reported cases remains low; by way of comparison, our prevalence estimates are 3.9 for every 1,000 people across Europe (cf 0.077 Bulgarians, 0.054 Romanians, and 0.079 Dutch nationals per 1,000 people across Europe). Interestingly, unlike Bulgarian and Romanian nationals, Dutch nationals are most likely to be exploited and identified in the Netherlands.³⁵ A similar trend has been identified in the UK, where the most recent statistics from the UK National Referral Mechanism show for the first time that UK nationals are the largest group exploited within the UK.³⁶

Exploitation in Europe takes many forms. While trafficking for sexual exploitation is the most commonly reported form in Western and Southern Europe – between 2012 and 2014 some 67 percent were exploited for sexual purposes – there has been a recent increase in the reported cases of trafficking for forced labour.³⁷ Thirty percent of cases identified were exploited for forced labour in agriculture, construction, commercial cleaning, and domestic work during the same time period.³⁸ Recent convictions in the UK have highlighted that migrant and UK citizens are tricked or coerced into working for little or no pay. In 2017, 11 members

of a UK family were convicted of a series of modern slavery offences for forcing at least 18 victims to work for little or no pay for their property repair and paving business and for making them live in substandard conditions for up to 26 years.³⁹ The agriculture sector in the southern part of Italy continues to rely on cheap and exploited migrant labour, where workers do not receive adequate remuneration, are forced to live in the areas where they work, have their passports and identity documents confiscated, and are subject to inadequate or even inhumane living conditions.^{40 41} Domestic workers are a particularly vulnerable group, with cases of domestic servitude reported in France,⁴² Germany, Italy,⁴³ the UK,⁴⁴ and Austria,⁴⁵ among other European nations.

The pull of migrants from less developed to more developed countries is also apparent in the Central Asia region. An estimated 700,000 to 1.2 million migrant workers, approximately 85 percent of whom are from Central Asia, move to Kazakhstan each year.⁴⁶ This number dramatically increases in Russia with estimates of 10 to 12 million workers entering the country annually.⁴⁷ Many migrant workers also move further into Western Europe, although according to the United Nations Office on Drugs and Crime (UNODC), the flow to Western Europe has declined in recent years.⁴⁸ After the collapse of the Soviet Union, civil war and increasingly repressive regimes caused many individuals from the Central Asian republics to move to Russia in search of employment, taking advantage of visa-free travel arrangements. Once in Russia these individuals faced physical abuse, withholding of documents, and unsafe working conditions.⁴⁹ In recent years, the rouble has been

devalued amid the contraction of the Russian economy due to low crude oil prices and western sanctions in response to Russia's annexation of Crimea and involvement in Eastern Ukraine.⁵⁰ In light of this and increasingly negative public and government attitudes towards migrants from Central Asia⁵¹ – combined with more restrictive migration policies aimed at Tajik, Belarusian, Kazak, and Armenian citizens⁵² – more migrants from Central Asia are entering Russia illegally and thereby are more vulnerable to exploitation.⁵³

Migrants from Uzbekistan and other Central Asian states are also exploited in the relatively wealthy Kazak cities of Astana and Almaty, as well as the oil cities Aktau and Atyrau. Russia recently banned re-entry for one million Uzbek migrants, many of whom went on to seek work and residence in Kazakhstan.⁵⁴ For these migrants, Kazakhstan can be an attractive alternative to Russia, as cotton harvesting pays more than in other countries in the region, while a booming construction industry attracts out-of-work labourers.⁵⁵ Despite reforms in 2013 that reportedly make it easier for workers to obtain a year-long permit, or “patent,” rather than the previous 30-day limit, there are reports that migrants are still more likely to seek illegal and unregulated work through intermediaries and brokers in Kazakhstan. While the government claims the reforms have reduced the waiting time for a patent to three days, media reports say the process actually takes one to two weeks, which presents a hardship for migrants who may have borrowed extensive sums to get to Kazakhstan and need to begin working upon arrival.⁵⁶ For those who are already in Kazakhstan illegally because they have overstayed their 30-day limit, there is a reluctance to present themselves to authorities to obtain the patent and regularise their status.⁵⁷ In these cases, migrants in Kazakhstan can become vulnerable to forced labour in domestic service, construction, and agriculture, where they are often deceived by those known to them or small organised criminal groups.⁵⁸

Conflict and displacement are some of the driving forces behind recent cases of modern slavery across Europe. The “so-called” migrant and refugee crisis has placed European countries’ capacity to respond under strain and has led to an increase in restrictive immigration policies,⁵⁹ which in turn has left migrants vulnerable to exploitation in Europe, death on the high seas, and outright enslavement in Libya. While portrayed in the media as an onslaught on Europe,⁶⁰ in reality these individuals represented multiple flows and a variety of reasons for migration, including seeking economic opportunities and escaping conflict and human rights abuses, as well as wanting to reunite with family members already in Europe.⁶¹ Desperation and frustration at the slow European bureaucracy leads these individuals into making risky migration decisions, which in turn renders them vulnerable to exploitation. In 2017, IOM conducted non-representative surveys along two migrant flows into Europe – those coming through Eastern Europe and those through Central Europe.

The IOM interviewed individuals from 48 nationalities travelling along the Eastern European route; of these, 10 percent answered “yes” to at least one of the indicators of human trafficking and exploitative practices such as working without receiving the expected payment, being forced to work against their will, being kept in a location against their will, and experiencing or receiving threats of physical or sexual violence.⁶² These individuals came from Nigeria (86 percent), Morocco (16 percent) and Pakistan (10 percent) with most of the exploitation taking place in Turkey (78 percent).⁶³ People representing 65 nationalities were interviewed in Central Europe, 75 percent of whom answered “yes” to at least one indicator of trafficking and exploitative practices. These individuals were from Bangladesh, Somalia, Ghana, Senegal, and the Gambia. The exploitation they cited occurred predominately in Libya (91 percent).⁶⁴

The tightening of EU borders has left migrants vulnerable to death at sea and slavery in Libya. Since 2015, there has been a reduction in the number of EU state-led search and rescue operations, with the burden shifting to NGOs and large merchant ships.⁶⁵ A report released by Forensic Oceanography examines the week beginning 12 April 2015, which saw more than 1,200 lives lost in two separate incidents, the most people lost in the Mediterranean in recent years. What is striking is that this loss of life occurred during, and partly as a result of, rescue missions by merchant ships, which generally are ill-fitted to conduct search and rescue operations.⁶⁶ Since 2017, the EU has also increasingly “outsourced responsibility”⁶⁷ for migration control to Libya and Niger, pledging EUR90 million (US\$107 million) in April 2017 to Libya alone for “improved migration management,” despite warnings by the UN that neither country has the infrastructure or training to abide by international law.⁶⁸ An Italian Code of Conduct released in August 2017, which all NGOs involved in migrant rescue were required to sign, banned NGOs from entering Libyan territorial waters and required NGOs not to obstruct search and rescue by the Libyan Coast Guard.⁶⁹ Those intercepted by the Libyan Coast Guard end up in detention centres where they are used as slaves⁷⁰ or sold as slaves in open markets in Libya.⁷¹

Children in particular go “missing” on their journey across Europe. Europol data reveal that as many as 10,000 unaccompanied minors had gone missing in the two years preceding January 2016.⁷² While there are some conclusions that this is as a result of organised criminal networks exploiting these individuals,⁷³ more recent research suggests that this happens for a variety of complex reasons, including frustration with the migration system and a desire to reunite with family members,⁷⁴ which can lead children and young people to approach these networks themselves in order to facilitate the process.⁷⁵ Similar trends have been identified in the UK, with high numbers of unaccompanied asylum-seeking children and children who may have been trafficked disappearing from care.⁷⁶

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Non-European low-skilled migrant workers who come to Europe in search of economic opportunities also become vulnerable to enslavement in sex work, construction, and agriculture, as well as in the illegal production of drugs. Women migrating from Nigeria to the European Union (EU) are 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.⁷⁷ The IOM estimates that about 80 percent of Nigerian women and girls that 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.⁷⁸ 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.⁷⁹ These women are forced into slavery through contracts signed in Nigeria involving specific forms of religious blackmail, known as *juju*,⁸⁰ where victims are psychologically bound to their traffickers to repay the debt incurred to pay for their travel to Italy.⁸¹ 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.⁸²

Other recent cases of exploitation of non-EU nationals include the abuse of Thai workers in the agriculture sector in Israel,⁸³ which is included in the Europe and Central Asia region. These individuals report low pay, excessive working hours, hazardous working conditions, and poor housing. They also face retribution if they try to protest by going on strike.⁸⁴ Other reported cases of exploitation in Israel include forced labour in construction, agriculture, and caregiving, where migrants from Southeast Asia, Eastern Europe, and the former Soviet Union are vulnerable to withholding of passports and experience long working hours and difficulty changing employers due to restrictions on their work permits.⁸⁵ In 2011, a new pattern of human trafficking emerged with migrant workers from Southeast Asia exploited on Israeli fishing vessels after being employed on a maritime crew visa. These individuals were working for 24 hours per day in harsh conditions.⁸⁶

