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**THE**  
**GLOBAL**  
**SLAVERY**  
**INDEX**  
2016  
.....

We call on governments of the top ten economies of the world to enact laws, at least as strong as the UK *Modern Slavery Act 2015*, with a budget and capability to ensure organisations are held to account for modern slavery in their supply chains, and to empower independent oversight.

# Government intervention can have immediate impact

*The men in this photo are raising their hands, having been asked “who wants to go home?” by the Indonesian authorities who came to rescue them in April 2015. The men, mostly from Myanmar, were used as slave labour on Thai fishing boats, where they were beaten with sting-ray tails, shocked with Taser-like devices at sea, forced to work almost non-stop without clean water or proper food, paid little or nothing and prevented from going home.*

*These men were saved by government intervention. We call on all governments to take action to identify and release victims of slavery, and to hold those responsible to account.*

*Photo credit, AP Photo/Dita Alangkara*

## CALL TO ACTION

We call on governments of the top ten economies of the world to enact laws, at least as strong as the UK *Modern Slavery Act 2015*, with a budget and capability to ensure organisations are held to account for modern slavery in their supply chains, and to empower independent oversight.

*Cover image:*

*A Syrian family flees to Turkey when Islamic State attacked their home town Kobane in September 2014. Some 3,500 people, mainly women and children, were being held in slavery in Iraq by Islamic State in January 2016. Families such as these are highly vulnerable to modern slavery. Recommendations within this Global Slavery Index aim to empower governments to make decisions which will protect these people and demonstrate strong leadership to the rest of the world.*

*Photo credit, Ismail Ferdous*

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In few other spheres is the need for courageous and committed leadership so critical. Personally, I unashamedly use business to help end slavery and I ask every chairman and chief executive to join me. Organisations that do not actively look for forced labour within their supply chains are standing on a burning platform.

These leaders, like all of us need support and empowerment to make major change. This is where governments can play a leading role.

Andrew Forrest  
A Personal Message to Leaders





## FOREWORD By Andrew Forrest – A Personal Message to Leaders

Slavery is abhorrent, more rampant than at any time in history, and entirely avoidable. Unlike major world epidemics such as malaria and HIV/AIDS, slavery is a human condition of our own making. While that in itself is a tragedy, it also means that we have the power to end it. And end slavery we must; we cannot allow future generations to fall prey to this hideous practice.

Improving the rights of 45.8 million human beings is both wise and urgent for all leaders of countries and organisations. Eradicating slavery makes sense, morally, politically, logically and economically.

Slavery and its components, forced labour and trafficking, are the ultimate economic negative multipliers. Nowhere is this more apparent than the powerful economic forces unleashed by the liberation of Chinese people, the greatest freeing from poverty in human history. From President Deng to President Xi, the most compelling evidence that freedom of people leads to immediate economic growth is proved. Where slavery is allowed to exist for the few pennies it might save, the host economy loses hundreds, if not many thousands of times more in economic terms.

In few other spheres is the need for courageous and committed leadership so critical. Personally, I unashamedly use business to help end slavery and I ask every chairman and chief executive to join me. Businesses that do not actively look for forced labour within their supply chains are standing on a burning platform.

These leaders, like all of us, need support and empowerment to make major change. This is where governments can play a leading role. We call on governments of the top ten economies of the world to enact laws, at least as strong as the UK *Modern Slavery Act 2015*, with a budget and capability to ensure organisations are held to account for modern slavery in their supply chains, and to empower independent oversight.

As the slavery consciousness of the world increases, the types of practices that I found in child 'sanctuaries' in Nepal and discovered in my own supply chains in the Middle East, will be in the spotlight. I found slavery everywhere, simply because I looked. Leaders who refuse to look into the realities of their own supply chains are deluded and irresponsible.

Slavery is an evil and corrupt practice. The sovereign leaders and corporations, who signal they have had enough of slavery in their social systems and are prepared to move quickly to eradicate slave masters and incarcerate those who continue to practice after warnings, will send the best possible economic signals to the investment world. I can confidently state that there is no shortage of capital in the world, but there is a dearth of responsible, attractive investment destinations.

*These chains were used to keep Geronimo Sanchez Bravo inside a truck every night after he worked picking tomatoes for his captors in the United States. He escaped and testified against his captors, who were sentenced to 12 years in prison.*

*Photo credit, Jon Lowenstein/NOOR.*

Rapid economic growth brings great challenges and the opportunity to balance the imperatives of fiscal growth with social justice. In this regard, it is critical that India is moving both to build the economy while undertaking significant reforms against slavery. Its Prime Minister, its Cabinet Ministers, its various states, and its major faith leaders are making their intolerance for the continuance of this practice clear. The Indian Government's imminent anti-trafficking bill is an unambiguous statement that change is happening. The proposed new legal and legislative framework is a huge step forward, and it comes as the words 'modern slavery' have been brought into the Indian lexicon by the efforts of leaders across sectors. The public declaration of the existence of slavery is the first step to conquering it, and India is demonstrating it is up for the challenge of defeating slavery within its borders. When I travel throughout India, business and religious leaders share with me the feeling that this time, all the economic pointers are different. In my 30 years of visiting India never have I felt so strongly the grass roots communities' belief in, and enthusiasm for, freedom.

By investing in countries where governments and organisations are actively taking steps to end slavery and aggressively measuring their effectiveness, businesses are in a prime position to deploy the positive economic multiplier of investment to ending slavery. People freed from bondage become the world's most incentivised work force; they never want to return to their previous existence. The freeing of communities from slavery not only brings in the rule of law, it emphasises property rights, common decency and strength of family for each former individual in slavery.

Leaders of the world's major economies – the United States, China, Japan, Germany, the UK, France, Brazil, Italy, Russia and India - must bring the power of business to this issue, by requiring through law, a focus on supply chain transparency for all goods and services imported or sold in their countries. Brazil was an early leader in this field, pioneering an approach that brings together business with civil society and government, through a national dirty list of companies fined for the use of forced labour by court order. While the list is currently suspended following legal action, Brazil has shown rare courage on this issue.

In the period since the last Global Slavery Index, we have witnessed important innovations by governments which place responsibility squarely on the private sector to undertake supply chain due diligence. In 2016, the US President closed loopholes in the *US Tariff Act 1930*, with the result that it will no longer be possible to import goods made with forced or slave labour into the country. The UK also recently signed into law the

*Modern Slavery Act 2015*, which requires all companies with a turnover of more than £36 million, an estimated 17,000 UK-based businesses, to report on their efforts in ensuring they are not using slave labour in their supply chains. For the multiplier effect to truly take hold, we must see similar actions throughout all major world economies.

In the business of commerce or government, there can be no effective management without measurement. This Global Slavery Index deploys the worldwide power of Gallup to survey entire countries and provinces in more than 50 languages. These surveys have underscored the accuracy and relevance of the award-winning data collection and methodology we have developed over many years. While I have had no influence over the findings of the Index, I am satisfied with the diligence of its work that has created the best measurement of slavery yet. This is a brave 'line in the sand' measurement of an illegal and previously very hard to measure industry, that can empower governments, businesses and individuals to act. We are proud to contribute this information freely to the world. To all those who seek to criticise the imperfection of the Index, may I humbly ask that you attach a solution, or at least an alternative, to your criticism so that the world can continue its emancipation journey.

This is not an academic note. It is a straight-up call to action for leaders. It does not pretend to be concise or detailed, but it does portray accurately my belief in the critical role of leaders in government, business and civil society. Should they use their responsible power, strength of conviction, determination and collective will, we all can lead the world to end slavery.



**ANDREW FORREST**  
*Founder and Chairman of Walk Free Foundation*

# HIGHLIGHTS

This is the third edition of the Global Slavery Index.

It provides an estimate, country by country of the number of people living in modern slavery today and the steps governments are taking to respond to this crime.

ESTIMATED NUMBER OF PEOPLE IN MODERN SLAVERY GLOBALLY

**45.8** MILLION

**58%**

OF THOSE LIVING  
IN SLAVERY ARE IN

**5**

COUNTRIES

**INDIA**

**CHINA**

**PAKISTAN**

**BANGLADESH**

**UZBEKISTAN**

The countries with the highest proportion of their population in modern slavery are:

North Korea	Syria
Uzbekistan	South Sudan
Cambodia	Somalia
India	Libya
Qatar	Central African Republic
Pakistan	Mauritania
Democratic Republic of the Congo	Haiti
Sudan	Dominican Republic
Iraq	Myanmar
Afghanistan	Bangladesh
Yemen	



## GOVERNMENTS TAKING ACTION

### MOST ACTION

- + The Netherlands
- + United States of America
- + United Kingdom
- + Sweden
- + Australia
- + Portugal
- + Croatia
- + Spain
- + Belgium
- + Norway

### LEAST ACTION

- North Korea
- Iran
- Eritrea
- Equatorial Guinea
- Hong Kong
- Central African Republic
- Papua New Guinea
- Guinea
- Democratic Republic of the Congo
- South Sudan

### MOST ACTION BY GDP(PPP)\*

- + Philippines
- + Georgia
- + Brazil
- + Jamaica
- + Croatia
- + Montenegro
- + Macedonia
- + Moldova
- + Albania
- + Serbia

### LEAST ACTION BY GDP(PPP)\*

- Qatar
- Singapore
- Kuwait
- Brunei
- Hong Kong
- Saudi Arabia
- Bahrain
- Oman
- Japan
- South Korea

\*GDP(PPP) (purchasing power parity) is Gross Domestic Product converted to international dollars using purchasing power parity rates. This takes the cost of living into account.