Ageing populations and mass emigration of workers to Western Europe have led to labour shortages in Central European countries including Poland, Hungary, Slovakia, and the Czech Republic, which in turn have increased demand for workers from outside the European Union, including Ukraine, Vietnam, and Russia.⁸⁷ There have been reports that these non-EU nationals are vulnerable to forced labour and labour trafficking, with evidence of withholding of wages, restriction of movement and communications, long working hours, and physical violence or threats of violence.⁸⁸ Vietnamese nationals are also exploited in nail bars and production of cannabis in the UK.⁸⁹

Post Brexit, it remains to be seen whether the ending of free movement of labour and new immigration legislation to control and curb immigration to the UK will further increase the vulnerability of these groups and other migrant workers to exploitation.⁹⁰

Forced marriage occurs in the Europe and Central Asia region. Data on forced marriage are scarce at the global and regional level as many cases are not reported, while other data have not yet been systematically recorded due to the relatively recent criminalisation of forced marriage across EU countries. Despite these gaps, data reported by the European Parliament in 2016 show that there are tens to hundreds of cases of forced marriage reported each year in Austria, Belgium, Bulgaria, Denmark, and Germany, with 1,267 cases reported in the UK in 2014.⁹¹ Fewer than 10 cases a year are reported in each of the following countries: Croatia, Cyprus, Slovakia, Slovenia, and Sweden.⁹² These marriages are driven by many factors,

including poverty, religion, and a desire within patriarchal cultures to protect girls or young women from losing their virginity outside of marriage and provide them with a guardian from a young age. Another trend noted by the European Parliament includes certain immigrant communities and ethnic minorities sending family members overseas to be forced into marriage.⁹³

Bride kidnapping occurs across Central Asia, most notably in Kyrgyzstan. Despite being illegal, there are estimates that close to 12,000 women and girls are abducted each year for forced and/or early marriage in Kyrgyzstan.⁹⁴ The main reason these marriages occur is deep-rooted patriarchal

attitudes and stereotypes,⁹⁵ which have strengthened after the fall of the Soviet Union, as well as reasons of poverty.⁹⁶ In most cases, the victim does not consent to the marriage and is kidnapped, often by a group of young men, who take the individual to the would-be groom's relatives, who bully the victim and do not let her leave. Subjected to psychological pressure, and sometimes raped, the individual is then forced to marry and remain with her kidnapper.⁹⁷

Exploitation within the Central Asia subregion bucks the global trend with more males than females identified, and labour exploitation cases being more commonly reported than sexual exploitation.⁹⁸ This reflects the high numbers of state-imposed forced labour in the region, with evidence of state-imposed forced labour in Belarus, Russia, Turkmenistan and Uzbekistan. This includes concerning allegations of forced labour in privately-run administrative detention centres in Belarus⁹⁹ and compulsory prison labour in public and private prisons in Russia.¹⁰⁰ In Belarus, abuse of civic duties occurs in the practice of *Subbotniks*, which requires government employees to work weekends and donate their earnings to finance government projects under the intimidation or threat of fines by state employers.¹⁰¹

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State imposed forced labour in Turkmenistan and Uzbekistan

Each year, during the cotton harvest in Turkmenistan and Uzbekistan, tens of thousands of men and women are forced to work by the state on an industrial scale to pick cotton for export. Individuals are forced to work under threat of penalty, including loss of land, job loss, expulsion from school, and docked pay.¹⁰²

Uzbekistan has been under scrutiny for a long time for the use of forced labour in its annual cotton harvest. Reports strongly link the Uzbek cotton industry to forced labour,¹⁰³ while the results of ILO monitoring suggest that as many as 336,000 people were forced to work in the 2017 cotton harvest.¹⁰⁴ A 2017 report published by Human Rights Watch and the Uzbek-German Forum for Human Rights documents forced adult and child labour in one World Bank project area and demonstrates that it is highly likely that the World Bank's other agriculture projects in Uzbekistan are linked to ongoing forced labour in light of the systemic nature of the abuses.¹⁰⁵

The Uzbek-German Forum for Human Rights found that, despite the presence of the ILO monitors, forced mass mobilisation of public sector workers, students, people receiving public benefits, and employees of public and private companies to pick cotton or to pay for replacement workers to pick cotton occurred in the 2016 harvest.¹⁰⁶ Exploitation reportedly continued to occur in the 2017 harvest.¹⁰⁷

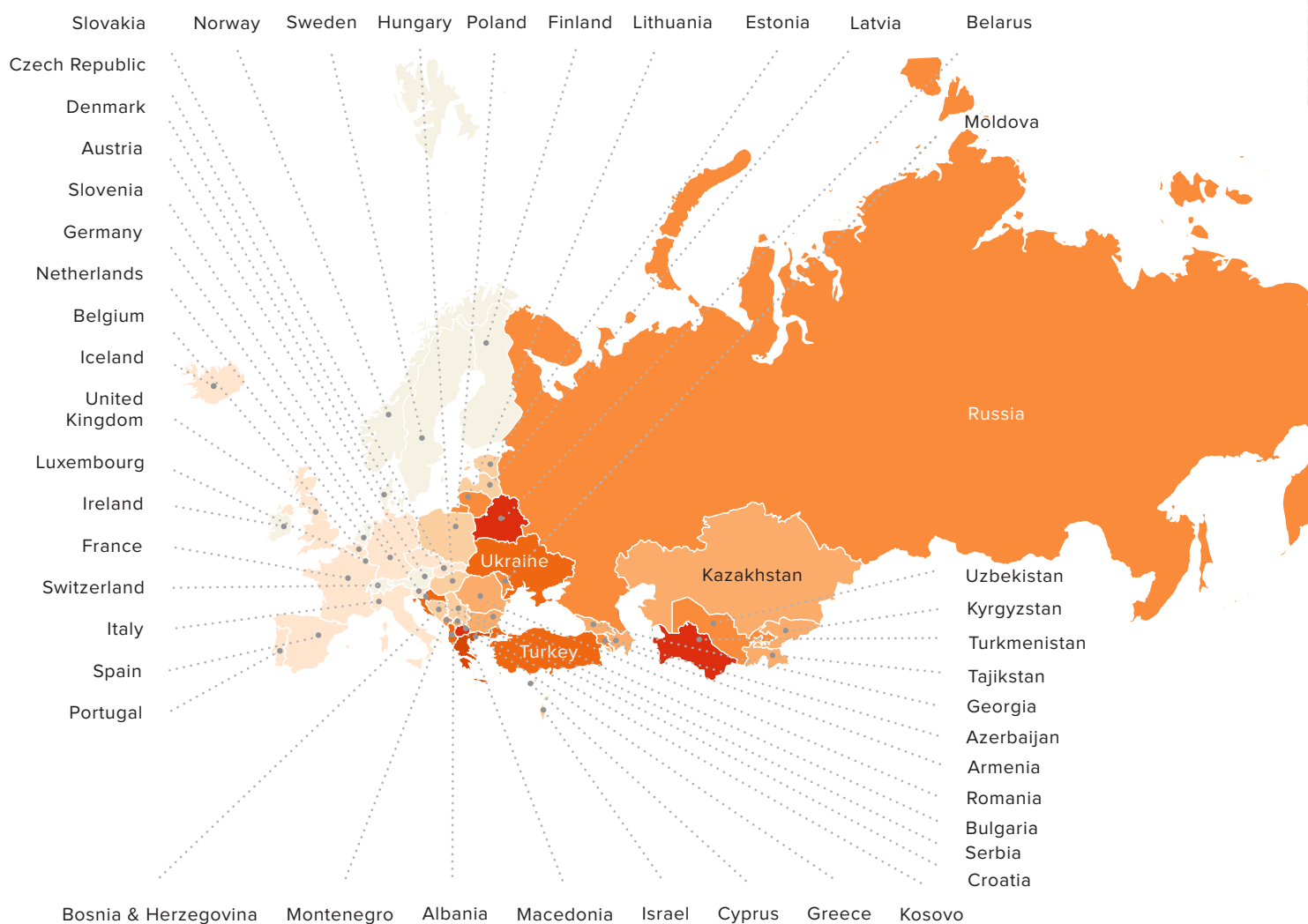
In 2017, the ILO Committee of Experts noted that tens of thousands of adults from the public and private sectors were forced to pick cotton and farmers were forced to fulfil state-established cotton production quotas, all under threat of penalty in Turkmenistan.¹⁰⁸ Reported threats of penalties included loss of land, expulsion from university, loss of wages or salary cuts, termination of employment, and other sanctions.¹⁰⁹ Monitoring of the 2017 harvest by Alternative Turkmenistan News, a Turkmen media initiative, found that the government continued to forcibly mobilise tens of thousands of civil servants to pick cotton under threat of dismissal, blackmail or other forms of intimidation.¹¹⁰

Further, research conducted in 2017 by Leiden Asia Centre and the Database Center for North Korean Human Rights (NKDB) for this edition of the Global Slavery Index joins a growing body of research highlighting the exploitation of North Korean workers outside of North Korea.¹¹¹ Hundreds of North Korean workers have been reported working for the North Korean State in EU nations, with the most publicised cases including North Koreans working in Polish shipyards, construction sites and farms, and in leisure and clothing firms in Malta.¹¹²

Two North Korean defectors who were interviewed as part of the GSI research project had worked for North Korea overseas. They described their work places as exported North Korean environments in which the hierarchical structures and ideological sessions travelled with them. These individuals had their wages withheld, and where they were paid, the sums paid to them were miniscule – one of the individuals worked for three years to earn sufficient funds to live in North Korea for about three months.¹¹³ Previous research by Leiden Asia Centre confirms the forced labour conditions of North Korean migrants in EU countries.¹¹⁴

PREVALENCE

FIGURE 6
Prevalence rating by country



In 2017, the Walk Free Foundation and the ILO, together with the 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 these, an estimated 3.6 million men, women, and children were living in modern slavery in Europe and Central Asia. This is a prevalence of 3.9 people in modern slavery for every 1,000 people in the region.**

When considering the forms of modern slavery, the largest share of those in modern slavery were victims of forced labour (3.6 per 1,000 people in the region). The rate of forced marriage was 0.4 per 1,000 people, the lowest of all the world's regions. A little over a third of victims of forced labour exploitation were held in debt bondage (36 percent) with a higher proportion of men trapped through debt bondage (54 percent) than women (21 percent). Europe and Central Asia accounted for 14 percent of victims of forced sexual exploitation worldwide.

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.

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	Turkmenistan*	11.2	62,000	5,565,000
2	Belarus	10.9	103,000	9,486,000
3	Macedonia, the former Yugoslav Republic of	8.7	18,000	2,079,000
4	Greece	7.9	89,000	11,218,000
5	Albania	6.9	20,000	2,923,000
6	Turkey	6.5	509,000	78,271,000
7	Ukraine	6.4	286,000	44,658,000
8	Croatia	6.0	25,000	4,236,000
9	Montenegro	5.9	4,000	628,000
10	Lithuania	5.8	17,000	2,932,000
11	Russia	5.5	794,000	143,888,000
12	Moldova, Republic of	5.5	22,000	4,066,000
13	Armenia	5.3	16,000	2,917,000
14	Uzbekistan*	5.2	160,000	30,976,000
15	Tajikistan*	4.5	39,000	8,549,000
16	Bulgaria	4.5	32,000	7,177,000
17	Azerbaijan*	4.5	43,000	9,617,000
18	Georgia	4.3	17,000	3,952,000
19	Romania	4.3	86,000	19,877,000
20	Cyprus	4.2	5,000	1,161,000
21	Kazakhstan*	4.2	75,000	17,750,000
22	Kyrgyzstan*	4.1	24,000	5,865,000
23	Kosovo	4.0	8,000	1,905,000
24	Latvia	3.9	8,000	1,993,000
25	Israel	3.9	31,000	8,065,000
26	Hungary	3.7	36,000	9,784,000
27	Estonia	3.6	5,000	1,315,000

Table 1 continued.

Regional rank	Country	Estimated prevalence (victims per 1,000 population)	Estimated absolute number of victims	Population
28	Bosnia and Herzegovina	3.4	12,000	3,536,000
29	Poland	3.4	128,000	38,265,000
30	Serbia	3.3	30,000	8,851,000
31	Slovakia	2.9	16,000	5,439,000
32	Czech Republic	2.9	31,000	10,604,000
33	Portugal	2.5	26,000	10,418,000
34	Italy	2.4	145,000	59,504,000
35	Spain	2.3	105,000	46,398,000
36	Slovenia	2.2	5,000	2,075,000
37	Iceland	2.1	<1,000	330,000
38	United Kingdom	2.1	136,000	65,397,000
39	Germany	2.0	167,000	81,708,000
40	Belgium	2.0	23,000	11,288,000
41	France	2.0	129,000	64,457,000
42	Norway	1.8	9,000	5,200,000
43	Netherlands	1.8	30,000	16,938,000
44	Austria	1.7	15,000	8,679,000
45	Switzerland	1.7	14,000	8,320,000
46	Ireland	1.7	8,000	4,700,000
47	Finland	1.7	9,000	5,482,000
48	Denmark	1.6	9,000	5,689,000
49	Sweden	1.6	15,000	9,764,000
50	Luxembourg	1.5	<1,000	567,000

*Substantial gaps in data exist for the Central and East Asia subregions where, with the exception of Mongolia, surveys cannot be conducted for reasons such as (i) survey is only delivered face-to-face, (ii) survey is delivered only in the main language which many migrant workers do not speak, or (iii) national authorities would not, or were unlikely to, consent to the module on modern slavery. Unlike several countries in Western Europe where no surveys were conducted, none of the countries in these subregions were identified as sites of exploitation by respondents in the 48 countries where surveys were implemented.

Within the region, Belarus, Turkmenistan, and Macedonia are the countries with the highest prevalence of modern slavery, while Russia, Turkey, and Ukraine have the highest absolute number and account for over one-third (39 percent) of the victims in the region (Table 1).

These regional figures, while important, should be interpreted cautiously given the gaps and limitations of data generally, and in key regions. 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 that could also constitute modern slavery cannot be adequately measured at this stage. For example, there are numerous reports of forced marriages in Central Asia but few national-level surveys on the issue have been conducted there. This contributes to lower rates of forced marriage than may be the case in this region. There is also a need to collect data in highly developed European countries, either through surveys or other estimation methodologies, in order to improve our understanding of the extent of modern slavery in the subregion.

Cotton harvest in Samarkand, Uzbekistan.

Each year, during the cotton harvest in Turkmenistan and Uzbekistan, tens of thousands of men and women are forced to work by the state on an industrial scale to pick cotton for export. Individuals are forced to work under threat of penalty, including loss of land, job loss, expulsion from school, and docked pay.

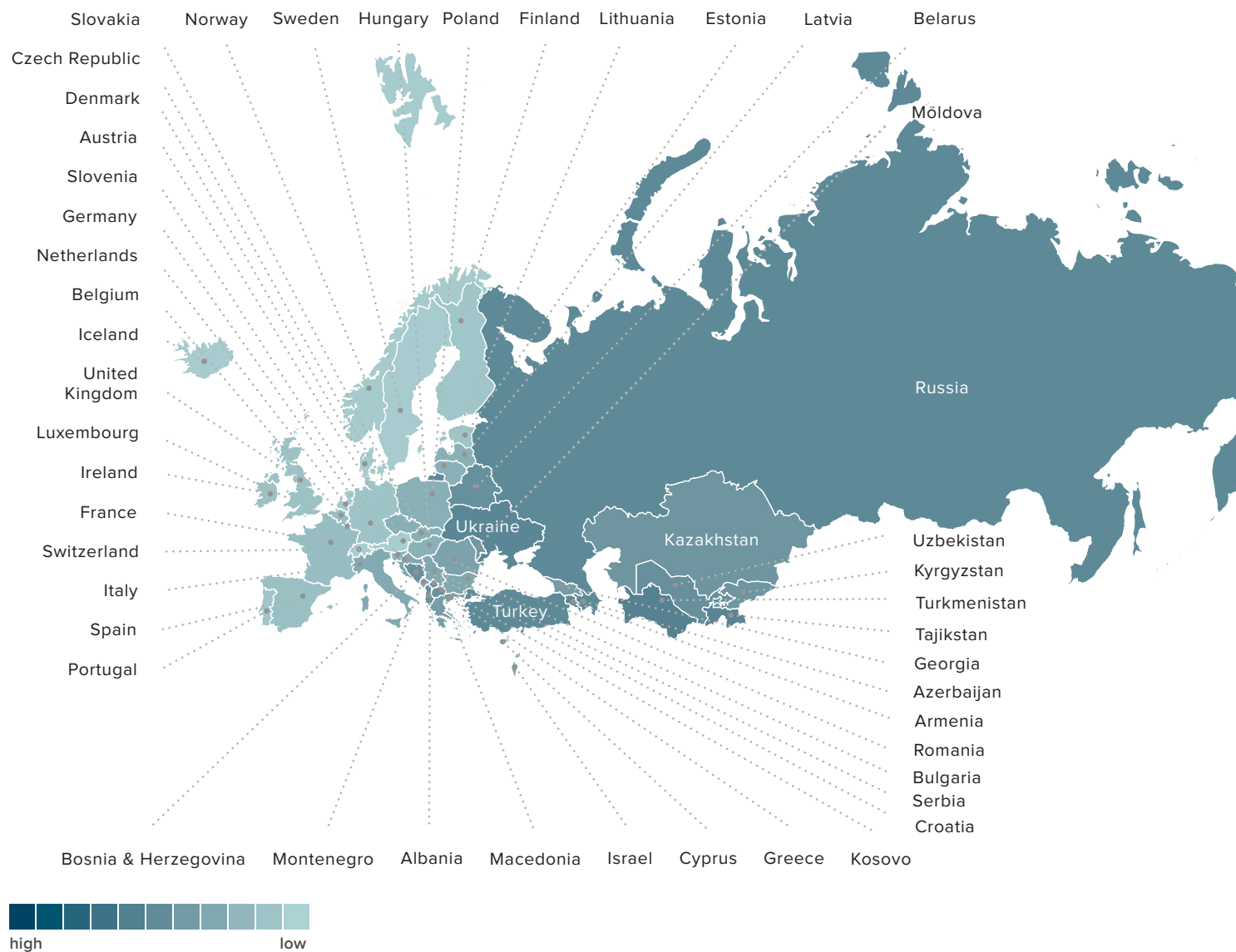
Photo credit: Paolo Koch / Gamma-Rapho via Getty Images.