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*Stone Scavengers of Jafflong, Bangladesh. At least 10,000 people, including over 2,500 women and 1,000 child labourers, are engaged in stone and sand collection. Limited job opportunities push these individuals to migrate from other parts of Bangladesh. They survive on less than 150 taka a day (about US\$2).*

*Photo credit, GMB Akash*

## EXECUTIVE SUMMARY

The Global Slavery Index ('the Index') provides an estimate of the number of people in modern slavery, the factors that make individuals vulnerable to this crime, and an assessment of government action across 167 countries.

**The 2016 Global Slavery Index estimates there are 45.8 million people subject to some form of modern slavery in the world today.**

The Global Slavery Index is based on state-of-the-art research methodology that has been developed with the assistance of an independent Expert Working Group, comprised of world leading experts. The methodology has also been subjected to independent external review. This estimate is based on data from nationally-representative, random sample surveys conducted in 25 countries. All surveys were conducted face-to-face in key local languages using a standardised instrument. Collectively, these surveys represent 44 percent of the global population. The results of these surveys have been extrapolated to countries with an equivalent risk profile.

The 2016 estimate is an increase on the estimate provided in the previous edition of the Index. As efforts to measure this hidden crime are still relatively new, we are not asserting that modern slavery has increased in the intervening period. Indeed, results from our surveys reveal some national estimates have increased while others have decreased. We believe that the overall larger number reflects a significant increase in the quality and quantity of research on this issue. While the methodology will continually improve, even at this early stage, survey data have greatly improved the accuracy of our measures.

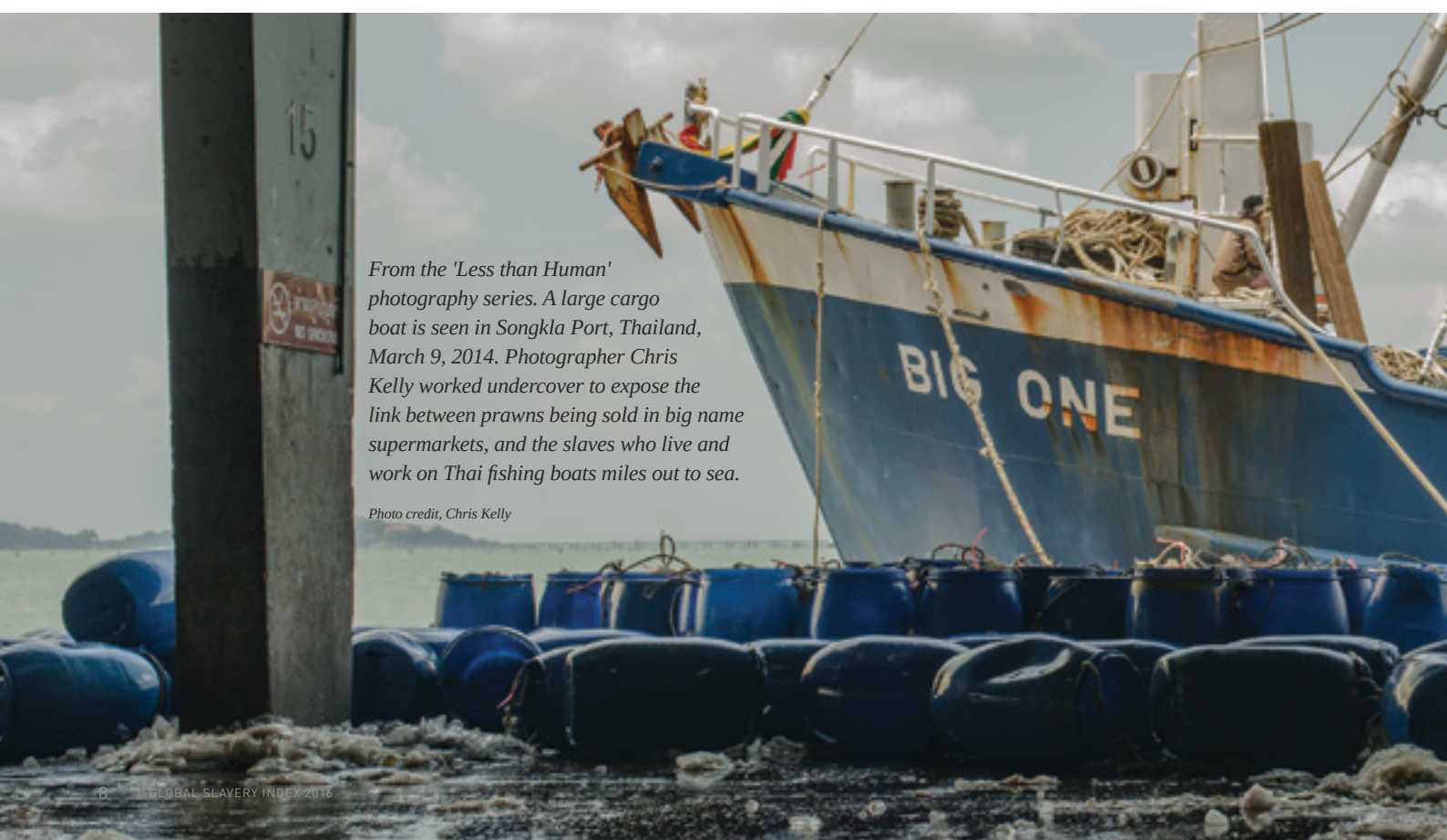
**In 2016, the country with the highest estimated proportion of modern slavery by population is North Korea.** Though information on North Korea is difficult to verify, pervasive evidence exists that citizens are subjected to state-sanctioned forced labour, including through forced labour as political prisoners and as workers on overseas contracts.

**Uzbekistan has the second highest estimated proportion of prevalence of modern slavery by population.** While some steps have been taken to address forced labour in the cotton industry, the Uzbek Government continues to subject its citizens to forced labour in the cotton harvest each year.

**In 2016, Cambodia has the third highest estimated prevalence of modern slavery.** In Cambodia, extensive literature details the prevalence of commercial sexual exploitation and forced begging. Our survey data highlight the existence of modern slavery in manufacturing, farming, construction and domestic work.

**In 2016, we estimate 18.3 million people are in some form of modern slavery in India.** This estimate reflects extensive surveying conducted in 2016 in 15 states. While impressive efforts are being taken by the Indian Government to address vulnerability, survey data suggest that domestic work, construction, farming, fishing, manual labour and the sex industry remain sectors of concern.

The ten countries with the largest estimated absolute numbers of people in modern slavery include some of the world's most populous countries: **India, China, Pakistan, Bangladesh, Uzbekistan, North Korea, Russia, Nigeria, the Democratic Republic of the Congo, and Indonesia.** Several of these countries provide the low cost labour that produces consumer goods for markets in Western Europe, Japan, North America and Australia. Some of these countries are taking important steps towards stamping out abuses in key industries. For example, **Indonesia's work on rescuing and repatriating 2,000 trafficked fishermen is commendable.**



*From the 'Less than Human' photography series. A large cargo boat is seen in Songkla Port, Thailand, March 9, 2014. Photographer Chris Kelly worked undercover to expose the link between prawns being sold in big name supermarkets, and the slaves who live and work on Thai fishing boats miles out to sea.*

*Photo credit, Chris Kelly*

While the lowest prevalence of modern slavery continues to be found in countries in Western Europe, North America, and Australia and New Zealand, estimates for these countries have increased following the application of a new estimation technique called Multiple Systems Estimation. This allows more precise measurement when random sample surveys are not appropriate. The **United Kingdom** was the first government to adopt this technique, which increased the UK estimate to 11,700 people in modern slavery. In 2016, a further test of this technique was completed in **the Netherlands**. This is reflected in the Netherlands estimate of 17,500 people in modern slavery.

Governments play a central role in responding to modern slavery. The Index examines steps being taken by governments to achieve the following critical outcomes:

- Survivors are identified, supported to exit and remain out of modern slavery.
- Criminal justice mechanisms address modern slavery.
- Coordination and accountability mechanisms for the government are in place.
- Attitudes, social systems and institutions that enable modern slavery are addressed.
- Businesses and governments through their procurement systems stop sourcing goods and services that use modern slavery.

Research for this component of the Index involved a partnership between the Walk Free Foundation, the author of the Index, and DataMotive, an organisation that provides training and employment for survivors of modern slavery in the Philippines.

The governments taking the most steps to respond to modern slavery are predominantly high GDP(PPP) countries: **the Netherlands, the United States, the United Kingdom, Sweden, Australia, Portugal, Croatia, Spain, Belgium and Norway**.

The list is very different when correlated against GDP(PPP).

**The Philippines, Georgia, Brazil, Jamaica and Albania are making strong efforts despite having relatively fewer resources than wealthier countries.**

The governments taking the least action are: **North Korea, Iran, Eritrea, Equatorial Guinea, Hong Kong, Central African Republic, Papua New Guinea, Guinea, the Democratic Republic of the Congo, and South Sudan**. The tragedy is that the populations of some of these countries concurrently face a high risk of enslavement.

When GDP(PPP) is accounted for, it is clear that despite their relative wealth, **Hong Kong, Qatar, Singapore, Saudi Arabia, Bahrain, Oman, Kuwait, Japan and South Korea** can and should be doing more to address modern slavery problems within their borders.

Many countries, including wealthy countries, continue to detain and deport victims, while many fail to ensure meaningful protections for the most vulnerable workers. **With a few notable exceptions, there is also an almost complete failure to seek survivor feedback on experiences of the justice system and service provision.**

There are increasing legal imperatives for large companies to identify and address labour abuses in their supply chains. **The UK enacted the landmark *Modern Slavery Act 2015*, which requires large companies to report on steps they have taken to safeguard supply chains from modern slavery.** Over 100 companies have submitted reports to date. In 2016, the United States amended a loophole in the *Tariff Act of 1930* requiring Customs and Border Protection to seize and block imports made with forced labour. Previously, if there was 'consumptive demand' for a product and





insufficient domestic supply to meet that demand, imports were accepted regardless of how they were produced. **While these efforts originate from just two countries, the reach of these laws into international supply chains means their impact is felt well beyond national borders.**

The regional studies highlight the interplay between environmental destruction, natural disasters and human trafficking; the impact of conflict on forced marriage, commercial sexual exploitation and child soldiers; and the effect of limited education and employment opportunities in situations of forced and bonded labour. **In 2016, unprecedented global displacement and migration increased vulnerability to all forms of modern slavery.**

**Asia**, the most populous region in the world, has an estimated two thirds of the total number of people in modern slavery. This region provides low-skilled labour for the production stage of global supply chains for industries including food production, garments and technology.

Despite having the lowest regional prevalence of modern slavery in the world, **Europe** remains a source and destination for forced labour and commercial sexual exploitation. While the impact of the massive influx of migrants and refugees in 2015 and 2016 remains to be seen, it is already clear that this group is highly vulnerable to exploitation and abuse.

In **Russia and Eurasia**, cases of state-sponsored forced labour have been documented in several countries, including in Turkmenistan and Uzbekistan. Reports suggest instances of forced labour and recruitment of children for armed conflict in Ukraine.

**Sub-Saharan Africa** accounts for approximately 15 percent of the world's total enslaved population. Escalation of violence in Nigeria following the Boko Haram conflict has sparked a humanitarian crisis in neighbouring countries. New survey data from South Africa confirms the existence of forced labour in the commercial

sex industry, construction, manufacturing and factory work, and drug trafficking.

As violent conflict escalates in the **Middle East and North Africa**, the profile of victims vulnerable to modern slavery has shifted. While migrant workers from Asia remain vulnerable, increasingly Middle Easterners themselves face exploitation and slavery in 2016.

In **the Americas**, new survey data in Guatemala, Mexico, Chile, Dominican Republic and Bolivia suggest that forced labour is particularly prevalent in manual labour sectors such as construction, manufacturing and factory work, and domestic work.

The 12 country studies included in the Index are a snapshot of the diversity and similarity of modern slavery crimes across the globe, such as the short and long term impact of conflict on slavery (Iraq and Cambodia), the role of the private sector (Thailand and Qatar), and the responsibility of highly developed countries (the UK). New data on under researched countries (such as South Africa and Mexico) are also highlighted. The studies present a range of government responses and confirm that while much work has been done, there is still more to do. Limited implementation and enforcement of laws, and the importance of countering corruption are recurring themes.

The studies confirm that poverty and lack of livelihood opportunities play a major role in increasing vulnerability to modern slavery. They also point to deeper social and structural inequalities that enable exploitation to persist – xenophobia, patriarchy, class, caste, and discriminatory gender norms. Discrimination against minorities traps migrant workers in inhumane working conditions in every continent. The control of women's sexuality in many societies leads to forced marriage and commercial sexual exploitation. Hierarchical cultures continue to abuse the 'lowest' among them, perpetuating intergenerational exploitation.

**We cannot continue to view ending modern slavery in isolation to other issues. In times of conflict and mass displacement, the heightened risk of slavery-like abuses must be factored into emergency responses. In countries that host migrant workers, companies and governments must focus on ensuring workers not only have rights and entitlements but can also access them. Any system, practice or belief that results in certain parts of society, whether women, people with disabilities or ethnic groups, being unable to access the necessities of life—food, shelter, water, basic health care and capacity to earn an income—must be challenged. This is the responsibility of governments, the private sector, civil society and consumers.**

*Gayatri, a trafficked girl who was lured into marriage by traffickers, at her house in Haryana's Jind district. In Haryana, trafficked brides are locally known as Paro. All the activities of Paro are dependent on the inclinations and circumstances of their buyer.*

*Photo credit, Subrata Biswas/ Hindustan Times*

## ABOUT THE INDEX

### TERMINOLOGY

Different countries use different terminology to describe modern forms of slavery, including the term slavery itself, but also other concepts such as human trafficking, forced labour, debt bondage, forced or servile marriage, and the sale and exploitation of children.

While definitions vary, in this report, modern slavery refers to situations of exploitation that a person cannot refuse or leave because of threats, violence, coercion, abuse of power or deception, with treatment akin to a farm animal. For example, their passport might be taken away if they are in a foreign country, they may experience or be threatened with violence or their family might be threatened.

Refer to Appendix 1 for full terminology.

### ABOUT MODERN SLAVERY

Modern slavery is a hidden crime that affects every country in the world. In 2015–2016, modern slavery was found in many industries including the Thai fishing, Uzbek and Turkmen cotton, and the Qatari construction industries. It was identified in the domestic households of diplomats, in Islamic State (IS)<sup>[1]</sup> controlled areas, and in areas that have experienced natural disasters, such as Nepal, and environmental destruction, such as the Democratic Republic of the Congo. It impacts on all of us, from the food we consume and the goods we purchase. It is our responsibility to tackle this crime.

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. Governments need the support and engagement of civil society, the private sector and the community.

### 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.

#### WHAT INFORMATION IS INCLUDED IN THE GLOBAL SLAVERY INDEX?

The Global Slavery Index has quantified data across three dimensions:



##### SIZE OF THE PROBLEM

What is the estimated prevalence of modern slavery country by country, and what is the absolute number by population?



##### VULNERABILITY

What factors explain or predict the prevalence of modern slavery?



##### GOVERNMENT RESPONSE

How are governments tackling modern slavery?

All supporting data tables and methodology are available to download from the Global Slavery Index website: [www.globalslaveryindex.org](http://www.globalslaveryindex.org)

## METHODOLOGY



### HOW DID WE MEASURE PREVALENCE?

Measuring the number of people in modern slavery is a difficult undertaking due to the hidden nature of this crime and low levels of victim identification. Since 2014, we have conducted 25 surveys with the international research-based agency Gallup<sup>[2]</sup> through their World Poll, interviewing over 28,000 respondents in 52 languages. This year we also conducted state-level surveys in India. When these are included, we have interviewed over 42,000 respondents in 53 different languages. The prevalence estimates in the Index are based on data from these surveys, the results of which have been extrapolated to countries with an equivalent risk profile.



*Gallup teams survey respondents in Ethiopia and Indonesia*

*Photo credit, Gallup*



### HOW DID WE MEASURE VULNERABILITY?

The Global Slavery Index includes a model of 24 variables which affect vulnerability to enslavement. These include:

- Civil and political protections
- Social, health and economic rights
- Personal security
- Refugees and conflict



### HOW DID WE MEASURE GOVERNMENT RESPONSES?

The final component of the Index is a score of 161<sup>[3]</sup> governments' responses based on an assessment of 98 indicators of good practice, taking into account factors such as whether each country has the necessary laws in place, provides support to victims, and ensures application of labour standards to vulnerable populations. Research for this aspect of the Index involved a partnership between the Walk Free Foundation's research team and DataMotivate, an organisation that provides training and employment for survivors of modern slavery in the Philippines.

A summary of the methodology is in Appendix 2, and a detailed methodology paper is available online.

## Measuring Modern Slavery - Work in Rapid Progress

JAN VAN DIJK

Tilburg University, The Netherlands, winner of the Stockholm Prize in Criminology 2012

International organisations such as the United Nations Office on Drugs and Crime (UNODC) and the International Labour Organization (ILO) over the past twenty years, have made great strides in the measurement of modern slavery across the world with their Global Reports on Trafficking in Persons and Global Estimates of Forced Labour respectively. With the adoption by the United Nations of eradicating human trafficking as a Sustainable Development Goal (SDG), this challenging work now needs to be geared up. As a performance measure, the UN member states have agreed on the “*number of victims of human trafficking per 100,000 population, by sex, age group and form of exploitation*”. But how can this possibly be done when the numbers of officially identified victims tell us next to nothing about the real numbers, and international research on the prevalence of crime remains fraught with political sensitivities? Might the adoption of this ambitious performance measure prove to be just another ‘pie in the sky’?

Against this background, the fact that the Walk Free Foundation now presents a Global Slavery Index—based on the results of standardised surveys on family-wide experiences with victimisation by modern slavery in 25 countries—is an extraordinarily well-timed feat. Although much work remains to be done, these 25 surveys conducted by Gallup Inc. show the global community the way forward with monitoring the SDG to end human trafficking.

If the prevalence of crime is ever to be reliably measured in a comparative fashion, standardised surveys among the population surely are the only viable approach. The track record of the International Crime Victims Survey, up till now carried out in about 90 countries once or more, and most recently in five countries in the Caribbean, bears testimony to this.

The global community is well-advised to follow this best practice and start securing funds for carrying out standardised surveys not only on experiences with modern slavery, but with other types of violent crime including domestic violence against women and children. Partnerships between International Organisations and private foundations have proved to be instrumental in many of the achievements under the UN’s previous development agenda. It is hoped that similar cooperation will drive the implementation of the new development agenda, including by facilitating statistical monitoring of successes and lapses with the use of innovative metrics.

As discussed in the Index, survey-based measures, although holding great promise, have their own methodological limitations. In the most-developed countries, victimisation by

modern slavery might be too rare, and unevenly distributed among the population, to be measurable through random sampling among national populations. Focussed sampling, for example among vulnerable immigrant populations, might be required. Also, successful interviewing of respondents about victimisation by sexual slavery may, just like other sensitive crimes, need special interview techniques.