VULNERABILITY

FIGURE 7

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. Countries in Europe and Central Asia scored consistently well on vulnerability measures across all five dimensions, which reflects the generally higher average GDP per capita for this region. Interestingly,

Europe and Central Asia performed relatively poorly on the disenfranchised groups dimension of vulnerability, which may reflect increasing anxiety over the “so-called” refugee and migrant crisis (see Figure 8). Overall, the highest vulnerability score across all dimensions was in Turkmenistan (58 percent) and the lowest was in Denmark (one percent).

Denmark, Switzerland, and Austria had the lowest overall vulnerability scores in the region. In general, these countries, along with many others in Europe, rank high on indices of peace, democracy, and anti-corruption, all of which provide important protections from vulnerability to exploitation. However, as a destination for migrants and refugees from neighbouring regions, particularly the Middle East and Sub-Saharan Africa,¹¹⁵ European countries face associated risks of trafficking and labour exploitation among these populations. Migrants and asylum seekers with limited resources are at risk of being exploited by brokers, recruiters, and criminals along the route into Europe. Germany, Spain, Italy, Greece, France, and the United Kingdom are all affected by the ongoing migrant crisis, contributing to the existing vulnerability of migrant populations within this subregion.

Some countries in the region exhibit rampant corruption and weak government structures unable to respond to modern slavery, as well as a poor respect for human rights, all of which contribute to their vulnerability scores.

Turkmenistan, Uzbekistan, Tajikistan, and Belarus had 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. Under President Gurbanguly Berdimukhamedov, Turkmenistan remains a closed and oppressively governed country with strict controls over freedom of speech, the press, association, and religion.¹¹⁶ Political rights are severely restricted with reported cases of enforced disappearances, torture, and ill-treatment of political opponents and prisoners. With absolute control, the government operates with impunity regarding violations of human rights.¹¹⁷ This is compounded by corruption in the judicial system and the use of closed trials.¹¹⁸ In Uzbekistan, following the death of long time authoritarian ruler Islam Kasimov in 2016, a political vacuum increased uncertainty about political stability within the country and region. Despite the installation of former Prime Minister Shavkat Mirziyoyev as President, authorities continue to restrict a range of civil and political rights, adding to the vulnerability of its populations.¹¹⁹

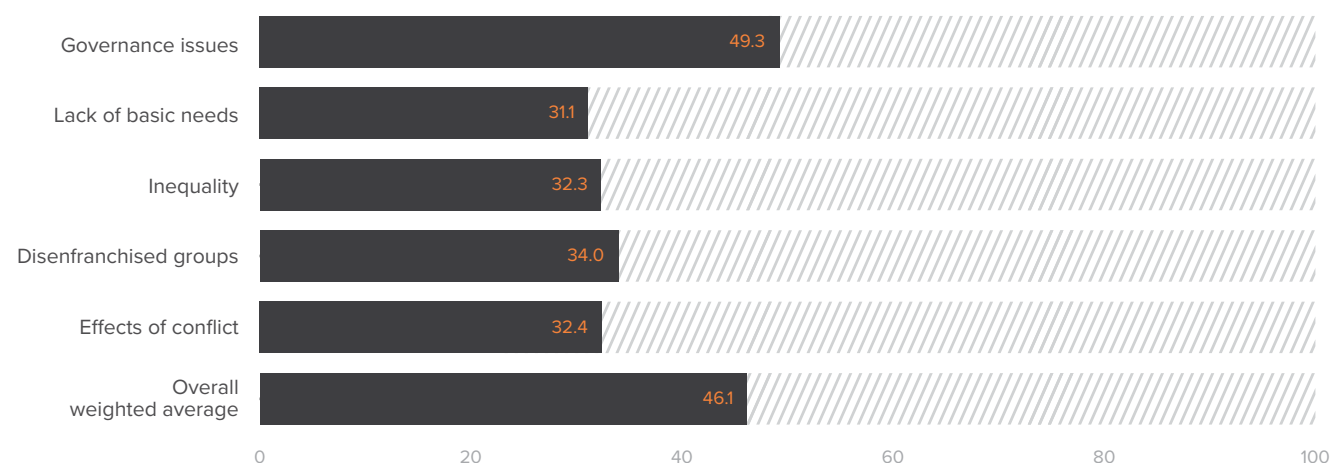
The government's direct control over cotton production amplifies the vulnerability of people to state-imposed forced labour in cotton picking, as penalties for failure to work are imposed by a range of government and state structures. This can include job loss, loss of welfare payments, academic penalties for students such as expulsion or threats of prosecution, and violence.¹²⁰ Such rigid control contributes to any existing vulnerabilities people may have to exploitation while simultaneously reducing their ability to escape exploitation.

Tajikistan, Moldova, and Turkey were rated with the highest vulnerability in terms of lack of basic needs. This includes undernourishment and lack of access to water, health services, and social safety nets. Tajikistan has the highest malnutrition rate among the former Soviet republics, with about a third of people undernourished.¹²¹ Access to clean water remains an issue, with 42 percent of households lacking access, further contributing to vulnerability.¹²² Poor socio-economic conditions and a need to search for better standards of living have led to increased intra-regional migration, from poorer Central Asian economies to Russia or from Eastern Europe to more developed countries in the West. This irregular migration contributes to vulnerability.

Turkey, Ukraine, Italy, and Albania were highest rated in terms of inequality. This includes violent crime, income inequality, confidence in judicial systems, and the ability to come up with emergency funds. Measures of inequality are higher in Turkey and above the OECD average (0.39 cf 0.32)¹²³ and in Italy, the gap between the rich and poor is also reportedly increasing. Recent data from Italy's National Institute of Statistics indicate that from 2009 to 2014 a decline in real income hit families belonging to the poorest 20 percent in the country, widening the income gap for richer families from 4.6 to 4.9 times that of the poorest.¹²⁴ This inequality intensifies vulnerability. Higher levels of unemployment across the region over the past few years also increases the vulnerability of those seeking work abroad.

FIGURE 8

Regional average vulnerability scores by dimension, Europe and Central Asia



According to our assessments, **disenfranchised groups including immigrants and minorities have the highest vulnerability in Poland, Moldova, and Greece.** In Moldova, discrimination against the Roma community remains widespread due to stigmatisation and exclusion. This community faces challenges including segregation of Roma children in the school system,¹²⁵ barriers to accessing the labour market, and poor housing and social conditions.¹²⁶ In search of better economic, social, and employment opportunities, Roma communities have a higher risk of exploitation if they seek informal sector jobs or migrate to new environments. In Greece, the onset of the “so-called” migrant crisis has left certain disenfranchised groups more vulnerable to exploitation. This includes unaccompanied migrant children on the island of Lesbos who are reportedly incorrectly identified as adults and housed with unrelated adults, leaving them vulnerable to abuse and unable to access assistance. As of June 2017, 1,149 unaccompanied migrant children were on the waiting list for shelter, including 296 detained in such facilities.¹²⁷ With the Greek public system overwhelmed, the absence of dedicated spaces for women and children can also add to their vulnerability.¹²⁸

Conflict also creates an elevated risk of modern slavery, characterised by displacement, a breakdown of formal and family social support networks, and disruptions in basic services provision.¹²⁹ **Our vulnerability data highlight Ukraine, Russia, and Turkey as having the highest vulnerability to modern slavery due to high levels of conflict.** Geographic proximity to conflict zones in Syria and Iraq impacts vulnerability within Turkey. In Eastern Ukraine, recent armed conflict between the government and separatist armed groups supported by Russia resulted in the internal displacement of 1.6 million people, while three million people remained in territory controlled by armed groups.¹³⁰ The intensification of violence contributes to the vulnerability of people who are displaced or desperate to find opportunities to leave. The socio-economic deprivation faced by civilians leads to increasing despair and uncertainty, amplifying their vulnerability to trafficking and exploitation. The impact of Islamic militancy in Russia is also adding to the vulnerability of populations. Russia’s involvement in combatting the spread of the Islamic State in Syria may exacerbate existing militancy and may lead to further attacks across Russia.¹³¹ Recent air strikes by US, British, and French forces¹³² also raise questions about potential retaliation in the EU by Islamic State.