Interestingly, an alternative and complementary method to estimate the true numbers of victims of modern slavery is also identified in the Index. For the calculation of rates for Western countries, the report has made use of the results of the application of Multiple Systems Estimation (MSE) to the multi-source data on victims identified by the British authorities. According to this innovative study the real number of persons exploited in the United Kingdom is four to five times higher than those formally identified.<sup>[4]</sup> A UNODC-sponsored replication of this work on the dataset of the Dutch National Rapporteur on Human Trafficking came up with an even higher ratio between identified and real numbers in the Netherlands.<sup>[5]</sup>

MSE, like standardised population surveys, holds great promise for better international crime statistics. This seems especially to be the case with statistics on the complex crime of modern slavery. In many countries across the world, possible victims of modern slavery are identified through multi-agency National Referral Mechanisms comprising of police forces, immigration and labour inspectorates as well as NGOs. In many such countries, multi-source datasets are available on the possible victims of modern slavery. While the possibility of victims being recorded by two or more organisations was initially regarded as complicating their accumulation to total counts, the double or triple counting of the same victims on different lists now proves to be an asset by offering unique opportunities for estimating the true numbers through statistical modelling. If more countries would apply the same estimation technique to their multi-agency databases on identified victims, a new source of international statistics on the prevalence of victimisation by human trafficking becomes available. Since the datasets on identified victims in many countries predominantly refer to victims of modern sexual slavery, MSE-based estimates provide a welcome complement to survey-based estimates of modern slavery largely focusing on forced labour. MSE has the potential to produce estimates of modern slavery by sex, age and type of exploitation, just as suggested in the Monitoring Framework for the SDGs.

The new Global Slavery Index, then, shows us two new, parallel tracks to collect reliable statistics on the numbers of victims of modern slavery: the conduct of standardised surveys on experiences with victimisation by this crime, and the execution of Multiple Systems Estimation using data on identified victims. Just when this was more opportune than ever before, a promising new generation of statistics on modern slavery has been launched.





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

*Photo credits, Elena Perlino.*

# Connecting Slavery and Environmental Destruction

KEVIN BALES

*Professor of Contemporary Slavery at the Wilberforce Institute for the Study of Slavery and Emancipation, University of Hull, UK*

Slavery never happens in isolation. For people to be enslaved, several conditions must be in place. One of the most powerful of these is when the rule of law fails. A country may be poor, it may be struggling with climate change or a damaged economy, but if the rule of law holds, then even the most vulnerable are protected from slavery. When armed conflict breaks out, the rule of law is one of the first casualties. In the chaos of conflict and violence, a perfect storm of lawlessness, slavery, and environmental destruction can occur—driving the vulnerable into slave-based work that feeds into global supply chains and the things we buy and use in our daily lives.

In the past twenty years, this perfect storm has hit the eastern provinces of the Democratic Republic of the Congo. A war that erupted in the aftermath of the Rwandan genocide spread across the region, bringing collapse to the Congo's ruling dictatorship, invasion by surrounding nations, and a sharp rise in slavery and sexual violence. The armed groups that grabbed parts of the eastern provinces were not there for political or religious reasons, but to steal and sell valuable minerals and other natural resources. Lacking mining technology, but heavily armed, these criminal groups enslaved thousands of local people.

These slaves were forced to cut protected virgin forests, level mountains, spoil streams and rivers with great open-strip mines, and massacre rare and endangered species like gorillas. The minerals these slaves dug, processed and then carried on their backs to smuggle them out of the country flowed into our lives. For these slave-based, environmentally-destructive minerals are essential to making cell phones, computers, and the thousands of other electronic devices that surround us every day.

The human cost of this conflict was extremely high<sup>[6]</sup>—one in five adults were enslaved, nearly half of all women and a quarter of all men were raped. In the aftermath of the war, a quarter of the population reported actively thinking about killing themselves, and one person in six had attempted suicide; no-one knows how many others succeeded.

The impact on the natural world was also devastating. The 3000-square-mile Virunga National Park is the oldest in Africa and home to one third of the world's population of rare mountain gorillas, as well as elephants, hippopotami, buffalo, and antelope. The same armed gangs smashing and grabbing the mineral resources see such protected forest reserves as ripe for the taking and are willing to expend any number of slaves to do so. Slaughter on an industrial scale, using machine guns and grenades has reduced the hippo population by 98 percent and enslaved local people who are forced to carry the carcasses to meat markets in the city. Gorillas are also killed to sell as meat, or just to get out of the way as the soldiers clear-cut the primeval forest to burn into charcoal—also for sale in the city or across the border in Rwanda.

In this context of conflict, a vicious cycle begins: the rule of law disappears and slavery, brutality, and environmental destruction feed into each other. The weapons driving this cycle might be paid for by the riches torn from the forests, or purchased with profits from the products we all buy. Refugees fleeing devastated environments that can no longer support them are caught up and enslaved, then forced to carry out even more destruction. It is the sheer size of this cycle that makes large-scale research, such as the Global Slavery Index, so important.

This deadly, triangular trade stretches far beyond the Congo, across the world to other threatened villages and forests, and all the way to the rich countries of Europe and North America. It is a trade cycle based on armed conflict that grinds up the natural world and crushes human beings to churn out commodities like minerals for electronics, shrimp and fish, gold, cotton and clothing, iron and steel. When the focus and analysis of this slave-based trade cycle becomes global surprising facts emerge:<sup>[7]</sup>

- Recent environmental treaties and regulations made vast forests around the equator off-limits to commercial logging—but created a market vacuum quickly filled by criminal slaveholders.
- A conservative estimate is that just under half of all illegal deforestation in the world is slave-based.
- If that is the case, then criminal slaveholders are responsible for 2.54 billion tons of CO<sub>2</sub> entering the atmosphere each year. Put another way, slaves are being forced to produce more greenhouse gases than any country in the world except China and the United States (the two largest polluters).

Added to that is the widespread mercury poisoning from slave-based gold mines on three continents, and the carcinogenic air pollution from tens of thousands of slave-using brick kilns.

Slavery is a global problem, which is inextricably tied to other global problems like conflict and climate change, as well as feeding the global supply chains that tie us all together. But it is also true that understanding slavery at a global level opens the door to solutions. For example, expanding efforts to end slavery could slow or stop the growth of greenhouse gases driving climate change. Going further, employing freed slaves to re-plant forests they have been forced to destroy, work already underway on a small scale, would sweep CO<sub>2</sub> from the air and possibly reverse climate change. While the right approach to climate change is sometimes controversial, slavery is not. There can be no special pleading for slave-based industries, growing from conflict, and feeding our supply chains. Closing down slave-based logging, brick-making, mining, or charcoal production will not hurt our lifestyles or the global economy. What it will do is get people out of slavery and slow global warming and climate change—a classic win-win situation. Making these global connections requires a global focus.



*Child labour is not a new issue in Bangladesh, as children remain one of the most vulnerable groups to trafficking, hunger, illiteracy, displacement, exploitation, physical and mental abuse. Many children engage in various hazardous and exploitative occupations in mining and manufacturing factories.*

*Photo credit, GMB Akash*

## Distress Migration and Modern Slavery

FIONA DAVID

Executive Director of Global Research, Walk Free Foundation

The 2016 Global Slavery Index has been prepared in the context of unprecedented mass movements of men, women and children, fleeing the horrors of protracted conflicts in Iraq, Afghanistan, Syria, Yemen and Libya.

The scale of the distress migration we have witnessed is hard to comprehend. In 2015–2016, the number of displaced people is expected to exceed 60 million. This is the equivalent of the entire population of Italy gathering what they can carry on their backs, and fleeing from their homes under threat of death, or worse.

While the numbers are hard to comprehend, the horrors that people are fleeing are not. In December 2015, Nadia Murat, a 21 year-old Yazidi woman, recounted her experiences to the UN Security Council of having been captured, raped and tortured by IS fighters until she successfully escaped. Ms Murat noted:

*"The Islamic State didn't come to kill the women and girls, but to use us as spoils of war, as objects to be sold with little or to be gifted for free. Their cruelty was not merely opportunistic. The IS soldiers came with a pre-established policy to commit such crimes."*

Far from being an isolated incidence, her treatment reflects a deliberate strategy of war, as publications released by IS<sup>(8)</sup> provide that—"it is permissible to buy, sell, or give as a gift female captives and slaves, for they are merely property, which can be disposed of..."

The effects of the conflict are felt heavily in neighbouring countries which typically bear most of the burden of providing shelter. Walk Free Foundation and International Organisation for Migration (IOM) research conducted in 2015 confirms that in Jordan and Lebanon, the massive in-flux of refugees has had a trifold effect on the already existing populations of migrant workers from Asia (see the Middle East and North Africa regional study on page 80). First, there is increased competition between refugees and existing migrant workers for the lowest-paid, highest-risk jobs in the informal sector, suggesting a rapid race to the bottom. Second, there has been an increase in situations of criminals taking advantage of vulnerability, through forced begging, forced prostitution and forced marriage.

Third, this all takes place at a time when every existing State resource is already stretched to breaking point, by the scale of the emergency response.

While rarely at the forefront of planning responses to conflicts and humanitarian emergencies, the reality is that modern forms of slavery prosper in these environments of conflict, corruption, displacement, discrimination and inequality. Given this, it is critical that national and international responses to humanitarian emergencies and mass migration take account of the very real risks of modern slavery on highly vulnerable migrant and refugee populations.