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
Turkmenistan	80.2	21.5	31.4	32.6	15.9	58.1
Tajikistan	67.4	30.9	32.8	27.8	30.1	55.8
Ukraine	54.0	15.9	46.4	39.0	62.2	54.4
Russia	59.3	13.5	38.6	34.1	51.9	51.6
Turkey	47.0	22.2	47.0	48.6	47.9	51.6
Azerbaijan	60.3	21.2	23.9	35.7	32.5	47.8
Uzbekistan	71.7	20.3	32.6	9.0	18.0	47.5
Belarus	64.9	16.7	23.9	39.4	20.8	47.3
Bosnia and Herzegovina	52.0	16.4	31.7	50.7	34.1	46.4
Macedonia, the former Yugoslav Republic of	48.4	17.4	42.5	50.6	27.3	45.6
Albania	46.0	20.7	44.3	48.4	27.0	45.2
Kosovo	53.1	16.0	39.3	49.7	12.0	43.8
Armenia	51.1	18.9	33.8	46.3	22.1	43.6
Kazakhstan	60.4	14.5	25.1	38.2	19.5	43.3
Kyrgyzstan	49.6	19.7	35.4	42.6	23.2	42.8
Moldova, Republic of	42.0	22.9	35.3	58.3	18.1	41.6
Georgia	41.5	19.3	33.9	43.9	31.4	39.2
Greece	38.5	14.4	36.4	56.0	23.6	37.1
Israel	35.8	19.1	27.5	48.5	38.6	36.4
Montenegro	39.4	15.0	37.4	50.9	18.3	35.8
Serbia	39.1	15.2	31.6	40.9	27.5	33.9
Romania	35.8	19.5	32.6	52.0	16.1	33.9
Croatia	35.7	20.2	34.1	48.3	12.2	32.7

Country	Governance issues	Lack of basic needs	Inequality	Dis-enfranchised groups	Effects of conflict	Overall weighted average
Bulgaria	33.0	14.7	43.3	44.1	17.4	31.3
Estonia	35.2	13.7	27.4	52.2	12.4	29.2
Italy	31.7	14.4	45.4	31.0	19.3	28.3
Slovakia	29.9	15.1	29.9	51.2	14.2	27.2
Lithuania	29.2	15.4	35.6	46.3	9.7	26.2
Latvia	31.7	15.9	23.8	44.0	10.3	24.6
Poland	24.5	13.7	27.5	59.6	13.6	24.4
Hungary	23.9	14.8	32.9	48.3	15.5	23.6
Slovenia	22.4	16.6	30.6	45.6	6.4	20.1
Cyprus	24.5	16.7	32.6	29.7	10.1	19.1
Czech Republic	25.1	13.9	21.0	37.1	18.2	19.1
France	17.3	15.4	29.4	21.2	28.5	15.3
Belgium	20.0	15.0	29.9	19.3	12.3	13.1
Spain	17.2	18.3	33.5	15.1	14.2	12.8
United Kingdom	15.9	15.6	25.1	12.4	27.8	11.1
Germany	15.9	15.0	22.8	15.7	24.7	10.4
Ireland	17.2	17.0	24.3	10.9	20.1	10.4
Portugal	12.2	15.6	31.7	20.7	9.7	8.5
Luxembourg	17.7	13.7	24.5	12.1	14.3	8.4
Finland	18.6	16.0	15.0	17.8	11.2	8.2
Netherlands	12.8	13.6	26.0	16.0	12.2	6.1
Norway	15.7	17.8	13.1	9.4	10.8	4.5
Sweden	10.2	17.0	17.4	13.0	18.3	4.3
Iceland	20.6	11.7	21.1	4.1	1.8	4.2
Austria	12.6	12.2	18.2	23.5	3.1	3.4
Switzerland	11.6	12.2	15.2	20.1	4.9	1.5
Denmark	8.7	15.3	13.8	15.2	12.5	1.0

IMPORTING RISK:

G20 countries in the Europe and Central Asia 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 this crime 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.¹³³

There are six G20 countries in the Europe and Central Asia region: France, Germany, Italy, Russia, Turkey, and the United Kingdom. G20 countries in the Europe and Central Asia region represent a range of annual imports of at-risk products by G20 nations, with Germany importing goods worth US\$30 billion per annum and Turkey importing US\$5 billion. While this list is not exhaustive, the top five products at risk of modern slavery (according to US\$ value) imported by G20 countries in the Europe and Central Asia region are presented in Table 3.

These products are sourced from 21 countries and are valued at US\$85.6 billion. These imports are primarily from China (84 percent) and India (6 percent).

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. Russia and Turkey are among the G20 countries that scored zero on these indicators indicating they have yet to implement laws to minimise the risk of modern slavery in public supply chains, or to encourage business to practice due diligence, while the highest scores in Europe and Central Asia were reported for Germany (36.7 percent), Italy (26.7 percent), the United Kingdom (26.7 percent), and France (18.3 percent).

TABLE 3

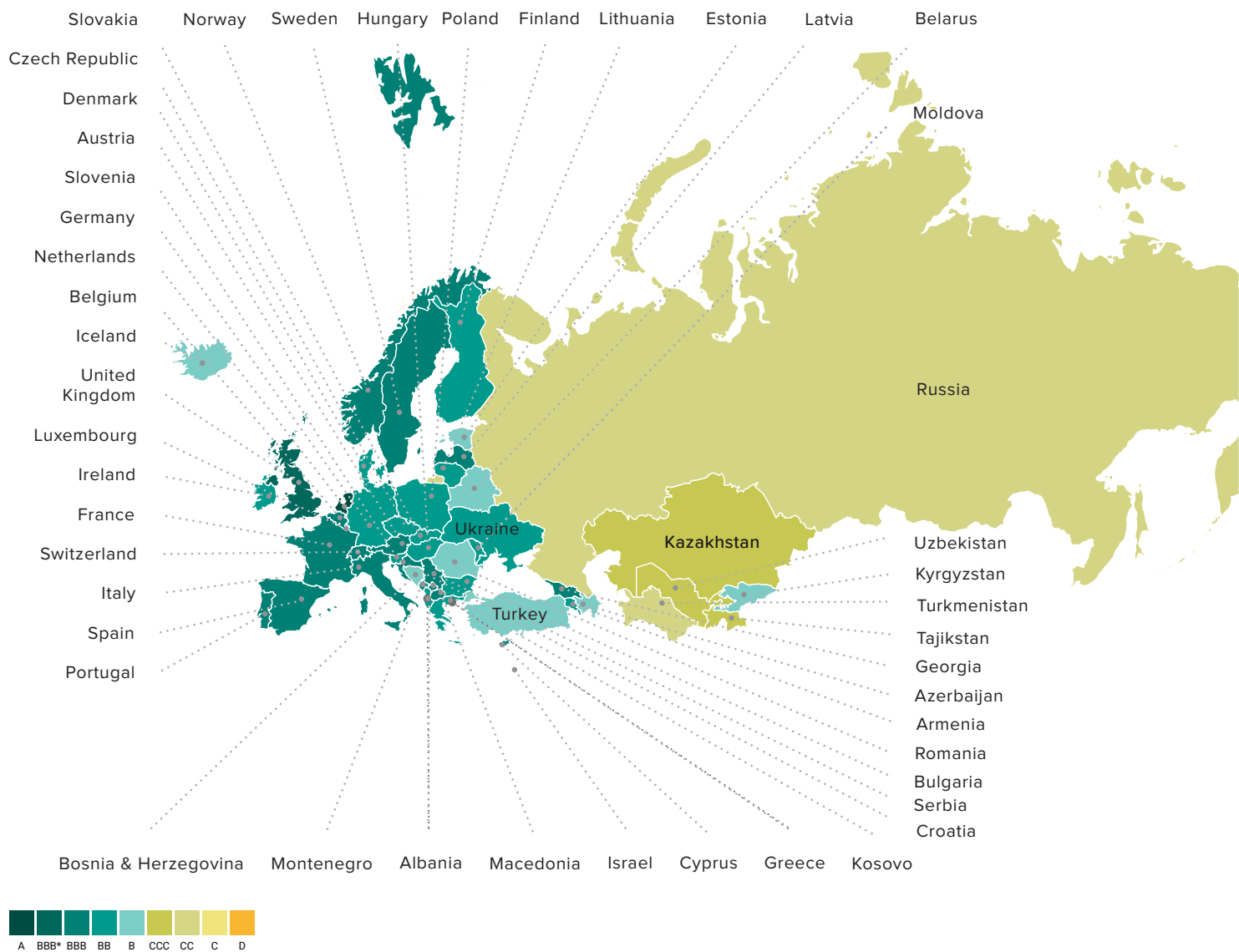
Top five products at risk of modern slavery (according to US\$ value) imported into G20 countries in the Europe and Central Asia region

G20 country	Import product at risk of modern slavery
France	1/ Apparel and clothing accessories 2/ Laptops, computers, and mobile phones 3/ Cocoa 4/ Fish 5/ Timber
Germany	1/ Laptops, computers, and mobile phones 2/ Apparel and clothing accessories 3/ Cocoa 4/ Fish 5/ Timber
Italy	1/ Apparel and clothing accessories 2/ Laptops, computers, and mobile phones 3/ Cocoa 4/ Cattle 5/ Fish
Russia	1/ Laptops, computers, and mobile phones 2/ Apparel and clothing accessories 3/ Cattle 4/ Sugarcane 5/ Fish
Turkey	1/ Laptops, computers, and mobile phones 2/ Apparel and clothing accessories 3/ Cocoa 4/ Cotton 5/ Rice
United Kingdom	1/ Apparel and clothing accessories 2/ Laptops, computers, and mobile phones 3/ Fish 4/ Cocoa 5/ Rice

GOVERNMENT RESPONSES

FIGURE 8

Government response rating to modern slavery by country



In the European subregion, states typically have a strong response to modern slavery and the majority are particularly committed to providing support services for victims. One of Europe's strengths is the commitment to address the underlying risks of slavery. For the second consecutive year, the Netherlands took the most steps to respond to modern slavery, achieving the only "A" rating within the entire region and globally due to strong responses across

all milestones and a commitment to addressing risk factors by providing social safety nets and protection for migrants, the absence of which increases vulnerability to modern slavery. **Netherlands was closely followed by the United Kingdom, Belgium, Sweden, Croatia, Spain, Norway, and Portugal, all of which took significant action to respond to modern slavery.**