In the current context, this requires an immediate response, developed in partnership with civil society organisations, to address the vulnerability of the large numbers of refugees and migrants on the move throughout the Middle East and Europe. While politically appealing, simply shutting borders will not solve the inter-related issues of the refugee crisis and international human trafficking. As highlighted by a recent IOM survey (see Europe regional study on page 58), migrants on the move are being approached by strangers with offers of work or marriage, and some have even been offered cash for blood, organs and body parts.

Where civilians are being enslaved in conflict zones, this issue must be part of military planning, and potentially capacity building efforts. Civilians cannot go into Yemen or Syria to assist those seeking to escape slavery. Military personnel are training counterparts and providing capacity building—why not make modern slavery part of the focus?

Beyond immediate realities, a strong focus on safe, well-managed migration, whether in times of peace or conflict, must become a cornerstone of integrated international and national responses to modern slavery. Responses must take into account the reality of the disproportionate effect of conflict upon women and children—but should not ignore the plight of men in these areas. Without this holistic response, we not only risk perpetuating enslavement—we risk compounding the horrors of war to those who most need our shelter.

Time will show that our complicity in modern slavery will be measured by our response to its perpetrators. We should all strive to be on the right side of history.





*A Syrian family flees to Turkey when Islamic State attacked their home town Kobane in September 2014. Some 3,500 people, mainly women and children, were being held in slavery in Iraq by Islamic State in January 2016.*

*Photo credit, Ismail Ferdous*



# GLOBAL FINDINGS



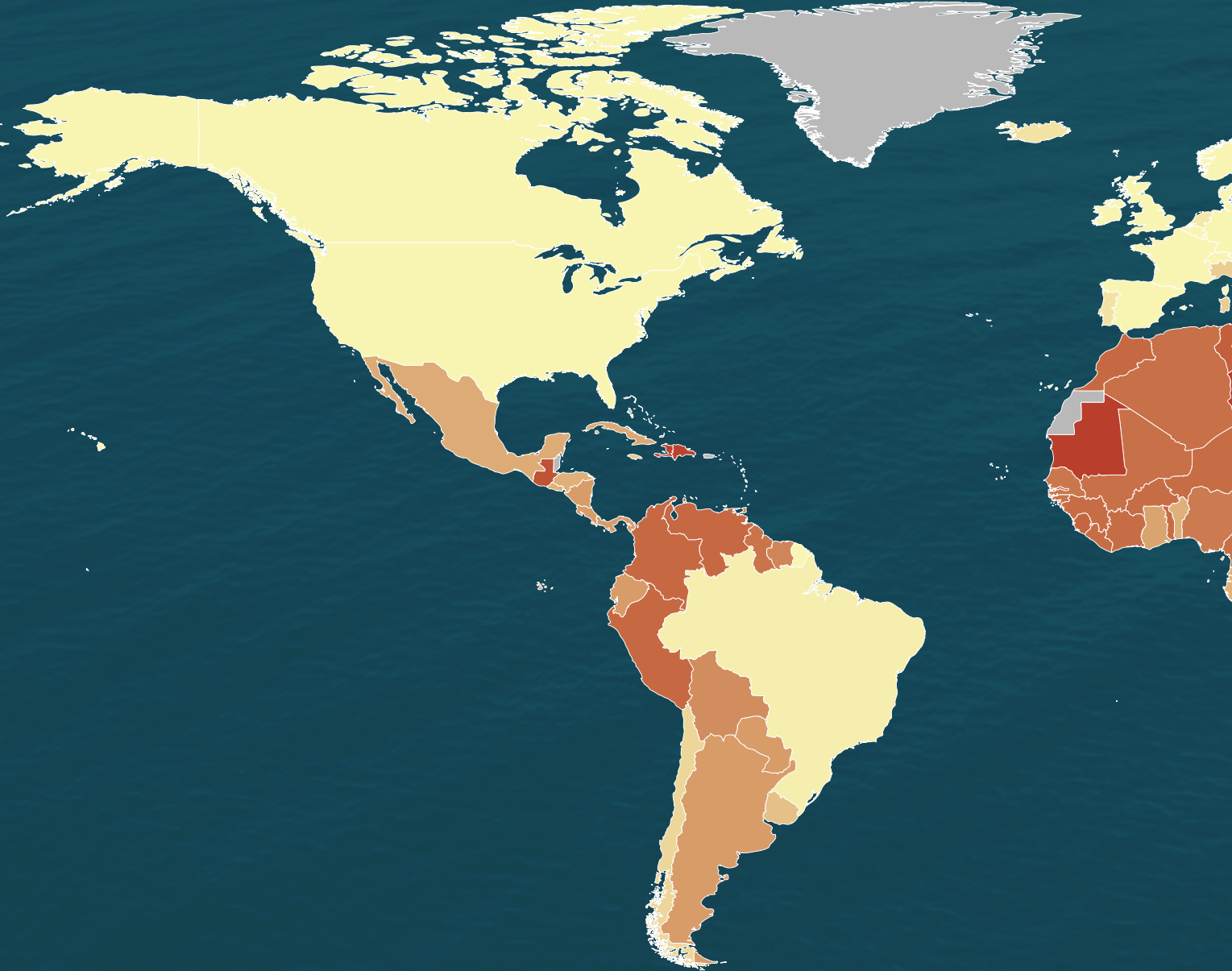
*Mewat, India - March 14, 2014: Rubina, a Paro who was trafficked from Assam when she was only 15. Bride trafficking is common in the interior villages of Haryana. Trafficked brides are locally known as Paro or Molki.*

*Photo credit, Subrata Biswas/ Hindustan Times*

# GLOBAL PREVALENCE SCALE

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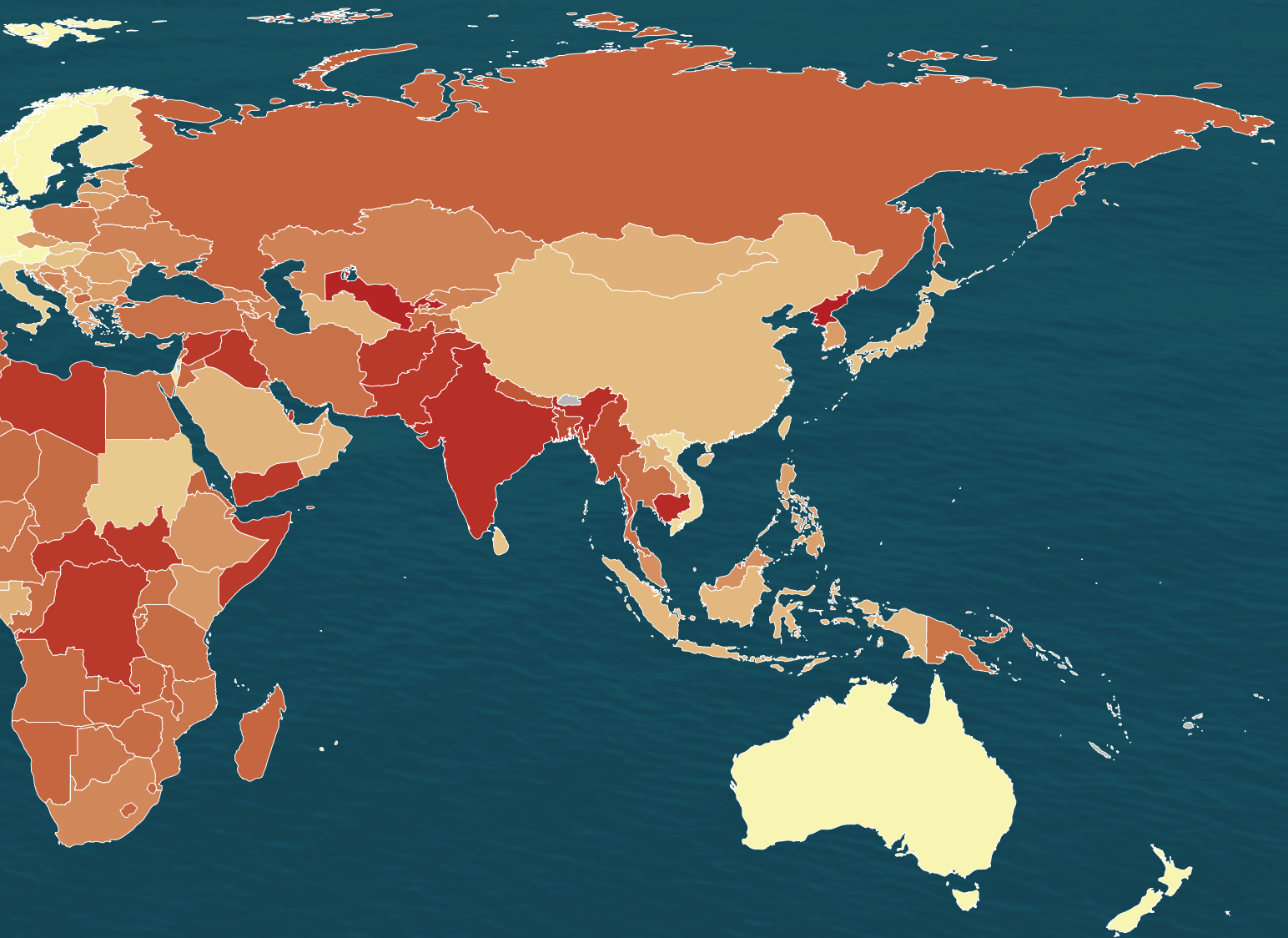
Modern slavery affects every country.



Estimated Prevalence of Modern Slavery  
*Those countries in grey were not included in the Index*







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## PREVALENCE

In the third edition of the Index, an estimated 45.8 million people are subjected to some form of modern slavery.

The Index ranks the 167 most populous countries; their combined populations equalling 99 percent of the total world population. This research incorporates data from standardised nationally representative random sample surveys on modern slavery, including forced marriage, for 25 countries which represent about 44 percent of the world population.

The 2016 estimate is an increase on the estimate provided in the previous edition of the Index. As efforts to measure this hidden crime are relatively new, it is premature to assert that modern slavery has increased in the intervening period. Indeed, the results from our national surveys reveal a mixed picture, with increases in some national estimates and decreases in others. For example, the national survey in **Bangladesh** resulted in an estimate of 1.5 million people in modern slavery, an increase from the previous estimate of 680,900 people. Similarly, the national survey in **Myanmar** led to an increase in the estimate—from 231,600 in 2014 to 500,000 in this edition.

Conversely, estimates in some countries have decreased as a result of surveys. In **Mauritania**, the national survey revealed that 1.06 percent of the population are in some form of modern slavery. This is a substantial decrease from our previous estimate, but a finding which we consider to be closer to the true figure due to the higher level of rigour in random sample surveys. This downward revision of the estimate for Mauritania illustrates an important point—the Index does not aim to dramatise the extent of slavery or to inflate or sensationalise figures. While Mauritania has been the focus of extensive interest and reporting in the past, it has not had the benefit of a national survey until now. The extent of slavery in Mauritania is still high, however more reliable methods indicate that it is not as high as previously thought.

The 2016 Global Slavery Index presents a ranking of 167 countries based on the proportion of the population that is estimated to be in some form of modern slavery. A ranking of one in the Index indicates the highest concentration of modern slavery within the population; a ranking of 52 indicates the lowest concentration of modern slavery. A description of the methodology used to calculate prevalence can be found in Appendix 2 and a more detailed paper is available for download from the Global Slavery Index website ([www.globalslaveryindex.org](http://www.globalslaveryindex.org))

This year, the country with the highest estimated percent of its population in modern slavery is North Korea.

Nearly one in 20 North Koreans are estimated to be in modern slavery. Though information on **North Korea** is difficult to verify, pervasive evidence exists that citizens are subjected to state-imposed forced labour within the country, where the government requires forced, uncompensated labour from workers, school children, and university students; and operates an extensive system of prison labour camps. There are reports that individuals are forced to work long hours in agriculture and the logging, construction, mining, and garment industries with harsh punishments for not meeting quotas.<sup>[9]</sup> Outside the country, the government has exported more than 100,000 nationals to work predominantly in China and Russia on overseas contracts. Although no accurate figures exist, case studies and journalistic accounts point to a significant and regular trade of women into forced marriage and commercial sexual exploitation in China and other neighbouring states.

The information we have presented about North Korea is conservative. This closed society denies free inquiry or expression, and in doing so, prevents meaningful research.



However, it is important that lack of data does not prevent North Korea from being held to account.

As was the case in 2014, **Uzbekistan** has the second highest proportion of people in modern slavery, due to the high level of state-imposed forced labour. Although the Uzbek Government has taken steps to address forced labour in the cotton industry with the introduction of a feedback mechanism and increased monitoring, it continues to subject Uzbek citizens to forced labour in the cotton harvest each year.

**Cambodia** entered the top ten in 2016. A national survey revealed that 1.6 percent of Cambodians are in some form of modern slavery. While existing research details the prevalence of commercial sexual exploitation and forced begging in Cambodia, the national survey confirmed the existence of modern slavery in manufacturing, farming, construction and domestic work.

The country with the fourth highest proportion of modern slavery is **India**. Reflecting data from 15 state-level surveys conducted in 2016, an estimated 18.3 million people are in some form of modern slavery in India. The national and state governments are taking steps to address modern slavery by implementing legislation through Anti Human Trafficking Units, and responding to vulnerability through the provision of safety nets such as education, birth registration and labour inspections. However, survey data suggests that domestic work, construction, farming, fishing, other manual labour, and the sex industry remain sectors of concern.

**Qatar** remains in the top five in the third edition of the Index. With an estimated 1.4 percent of people in modern slavery, its ranking reflects the high number of migrant workers enslaved in the nation. Although steps have been taken to improve legislative protections for migrant workers, domestic workers are excluded and remain extremely vulnerable. With no new data available, and reports of abuses continuing, this estimate remains conservative. The ten countries with the largest estimated absolute numbers of people in modern slavery include some of the world's most populous countries: **India, China, Pakistan, Bangladesh, Uzbekistan, North Korea, Russia, Nigeria, the Democratic Republic of the Congo, and Indonesia**. Collectively, these ten countries account for 68 percent of people living in modern slavery.

The situation in the Middle East, involving protracted, multiple conflicts and the expansion of the so-called Islamic State (IS), has rapidly increased the numbers of internally-displaced people and refugees. In these countries, due to conflict and displacement, our estimates are less reliable. At the same time, the dramatic increase in vulnerability of refugee populations is already being seen to generate enslavement. One facet of this is the open and specific use of enslavement by IS militants as part of their war effort.

**A United Nations report in January 2016 stated that some 3,500 people, mainly women and children, were being held in slavery in Iraq by Islamic State, and noted that other ethnic and religious minority communities were also being targeted.<sup>[10]</sup>**

The destruction of the rule of law that comes with war, as well as the ruin of infrastructure, schools, health care and whole cities in this regional conflict, increasing levels of violence, and the very large numbers of refugees fleeing Iraq, Syria and neighbouring countries, suggest that this region will see an increase in slavery in the future.

The lowest prevalence of modern slavery continues to be found in countries in Western Europe, the United States and Canada, and Australia and New Zealand. Estimates for these countries have also increased with the introduction of a new statistical technique,<sup>[11]</sup> Multiple Systems Estimation (MSE), that allows more precise measurement when random sample surveys are not effective. The United Kingdom and the Netherlands were the first countries to use this technique.

*Uzbekistan is the world's sixth largest producer of cotton. During the annual cotton harvest, citizens are subjected to state-sanctioned forced labour. Monitoring by international organisations has meant the government has begun to take steps to improve the situation, however, reports from the 2015 harvest estimate that over one million people were forced to work.*

*Photo credit, Simon Buxton/Anti-Slavery International*



TABLE 1 - ESTIMATED PROPORTION OF POPULATION IN MODERN SLAVERY BY COUNTRY

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	North Korea	4.373	1,100,000	25,155,000
2	Uzbekistan	3.973	1,236,600	31,125,000
3	Cambodia*	1.648	256,800	15,578,000
4	India*	1.403	18,354,700	1,311,051,000
5	Qatar	1.356	30,300	2,235,000
6	Pakistan*	1.130	2,134,900	188,925,000
6	Democratic Republic of the Congo	1.130	873,100	77,267,000
6	Sudan	1.130	454,700	40,235,000
6	Iraq	1.130	403,800	35,730,000
6	Afghanistan	1.130	367,600	32,527,000
6	Yemen	1.130	303,200	26,832,000
6	Syria	1.130	257,300	22,769,000
6	South Sudan	1.130	139,400	12,340,000
6	Somalia	1.130	121,900	10,787,000
6	Libya	1.130	70,900	6,278,000
6	Central African Republic	1.130	55,400	4,900,000
7	Mauritania*	1.058	43,000	4,068,000
8	Haiti	0.995	106,600	10,711,000
8	Dominican Republic*	0.995	104,800	10,528,000
9	Myanmar*	0.956	515,100	53,897,000
10	Bangladesh*	0.951	1,531,300	160,996,000
11	Gambia	0.878	17,500	1,991,000
12	Guatemala*	0.845	138,100	16,343,000
13	Nepal*	0.823	234,600	28,514,000
14	Brunei	0.805	3,400	423,000
15	Tunisia*	0.766	85,000	11,102,000
16	Russia*	0.732	1,048,500	143,335,000
17	Madagascar	0.674	163,400	24,235,000
17	Malawi	0.674	116,100	17,215,000
17	Zambia	0.674	109,300	16,212,000
17	Sierra Leone	0.674	43,500	6,453,000
17	Eritrea	0.674	35,300	5,228,000
17	Namibia	0.674	16,600	2,459,000
17	Lesotho	0.674	14,400	2,135,000
17	Swaziland	0.674	8,700	1,287,000
18	Colombia	0.639	308,200	48,229,000
18	Morocco	0.639	219,700	34,378,000
18	Peru	0.639	200,500	31,377,000
18	Venezuela	0.639	198,800	31,108,000
18	Jordan	0.639	42,900	6,718,000
18	Macedonia	0.639	13,300	2,078,000
19	Tanzania	0.638	341,400	53,470,000
19	Angola	0.638	159,700	25,022,000
19	Ivory Coast	0.638	144,900	22,702,000
19	Niger	0.638	127,000	19,899,000