Many countries within the region witnessed an improvement in ratings. France, Serbia, Latvia, Kosovo, and Switzerland improved their score from BB to BBB, Bulgaria, Slovakia, and Ukraine improved from B to BB, and Estonia, Luxembourg, and Belarus improved from CCC to B. Italy and Greece made stark improvements, jumping from B to BBB and CCC to BB respectively. In general, these improvements are due largely to positive steps taken in public and private procurement and to reduce the risk of modern slavery in supply chains. Greece's improvement in the ranking is reflected in an improved response across all fields. In September 2016, Greece's National Referral Mechanism was formalised¹³⁴ and victim identification training has been intensified for border police and other front-line responders.¹³⁵

In Central and Western Asia, Cyprus and Georgia took the most steps to respond to modern slavery, achieving the highest BBB score within the region. **When correlated against GDP (PPP) per capita, Montenegro, Georgia, and Cyprus stand out as taking relatively strong action when compared with other countries with stronger economies.** Georgia strengthened its law enforcement capacity by providing systematic and recurrent training to the judiciary, prosecutors, and police,¹³⁶ while in Montenegro, free legal aid and compensation for victims is supported by the legal framework.¹³⁷ Cyprus and Georgia improved their rating from BB to BBB, Armenia and Israel improved from B to BB, Azerbaijan and Kyrgyzstan from CCC to B, and Uzbekistan from CC to CCC.

Throughout Europe and Central Asia, **Turkmenistan and Russia have the weakest responses to modern slavery, both maintaining their CC rating – the lowest in the region.** In general, this reflects a combination of limited political will and a lack of resources, which means these governments do not prioritise the response to modern slavery. Our assessment of government responses also reflects evidence of state-imposed forced labour within the region, including the use of compulsory prison labour in public and private prisons in Russia.¹³⁸ Forced labour for economic development occurs in Uzbekistan and Turkmenistan during the annual cotton harvest¹³⁹ and in Belarus, where in 2017 two Belarusian teachers who were supervising school children forced to harvest potatoes were tried for the death of a 13-year-old student who had died in a tragic accident with a truck while on the farm.¹⁴⁰ Tajikistan has, according to the IOM, reduced the use of child and adult forced labour through the establishment of a referral mechanism, capacity building for labour inspectors, and training of NGOs to conduct independent monitoring.¹⁴¹ A similar model is currently being rolled out in Uzbekistan. ILO monitoring of the 2017 harvest found that the systematic use of child labour in Uzbekistan has come to an end over the past few years, but there remains a need for further awareness raising and capacity building to end forced labour of adults.¹⁴²

This year, for the first time, the Global Slavery Index included smaller Commonwealth countries and island states in our assessment of government responses. Within Europe and Central Asia, we included Malta, where an increase in migrant populations has intensified the vulnerability of migrants to exploitation. Given this is the first year that data has been collected for Malta, and thus, we cannot suitably compare progress with that of other countries in the region, we have not publicly reported its milestone or overall ratings. However, we found evidence that Malta has taken efforts to provide support services to victims and to address risks that facilitate modern slavery. For example, the legal framework in Malta supports restitution or compensation for victims of modern slavery and a National Referral Mechanism (NRM) has been adopted to refer victims to support services.¹⁴³ All data for Malta can be found on the Global Slavery Index website.

The Europe and Central Asia region as a whole performed well in providing support services to victims, as almost every nation provided some kind of victim support in 2017;¹⁴⁴ however, there are significant gaps that affected the efficacy of this work. For example, while almost all nations in the region had hotlines to report cases of modern slavery, substantially fewer hotlines were available 24/7 or were free of charge to access. Thirty-two countries, 28 of which are in Europe, have a NRM or a standardised system of identification and referral into appropriate services. These should be established in all countries to ensure that victims, regardless of the organisation identifying them, are able to access assistance. While only 28 nations have specialised services for children, even fewer services are typically available for male victims. In Russia, the nation with the weakest response to slavery in the region, there were no services found for male victims, nor was there evidence of a nationally implemented victim referral and support system.^{145, 146} In contrast, Montenegro, which had a robust system of support for victims, male victims had the option of assistance.¹⁴⁷ An effective government response requires services to support all possible victims, irrespective of gender.

Criminal justice responses across the region were mixed. Only 19 out of the region's 50 countries criminalised slavery, and only 15 countries criminalised forced labour. Twenty European and Central Asian countries have legislation fully criminalising forced marriage. Many countries criminalised trafficking and implemented training of prosecutors and judges on human trafficking issues, yet only about half (26 countries) applied appropriate witness protection systems within and outside the courtroom, and even fewer (18 countries) provided police with standard operating procedures to guide interactions with possible trafficking victims. Only 19 countries provided visas to victims of trafficking that were not reliant on participation in a criminal court case, which places undue pressure and can lead to re-traumatisation of victims.

TABLE 4

Change in European and Central Asian government response ratings 2016 to 2018

Country	2016 Rating	Change in rating	2018 Rating	Country	2016 Rating	Change in rating	2018 Rating
Netherlands	A	◀▶	A	Bulgaria	B	▲	BB
United Kingdom	BBB	◀▶	BBB*	Moldova, Republic of	BB	◀▶	BB
Sweden	BBB	◀▶	BBB	Greece	CCC	▲	BB
Belgium	BBB	◀▶	BBB	Kosovo	B	▲	BB
Croatia	BBB	◀▶	BBB	Poland	BB	◀▶	BB
Spain	BBB	◀▶	BBB	Armenia	B	▲	BB
Norway	BBB	◀▶	BBB	Slovakia	B	▲	BB
Portugal	BBB	◀▶	BBB	Ukraine	B	▲	BB
Montenegro	BB	▲	BBB	Czech Republic	BB	◀▶	BB
Cyprus	BB	▲	BBB	Israel	B	▲	BB
Macedonia, the former Yugoslav Republic of	BB	▲	BBB	Estonia	CCC	▲	B
Austria	BBB	◀▶	BBB	Bosnia and Herzegovina	B	◀▶	B
Georgia	BB	▲	BBB	Azerbaijan	CCC	▲	B
Italy	B	▲	BBB	Turkey	B	◀▶	B
Serbia	BB	▲	BBB	Iceland	B	◀▶	B
France	BB	▲	BBB	Luxembourg	CCC	▲	B
Latvia	BB	▲	BBB	Romania	B	◀▶	B
Switzerland	BB	▲	BBB	Kyrgyzstan	CCC	▲	B
Albania	BB	◀▶	BB	Belarus	CCC	▲	B
Slovenia	BB	◀▶	BB	Tajikistan	CCC	◀▶	CCC
Lithuania	BB	◀▶	BB	Kazakhstan	CCC	◀▶	CCC
Denmark	BB	◀▶	BB	Uzbekistan	CC	▲	CCC
Hungary	BB	◀▶	BB	Turkmenistan	CC	◀▶	CC
Finland	BB	◀▶	BB	Russia	CC	◀▶	CC
Ireland	BB	◀▶	BB	Malta**			
Germany	BB	◀▶	BB				

*Countries that scored – 1 on a negative indicator could not score above a BBB rating.

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

Forty countries in the region provide free legal services to victims of modern slavery; similar legislation should be implemented across the region. Moreover, 12 countries still had laws which were either overly lenient in their treatment of offenders. Such disproportionate sentencing undermines efforts to hold offenders accountable.

Generally, most nations (33 out of 50 countries) had some sort of national strategy and 37 countries had a national coordinating body to guide and inform their response to modern slavery. However, adequate and regular evaluation and monitoring of these strategies and bodies remains limited. France, Latvia, and Belgium had the most robust responses in this field. In France, a two-year National Action Plan (NAP) to tackle human trafficking was adopted in 2016,¹⁴⁸ while in Latvia, the Ministry of the Interior uses

the NAP as a platform for reporting on progress against human trafficking.¹⁴⁹ In Belgium, independently evaluating the national strategy against modern slavery has been a practice since 1993.¹⁵⁰ However, independent review of government action against human trafficking through annual reviews and reporting against NAP is currently taking place in only 18 out of 50 nations.

Almost all European and Central Asian countries (46 out of 50) have implemented awareness campaigns that educate the public on the risk factors of modern slavery, typically on and around the European Day Against Trafficking in Humans on October 18.

While a majority of countries (31) provided social safety nets for refugees, in many countries protection was not extended to all workers; for example, labour laws did not

cover informal sectors in 26 countries. Only 11 countries banned recruitment agencies from charging fees to job seekers, and efforts to combat modern slavery were weakened in 11 countries where official complicity was not routinely investigated. There also remains room for improvement in the provision of basic safety nets for vulnerable groups across this region.

Europe, more than any other subregion globally, has taken the most steps to address the issue of slavery in supply chains. In 2014, the EU Parliament passed Directive 2014/24/EU to encourage European countries to take social considerations into account in their public procurement processes, albeit not particularly targeting supply chains.¹⁵¹ Article 57 of this Directive requires that public authorities exclude a business from the procurement or award procedure if the business was convicted by final judgment for child labour or human trafficking. The Directive also recommends integrating social considerations as part of the contract performance conditions, including asking businesses to comply with the ILO core conventions, such as Convention 29 on Forced Labour and Convention 182 on the Worst Forms of Child Labour.¹⁵²

The EU also introduced the EU Directive 2014/95/EU on disclosure of non-financial and diversity information, which requires large businesses to include in management reports a non-financial statement containing information relating to social, environmental, and human rights matters.¹⁵³ While modern slavery is not expressly mentioned, it is captured under the category of human rights. Broadly speaking, businesses are required to disclose if they are a large company with more than 500 employees or are a company of public interest.¹⁵⁴ It is estimated that the legislation will cover around 6,000 large companies across the EU.¹⁵⁵ Twenty-seven EU countries have fully transposed the Directive into domestic legislation.

.....
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France's 2017 Corporate Duty of Vigilance law requires mandatory due diligence for large businesses.¹⁵⁶ This law obliges all French companies that have more than 5,000 employees domestically or employ 10,000 employees worldwide,¹⁵⁷ to prepare a "vigilance" or due diligence plan that directly addresses how the company's activities impact on the environment, health and security, and human rights (including modern slavery). This plan must include detailed mapping of risks, details of procedures used to assess risks with suppliers, alert mechanisms to collect risk information, and a monitoring scheme. The law will affect about 150 French businesses.¹⁵⁸ In the United Kingdom, Section 54 of the Modern Slavery Act requires large businesses to publish an annual statement outlining what they do to ensure there is no slavery within their own organisation and, importantly, within their supply chains. While the content of the annual statement is not mandated, the UK Home Office in 2017 issued updated guidance for businesses on the reporting requirement of the Modern Slavery Act.¹⁵⁹ The reporting requirement applies to every British or foreign organisation that carries out business in the UK and has an annual turnover of more than GBP36 million (US\$47.4 million). Failure to disclose a statement could result in injunctive proceedings against the organisation and continued resistance could result in unlimited civil fines.

Little information is available on whether countries and businesses in the Central and Western Asia subregion are making any effort to stop sourcing goods or services linked to modern slavery. With one exception, no evidence exists of Central and Western Asian states adopting public procurement policies to minimise the risk of governments purchasing products linked to forced labour. In 2016, Cyprus, as a member of the EU, transposed EU Directive 2014/24/EU¹⁶⁰ on public procurement and transposed EU Directive 2014/95/EU on disclosure of non-financial and diversity information into domestic legislation.¹⁶¹

TABLE 5

Government response by milestone percentage, overall score, and rating

Rating	Country	Support survivors	Criminal justice	Coordination	Address risk	Supply chains	TOTAL
A	Netherlands	72.2	72.2	75.0	92.9	36.7	75.2
BBB*	United Kingdom	82.0	73.9	62.5	73.8	26.7	71.5
BBB	Sweden	73.1	64.4	81.3	73.8	18.3	68.7
BBB	Belgium	72.2	53.9	87.5	73.8	36.7	68.3
BBB	Croatia	77.0	78.3	56.3	69.0	18.3	68.2
BBB	Spain	79.3	65.6	62.5	73.8	0.0	66.9
BBB	Norway	68.1	82.8	56.3	73.8	10.0	66.8
BBB	Portugal	62.6	69.4	68.8	83.3	8.3	66.3
BBB	Montenegro	79.3	70.0	56.3	61.9	0.0	64.0
BBB	Cyprus	68.1	77.8	56.3	61.9	18.3	63.4
BBB	Macedonia, the former Yugoslav Republic of	70.4	67.2	75.0	61.9	0.0	63.2
BBB	Austria	72.8	61.1	68.8	61.9	18.3	63.1
BBB	Georgia	74.1	63.9	56.3	69.0	0.0	62.8
BBB	Italy	58.3	78.9	50.0	83.3	26.7	62.0
BBB	Serbia	63.9	75.0	56.3	69.0	0.0	61.9
BBB	France	42.4	71.7	93.8	71.4	18.3	61.5
BBB	Latvia	47.0	61.7	93.8	71.4	18.3	60.9
BBB	Switzerland	66.7	60.6	37.5	81.0	0.0	60.0
BB	Albania	72.8	63.3	68.8	66.7	0.0	59.9
BB	Slovenia	60.4	57.8	56.3	73.8	18.3	59.6
BB	Lithuania	46.3	62.8	68.8	78.6	18.3	59.1
BB	Denmark	62.6	56.1	50.0	69.0	28.3	58.6
BB	Hungary	64.8	47.2	56.3	71.4	18.3	58.2
BB	Finland	53.7	49.4	81.3	71.4	8.3	57.9
BB	Ireland	65.9	42.2	62.5	69.0	18.3	57.7
BB	Germany	61.7	57.8	56.3	57.1	36.7	57.1
BB	Bulgaria	59.8	49.4	56.3	66.7	18.3	55.8
BB	Moldova, Republic of	58.5	61.1	62.5	59.5	0.0	55.7
BB	Greece	68.5	66.1	43.8	45.2	18.3	55.1
BB	Kosovo	66.7	62.7	37.5	59.5	0.0	54.8
BB	Poland	53.3	42.2	68.8	69.0	8.3	53.9
BB	Armenia	54.6	51.1	56.3	66.7	0.0	53.2
BB	Slovakia	48.7	52.2	62.5	64.3	18.3	53.2
BB	Ukraine	65.7	46.1	62.5	66.7	0.0	53.0
BB	Czech Republic	47.0	54.4	81.3	50.0	28.3	52.9
BB	Israel	57.2	56.1	43.8	61.9	0.0	52.1
B	Estonia	41.3	36.1	43.8	81.0	18.3	48.8
B	Bosnia and Herzegovina	60.2	47.8	25.0	76.2	0.0	48.6
B	Azerbaijan	28.0	71.7	62.5	59.5	0.0	48.2
B	Turkey	66.7	57.2	37.5	33.3	0.0	47.4
B	Iceland	48.7	54.4	37.5	52.4	8.3	46.4
B	Luxembourg	47.4	33.9	68.8	50.0	8.3	45.4
B	Romania	53.3	52.2	50.0	42.9	18.3	43.9
B	Kyrgyzstan	33.0	48.3	56.3	61.9	0.0	40.9
B	Belarus	48.9	27.8	37.5	66.7	0.0	40.1
CCC	Tajikistan	38.9	36.1	43.8	40.5	0.0	33.0
CCC	Kazakhstan	42.8	50.0	37.5	26.2	0.0	32.8
CCC	Uzbekistan	30.2	33.9	31.3	64.3	0.0	30.4
CC	Turkmenistan	17.8	40.0	31.3	61.9	0.0	27.1
CC	Russia	17.0	32.2	37.5	40.5	0.0	20.7
No rating	Malta ¹⁶²						

*Substantial gaps in data exist for the Central and East Asia subregions where, with the exception of Mongolia, surveys cannot be conducted for reasons such as (i) survey is only delivered face-to-face, (ii) survey is delivered only in the main language which many migrant workers do not speak, or (iii) national authorities would not, or were unlikely to, consent to the module on modern slavery. Unlike several countries in Western Europe where no surveys were conducted, none of the countries in these subregions were identified as sites of exploitation by respondents in the 48 countries where surveys were implemented.



A picture taken in 2011 shows irregular migrants from Burkina Faso working in Foggia, southern Italy during the tomato harvest. Workers in the agriculture sector in Italy frequently face exploitative working conditions, ranging from violation of contract provisions through to severe abuse and forced labour. These workers experience forms of exploitation and abuse, including not receiving adequate remuneration and being controlled by middlemen or labour brokers, known as caporali. Rather than being paid a salary, these men can be paid by the hour or by the number of crates they fill (shown in the image). The second option is illegal in Italy, but many migrants choose this means of payment so they may earn more money, up to 40 Euros per day. The standard salary, working 10-12 hours a day, is around 20 Euros. Regardless of salary, these workers then have to pay the caporali for transportation, food, and water.

Photo credit: Alessandro Penso

REGIONAL RESPONSE



In December 2017, the European Union (EU) announced a set of new cross-cutting priority actions to focus on during 2018. This included disrupting traffickers' business models, encouraging member states to criminalise those knowingly using services exacted from victims of trafficking, increasing the numbers of investigations and prosecutions, providing better access to and realising rights for victims, and intensifying a coordinated and consolidated response, both within and outside the EU. Progress will be monitored by the European Commission and reported to the European Parliament by the end of 2018.¹⁶³

The Council of Europe continues to focus on protecting victims, prosecuting traffickers, and preventing trafficking through its Convention on Action against Trafficking in Human Beings. Under Article 36 of this Convention, the *Group of Experts on Action against Trafficking in Human Beings (GRETA)* is established to monitor implementation of the Convention by the parties. Monitoring is not limited to the publication of GRETA reports and country evaluations, but rather extends to follow up activities that promote better understanding and implementation of recommendations, as well as awareness raising and capacity building for all member states.¹⁶⁴ For example, in 2016, GRETA published a compendium of good practices highlighting positive initiatives identified in 52 country-by-country evaluation reports published by GRETA since 2008.¹⁶⁵

The Organisation for Security and Cooperation Europe (OSCE) continues its work in strengthening the capacity of national authorities and civil society organisations in combatting modern slavery. This is done through presenting information campaigns for the public and running training courses for police, border guards, legal professionals, social workers, and religious leaders.¹⁶⁶ In 2016, more than 50 professionals from law enforcement, labour inspectorates, financial investigative units, prosecutorial offices, social services, and NGOs

participated in the first OSCE live simulation exercise on cases of labour and sexual exploitation along migration routes.¹⁶⁷ The OSCE is also assisting its member states in further developing their National Referral Mechanisms by creating ownership and accountability among those

involved.¹⁶⁸ A project on *Prevention of Trafficking in Human Beings in Supply Chains through Government Practices and Measures* is also being implemented with the objective of providing member states with practical tools to prevent human trafficking in supply chains and contributing to the promotion of labour and social standards in supply chains.¹⁶⁹ In February 2018, the OSCE published model guidelines for participating states and partners that focus on public procurement policies and their role in enhancing transparency in supply chains, ethical recruitment, and labour market protection.¹⁷⁰

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The Council of Europe continues to focus on protecting victims, prosecuting traffickers, and preventing trafficking through its Convention on Action against Trafficking in Human Beings.

The Council of the Baltic Sea States Task Force Against Trafficking in Human Beings (CBSS TF-THB) consists of 11 member-states (Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, and Sweden) as well as a representative from the European Union. Under this Council, the *Task Force Against Trafficking in Human Beings (CBSS TF-THB)* works as an expert group dedicated to counteracting human trafficking in the Baltic Sea region through protective and preventative measures.



Pitesti city, Romania, 27 January 2017.

A Romanian psychologist talks with minor victims of human trafficking at the reception center near Pitesti city, southern Romania. The reception center was set up by the 'Reaching Out' association. Most of those identified in Romania are exploited by networks of Romanian traffickers operating in Italy, Spain, Germany and France.

Photo credit: Daniel Mihailescu / AFP / Getty Images).

Between May 2016 and September 2017, Estonia, Latvia, Lithuania, and Russia participated in the *Strengthening the Role of Municipalities in the Work against Trafficking in Human beings (STROM) II* project focused on strengthening the capacity of eight chosen municipalities to assist victims in the Baltic Sea region. This included development of specific referral mechanisms, implementation of awareness raising activities, and the organisation of a regional expert meeting to share experiences, project findings and lessons learned.¹⁷¹

It is unclear what specific actions the Commonwealth of Independent States (CIS), comprising Azerbaijan, Armenia, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Uzbekistan, and Ukraine, have taken to combat modern slavery.

In 2013, the CIS approved a program of cooperation on the fight against human trafficking for 2014-2018, but it is unclear what this program entails or has achieved in recent years.¹⁷² Another regional body is the Organisation of the Black Sea Economic Cooperation, which is focused mainly on multilateral economic cooperation. This organisation has an ongoing project with the United Nations Office on Drugs and Crime to strengthen the criminal justice response to trafficking in persons in the Black Sea region.¹⁷³ This includes networking and enhancing dialogue between relevant criminal justice actors in this area by sharing expertise and best practice.¹⁷⁴

REGIONAL RECOMMENDATIONS

Governments should:

Strengthen legislation

- › Ratify and implement ILO Domestic Workers Convention, 2011 (No. 189) and the ILO P029 Protocol of 2014 to the Forced Labour Convention, 1930, and translate these into national legislation to ensure protection for migrant workers.
- › Introduce and implement legislation criminalising forced marriage and raise the age of marriage to 18 for men and women. Twenty European and Central Asian countries have legislation fully criminalising forced marriage – equivalent laws should be enacted in the remaining 30 countries.
- › In countries where legislation exists on forced marriage, ensure the effective implementation of this legislation by providing ongoing training and resources for police, prosecutors, and judges, using the UK Forced Marriage Unit as a model.
- › Abolish state-imposed forced labour in practice in Central Asian countries. Ensure that legal loopholes that facilitate state-imposed forced labour are closed and that governments in Central Asia work closely with the ILO to eliminate forced labour among adult populations and continue the progress in ending forced labour of children.
- › Ensure all workers, irrespective of sector or status, are granted equal protection under national labour laws and that these laws cover the informal sector across the region. Labour laws did not cover informal sectors in 26 countries and only 11 countries banned recruitment agencies from charging fees to job seekers. Where necessary, reform labour laws to provide basic safety nets for vulnerable migrant groups across this region.

Improve victim support

- › Consult with survivors of modern slavery to ensure their voices are heard and their needs are met through any national response in European and Central Asian countries.
- › Improve victim identification by ensuring training on identifying and responding to victims is provided to those who may come into contact with victims, including those in law enforcement and staff/officials involved in refugee intake and support services. This training should cover all forms of exploitation and include child-specific services.
- › Provide visas for modern slavery victims that do not require participation in criminal investigations or prosecutions. Only 19 countries across the region provided visas to victims of trafficking that were not reliant on participation in a criminal court case, which places undue pressure and can lead to re-traumatisation of victims.
- › Ensure legal aid is available as a standard part of victim support. It is crucial to include not only access to legal assistance through the assignment of *pro bono* lawyers for litigation, but also for lawyers to provide victims with necessary information regarding rights and options and to empower them to make their own decisions, including on the investigation and litigation process. Forty countries in the region currently provide free legal services to victims of modern slavery; similar legislation should be implemented across the region.
- › Ensure National Referral Mechanisms are in place to improve coordination and cooperation between government agencies, as well as between government and non-government actors. Thirty-two countries, 28 of which are in Europe, currently have a National Referral Mechanism. All countries, especially those in Central Asia, should set up similar systems to ensure that all victims, regardless of the organisation identifying them, are able to access assistance.

- › Provide access to support and shelter for men, women, and children regardless of whether they experienced forced labour or commercial sexual exploitation. While only 28 countries have specialized services for children, even fewer services are typically available for male victims. In Russia, there are no services found for male victims or a nationally implemented victim referral and support system. It is essential that all governments are prepared to provide support for these victims as they are identified, regardless of gender and citizenship.

Strengthen coordination and transparency

- › All countries should develop their own National Action Plans or strategies in coordination with relevant stakeholders and ensure that these are based on research and data into the nature and trends of human trafficking and child exploitation. Currently 33 countries out of a total of 50 in the region have some sort of national strategy; countries that have National Action Plans should ensure they have adequate budgets attached and are fully funded.
- › Establish monitoring mechanisms, such as an independent rapporteur or commissioner, to ensure effective implementation of the National Action Plans and the incorporation of lessons learned. Independent review of government action against human trafficking through annual reviews and reporting against National Action Plans are currently implemented by only 18 out of 50 countries in the region.
- › Publish lessons learnt from monitoring and review of national strategies and share this information through existing regional mechanisms.
- › Ensure that efforts to address modern slavery include measurement of the extent and nature of the issue, as well as risk factors so the impact of progress can be effectively monitored.

Address risk factors

- › All destination countries should protect the rights of migrants regardless of whether their entry was legal.
- › Review restrictive immigration policies and legislation to ensure that these have not increased vulnerability of migrant workers to exploitation and, where they do, reform them with a view to providing safe migration pathways.
- › Conduct widespread, systematic education campaigns in destination countries to counter stereotypical attitudes toward migrant workers and to promote diversity. Involve schools, universities, and religious leaders, and publicise widely on radio, television, print, and online media.

- › Ensure all migrant workers are issued work permits and contracts in languages that they understand.
- › Ensure all domestic workers are issued work permits and contracts in person and without their employer present to ensure that no exploitation is taking place and to provide an avenue for seeking assistance.
- › Provide training for labour inspectors to be able to identify and refer cases of modern slavery. Extend the remit of labour inspectors to cover both informal and formal sectors and conduct inspections in sectors known to be at high risk of modern slavery.
- › Launch information campaigns aimed at sending countries to ensure that prospective migrants are informed both of the risks they may face on the journey, as well as their rights and risks they may face living and working in the destination country.
- › Educate migrant workers on their employment and residency rights upon arrival in destination countries, as well as provide information on how to access help and seek redress for exploitation.
- › EU donor countries should support programming in Middle East and Sub-Saharan countries that focuses on protection of women and girls and female empowerment and education for all. Share lessons learnt from community empowerment programming in addressing related social issues such as forced genital mutilation and early marriage. Extend programmes that engage communities through human rights-based education and other community empowerment models.
- › EU donor countries should scale up support for displaced persons, and particularly women and girls, in conflict zones in order to prevent modern slavery.

Eradicate modern slavery from the economy

- › Implement EU Directives that require mandatory reporting for all large businesses on social and environmental issues and include specific provisions on modern slavery and human trafficking in domestic legislation.
- › Introduce legislation that all government procurement providers take steps to detect and eliminate modern slavery from publicly funded supply chains.
- › Facilitate opportunities for business and government partnerships that strengthen ethical recruitment and ensure that safeguards and redress exist for vulnerable workers.
- › Exclude cotton from Uzbekistan and Turkmenistan from trade preference programs, including the EU's Generalized Scheme of Preferences, until those government end their forced labour system of cotton production.

APPENDIX:

Endnotes



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