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
19	Burkina Faso	0.638	115,600	18,106,000
19	Zimbabwe	0.638	99,600	15,603,000
19	Chad	0.638	89,600	14,037,000
19	Guinea	0.638	80,500	12,609,000
19	Rwanda	0.638	74,100	11,610,000
19	Burundi	0.638	71,400	11,179,000
19	Tajikistan	0.638	54,100	8,482,000
19	Togo	0.638	46,600	7,305,000
19	Republic of the Congo	0.638	29,500	4,620,000
19	Liberia	0.638	28,700	4,503,000
20	Egypt	0.626	572,900	91,508,000
20	Iran	0.626	495,300	79,109,000
20	Turkey	0.626	480,300	76,721,000
20	Thailand	0.626	425,500	67,959,000
20	Algeria	0.626	248,300	39,667,000
20	Uganda	0.626	244,400	39,032,000
20	Cameroon	0.626	146,100	23,344,000
20	Mali	0.626	110,200	17,600,000
20	Lebanon	0.626	28,700	4,591,000
21	Papua New Guinea	0.620	47,200	7,619,000
21	Guinea-Bissau	0.620	11,400	1,844,000
21	Guyana	0.620	4,800	767,000
22	Mozambique	0.520	145,600	27,978,000
22	Senegal	0.520	78,700	15,129,000
22	Botswana	0.520	11,800	2,262,000
22	Djibouti	0.520	4,600	888,000
23	Nigeria*	0.481	875,500	182,202,000
24	Poland*	0.476	181,100	38,025,000
25	Ukraine	0.467	210,400	45,064,000
25	Kazakhstan	0.467	81,600	17,488,000
25	Azerbaijan	0.467	45,000	9,635,000
25	Belarus	0.467	44,600	9,550,000
25	Kyrgyzstan	0.467	27,700	5,934,000
25	Georgia	0.467	20,900	4,487,000
25	Kuwait	0.467	18,200	3,892,000
25	Bosnia and Herzegovina	0.467	17,800	3,810,000
25	Armenia	0.467	14,100	3,018,000
25	Bahrain	0.467	6,400	1,377,000
26	Suriname	0.453	2,500	543,000
26	Cape Verde	0.453	2,400	521,000
27	South Africa*	0.453	248,700	54,954,000
27	Trinidad and Tobago	0.453	6,200	1,360,000
28	Bolivia*	0.437	46,900	10,725,000
29	Malaysia	0.425	128,800	30,331,000
30	Ethiopia*	0.414	411,600	99,391,000

TABLE 1 - ESTIMATED PROPORTION OF POPULATION IN MODERN SLAVERY BY COUNTRY

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
31	Kenya	0.410	188,800	46,050,000
32	South Korea	0.404	204,900	50,672,000
32	Argentina	0.404	175,500	43,417,000
32	Romania	0.404	80,200	19,849,000
32	Ecuador	0.404	65,300	16,144,000
32	Greece	0.404	44,200	10,942,000
32	Czech Republic	0.404	42,600	10,549,000
32	United Arab Emirates	0.404	37,000	9,157,000
32	Hong Kong, SAR China	0.404	29,500	7,287,000
32	Bulgaria	0.404	29,000	7,176,000
32	Serbia	0.404	28,700	7,087,000
32	Paraguay	0.404	26,800	6,639,000
32	Nicaragua	0.404	24,600	6,082,000
32	Costa Rica	0.404	19,400	4,808,000
32	Croatia	0.404	17,100	4,225,000
32	Panama	0.404	15,900	3,929,000
32	Lithuania	0.404	11,800	2,920,000
32	Latvia	0.404	8,000	1,979,000
32	Estonia	0.404	5,300	1,310,000
32	Cyprus	0.404	4,700	1,165,000
32	Montenegro	0.404	2,500	622,000
33	Philippines*	0.398	401,000	100,699,000
34	Ghana*	0.377	103,300	27,410,000
35	Cuba	0.332	37,800	11,390,000
36	Mexico*	0.297	376,800	127,017,000
37	Benin	0.295	32,100	10,880,000
37	Honduras	0.295	23,800	8,075,000
37	Laos	0.295	20,000	6,802,000
37	El Salvador	0.295	18,100	6,127,000
37	Turkmenistan	0.295	15,800	5,374,000
37	Oman	0.295	13,200	4,491,000
37	Moldova	0.295	10,400	3,538,000
37	Mongolia	0.295	8,700	2,959,000
37	Albania	0.295	8,600	2,906,000
37	Kosovo	0.295	5,400	1,845,000
37	Gabon	0.295	5,100	1,725,000
37	Equatorial Guinea	0.295	2,500	845,000
38	Saudi Arabia	0.292	92,100	31,540,000
39	Indonesia*	0.286	736,100	257,564,000
39	Timor-Leste	0.286	3,500	1,235,000
40	China	0.247	3,388,400	1,371,738,000
41	Japan	0.228	290,200	127,046,000
41	Taiwan	0.228	53,600	23,476,640
41	Hungary*	0.228	22,500	9,836,000
41	Slovakia	0.228	12,400	5,426,000

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
41	Uruguay	0.228	7,800	3,432,000
41	Slovenia	0.228	4,700	2,066,000
42	Sri Lanka*	0.221	45,900	20,781,000
43	Jamaica	0.212	5,800	2,734,000
43	Barbados	0.212	600	284,000
44	Italy	0.211	129,600	61,373,000
45	Singapore	0.165	9,200	5,563,000
45	Mauritius	0.165	2,100	1,265,000
46	Chile*	0.154	27,700	17,948,000
47	Vietnam*	0.152	139,300	91,519,000
48	Israel	0.140	11,600	8,343,000
49	Portugal	0.123	12,800	10,384,000
49	Finland	0.123	6,700	5,485,000
49	Iceland	0.123	400	331,000
50	Netherlands*	0.104	17,500	16,896,000
51	Brazil*	0.078	161,100	207,848,000
52	United States	0.018	57,700	320,821,000
52	Germany	0.018	14,500	80,738,000
52	France	0.018	12,000	66,389,000
52	United Kingdom*	0.018	11,700	64,856,000
52	Spain	0.018	8,400	46,513,000
52	Canada	0.018	6,500	35,871,000
52	Australia	0.018	4,300	23,772,000
52	Belgium	0.018	2,000	11,268,000
52	Sweden	0.018	1,800	9,754,000
52	Austria	0.018	1,500	8,566,000
52	Switzerland	0.018	1,500	8,267,000
52	Denmark	0.018	1,000	5,660,000
52	Norway	0.018	900	5,188,000
52	Ireland	0.018	800	4,659,000
52	New Zealand	0.018	800	4,552,000
52	Luxembourg	0.018	100	562,000

\* Indicates nationally-representative Gallup survey data or data from Multiple Systems Estimation (MSE) was available for this country. For surveys, this includes Bangladesh, Bolivia, Brazil, Cambodia, Chile, Dominican Republic, Ethiopia, Ghana, Guatemala, India, Indonesia, Hungary, Mexico, Myanmar, Mauritania, Nepal, Nigeria, Pakistan, Philippines, Poland, Russia, South Africa, Sri Lanka, Tunisia, and Vietnam. For MSE, this included the Netherlands and United Kingdom.

TABLE 2 - ABSOLUTE NUMBER OF PEOPLE IN MODERN SLAVERY BY COUNTRY

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery
1	India*	1.403	18,354,700	45	Ivory Coast	0.638	144,900
2	China	0.247	3,388,400	46	South Sudan	1.130	139,400
3	Pakistan*	1.130	2,134,900	47	Vietnam*	0.152	139,300
4	Bangladesh*	0.951	1,531,300	48	Guatemala*	0.845	138,100
5	Uzbekistan	3.973	1,236,600	49	Italy	0.211	129,600
6	North Korea	4.373	1,100,000	50	Malaysia	0.425	128,800
7	Russia*	0.732	1,048,500	51	Niger	0.638	127,000
8	Nigeria*	0.481	875,500	52	Somalia	1.130	121,900
9	Democratic Republic of the Congo	1.130	873,100	53	Malawi	0.674	116,100
10	Indonesia*	0.286	736,100	54	Burkina Faso	0.638	115,600
11	Egypt	0.626	572,900	55	Mali	0.626	110,200
12	Myanmar*	0.956	515,100	56	Zambia	0.674	109,300
13	Iran	0.626	495,300	57	Haiti	0.995	106,600
14	Turkey	0.626	480,300	58	Dominican Republic*	0.995	104,800
15	Sudan	1.130	454,700	59	Ghana*	0.377	103,300
16	Thailand	0.626	425,500	60	Zimbabwe	0.638	99,600
17	Ethiopia*	0.414	411,600	61	Saudi Arabia	0.292	92,100
18	Iraq	1.130	403,800	62	Chad	0.638	89,600
19	Philippines*	0.398	401,000	63	Tunisia*	0.766	85,000
20	Mexico*	0.297	376,800	64	Kazakhstan	0.467	81,600
21	Afghanistan	1.130	367,600	65	Guinea	0.638	80,500
22	Tanzania	0.638	341,400	66	Romania	0.404	80,200
23	Colombia	0.639	308,200	67	Senegal	0.520	78,700
24	Yemen	1.130	303,200	68	Rwanda	0.638	74,100
25	Japan	0.228	290,200	69	Burundi	0.638	71,400
26	Syria	1.130	257,300	70	Libya	1.130	70,900
27	Cambodia*	1.648	256,800	71	Ecuador	0.404	65,300
28	South Africa*	0.453	248,700	72	United States	0.018	57,700
29	Algeria	0.626	248,300	73	Central African Republic	1.130	55,400
30	Uganda	0.626	244,400	74	Tajikistan	0.638	54,100
31	Nepal*	0.823	234,600	75	Taiwan	0.228	53,600
32	Morocco	0.639	219,700	76	Papua New Guinea	0.620	47,200
33	Ukraine	0.467	210,400	77	Bolivia*	0.437	46,900
34	South Korea	0.404	204,900	78	Togo	0.638	46,600
35	Peru	0.639	200,500	79	Sri Lanka*	0.221	45,900
36	Venezuela	0.639	198,800	80	Azerbaijan	0.467	45,000
37	Kenya	0.410	188,800	81	Belarus	0.467	44,600
38	Poland*	0.476	181,100	82	Greece	0.404	44,200
39	Argentina	0.404	175,500	83	Sierra Leone	0.674	43,500
40	Madagascar	0.674	163,400	84	Mauritania*	1.058	43,000
41	Brazil*	0.078	161,100	85	Jordan	0.639	42,900
42	Angola	0.638	159,700	86	Czech Republic	0.404	42,600
43	Cameroon	0.626	146,100	87	Cuba	0.332	37,800
44	Mozambique	0.520	145,600				



Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery
88	United Arab Emirates	0.404	37,000	130	Singapore	0.165	9,200
89	Eritrea	0.674	35,300	131	Mongolia	0.295	8,700
90	Benin	0.295	32,100	132	Swaziland	0.674	8,700
91	Qatar	1.356	30,300	133	Albania	0.295	8,600
92	Republic of the Congo	0.638	29,500	134	Spain	0.018	8,400
93	Hong Kong, SAR China	0.404	29,500	135	Latvia	0.404	8,000
94	Bulgaria	0.404	29,000	136	Uruguay	0.228	7,800
95	Liberia	0.638	28,700	137	Finland	0.123	6,700
96	Lebanon	0.626	28,700	138	Canada	0.018	6,500
97	Serbia	0.404	28,700	139	Bahrain	0.467	6,400
98	Chile*	0.154	27,700	140	Trinidad and Tobago	0.453	6,200
99	Kyrgyzstan	0.467	27,700	141	Jamaica	0.212	5,800
100	Israel	0.140	11,600	142	Kosovo	0.295	5,400
101	Paraguay	0.404	26,800	143	Estonia	0.404	5,300
102	Nicaragua	0.404	24,600	144	Gabon	0.295	5,100
103	Honduras	0.295	23,800	145	Guyana	0.620	4,800
104	Hungary*	0.228	22,500	146	Slovenia	0.228	4,700
105	Georgia	0.467	20,900	147	Cyprus	0.404	4,700
106	Laos	0.295	20,000	148	Djibouti	0.520	4,600
107	Costa Rica	0.404	19,400	149	Australia	0.018	4,300
108	Kuwait	0.467	18,200	150	Timor-Leste	0.286	3,500
109	El Salvador	0.295	18,100	151	Brunei	0.805	3,400
110	Bosnia and Herzegovina	0.467	17,800	152	Montenegro	0.404	2,500
111	Netherlands*	0.104	17,500	153	Equatorial Guinea	0.295	2,500
112	Gambia	0.878	17,500	154	Suriname	0.453	2,500
113	Croatia	0.404	17,100	155	Cape Verde	0.453	2,400
114	Namibia	0.674	16,600	156	Mauritius	0.165	2,100
115	Panama	0.404	15,900	157	Belgium	0.018	2,000
116	Turkmenistan	0.295	15,800	158	Sweden	0.018	1,800
117	Germany	0.018	14,500	159	Austria	0.018	1,500
118	Lesotho	0.674	14,400	160	Switzerland	0.018	1,500
119	Armenia	0.467	14,100	161	Denmark	0.018	1,000
120	Macedonia	0.639	13,300	162	Norway	0.018	900
121	Oman	0.295	13,200	163	Ireland	0.018	800
122	Portugal	0.123	12,800	164	New Zealand	0.018	800
123	Slovakia	0.228	12,400	165	Barbados	0.212	600
124	France	0.018	12,000	166	Iceland	0.123	400
125	Lithuania	0.404	11,800	167	Luxembourg	0.018	100
126	Botswana	0.520	11,800				
127	United Kingdom*	0.018	11,700				
128	Guinea-Bissau	0.620	11,400				
129	Moldova	0.295	10,400				

\* Indicates nationally-representative Gallup survey data or data from Multiple Systems Estimation was available for this country.

## VULNERABILITY

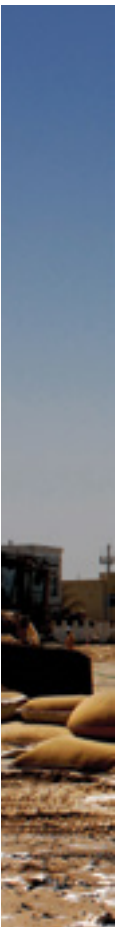
Vulnerability to modern slavery is affected by a complex interaction of factors related to the presence or absence of protection and respect for rights, physical safety and security, access to the necessities of life such as food, water and health care, and patterns of migration, displacement and conflict.

Statistical testing grouped 24 measures of vulnerability into four dimensions covering: 1) civil and political protections, 2) social health and economic rights, 3) personal security, and 4) refugee populations and conflict. See Appendix 2 for further information about the methodology, including data sources.

### *Dimensions and variables in vulnerability model*

<i>DIMENSION 1 Civil and political protections</i>	<i>DIMENSION 2 Social health and economic rights</i>	<i>DIMENSION 3 Personal security</i>	<i>DIMENSION 4 Refugee populations and conflict</i>
Confidence in judicial system	Financial inclusion: borrowed any money	Financial inclusion: availability of emergency funds	Impact of terrorism
Political instability	Financial inclusion: received wages	Violent crime	Internal conflict
Weapons access	Cell phone subscriptions	Women's physical security	Refugees resident
Discrimination: sexuality	Social safety net	GINI coefficient*	
Displaced persons	Undernourishment	Discrimination: intellectual disability	
The Index 2016 Government Response	Tuberculosis	Discrimination: immigrants	
Political rights measure	Water improved access	Discrimination: minorities	

\* *GINI coefficient is a measure of income inequality*





*United Arab Emirates (UAE), Dubai. Migrant labourers working on extending the Dubai beach, close to the Burj Al Arab Hotel (right). The employers keep their employees' passports when they arrive and pay their workers around US\$167 a month.*

*Photo credit, Xavier Cervera*

TABLE 3 - MEASURES OF VULNERABILITY TO MODERN SLAVERY BY COUNTRY

A higher score indicates a higher level of vulnerability

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Afghanistan	83.00	47.39	53.31	84.55	67.06
Albania	52.88	29.58	42.36	18.25	35.77
Algeria	51.03	28.10	47.02	51.46	44.40
Angola	56.32	49.54	45.95	25.02	44.21
Argentina	35.63	18.50	34.04	25.36	28.38
Armenia	53.66	27.38	42.63	24.90	37.14
Australia	15.14	19.85	17.45	35.49	21.98
Austria	21.47	18.14	14.05	33.14	21.70
Azerbaijan	68.90	28.23	28.17	23.05	37.09
Bahrain	54.41	33.14	41.45	31.26	40.07
Bangladesh	46.78	46.04	33.63	50.02	44.12
Barbados	39.70	15.41	67.00	1.00	30.78
Belarus	58.41	20.48	35.88	23.80	34.64
Belgium	25.42	19.83	24.03	31.28	25.14
Benin	46.95	36.52	39.70	14.90	34.52
Bolivia	49.71	32.08	38.69	16.57	34.26
Bosnia and Herzegovina	58.88	25.21	32.99	26.43	35.88
Botswana	37.25	42.82	46.38	19.21	36.42
Brazil	37.98	20.46	45.88	30.74	33.77
Brunei*	60.78	30.99	99.99	63.93	63.93
Bulgaria	40.41	20.54	33.79	30.50	31.31
Burkina Faso	59.55	40.77	40.73	25.98	41.76
Burundi	64.08	52.22	51.40	37.17	51.22
Cambodia	53.68	42.96	57.40	12.00	41.51
Cameroon	61.31	43.37	47.95	52.51	51.29
Canada	17.59	23.64	15.48	36.11	23.21
Cape Verde*	33.33	20.30	55.40	36.34	36.34
Central African Republic	83.67	48.67	85.43	62.21	70.00
Chad	70.47	49.96	47.98	40.94	52.34
Chile	31.23	19.73	34.26	31.37	29.15
China	55.12	26.90	43.84	52.78	44.66
Colombia	51.72	26.54	46.78	43.49	42.13
Costa Rica	36.35	24.40	33.82	23.97	29.64
Croatia	36.51	25.29	36.88	16.54	28.80
Cuba	53.60	26.60	34.00	13.99	32.05
Cyprus	27.60	23.25	28.95	30.90	27.67
Czech Republic	27.22	19.38	31.55	27.78	26.48
Democratic Republic of the Congo	78.42	56.33	56.72	82.43	68.48
Denmark	15.68	18.53	11.06	23.92	17.30
Djibouti	49.13	43.61	55.25	32.42	45.10
Dominican Republic	47.97	33.84	46.38	24.33	38.13
Ecuador	43.69	29.23	37.74	29.98	35.16
Egypt	51.25	27.90	62.96	54.85	49.24
El Salvador	49.88	29.58	53.68	8.78	35.48
Equatorial Guinea	56.66	40.62	46.38	1.00	36.16

<i>Country</i>	<i>Civil &amp; political protections</i>	<i>Social, health, &amp; economic rights</i>	<i>Personal security</i>	<i>Refugees &amp; conflict</i>	<i>Mean</i>
Eritrea	59.44	51.05	62.88	24.82	49.55
Estonia	35.94	16.87	39.31	11.14	25.81
Ethiopia	59.75	54.68	34.16	59.77	52.09
Finland	22.07	19.69	19.08	22.66	20.87
France	26.13	20.27	18.01	44.77	27.30
Gabon	51.58	31.51	42.38	16.97	35.61
Gambia	59.30	29.27	74.18	22.63	46.35
Georgia	51.00	28.43	35.95	24.42	34.95
Germany	23.61	19.97	20.81	40.76	26.29
Ghana	51.89	38.42	47.45	28.26	41.51
Greece	37.64	22.74	38.10	38.77	34.31
Guatemala	48.75	34.25	57.12	20.33	40.11
Guinea	66.89	41.58	52.68	28.67	47.45
Guinea-Bissau	62.08	40.50	70.25	22.47	48.82
Guyana	39.35	25.57	83.50	5.81	38.56
Haiti	57.68	56.20	58.13	2.60	43.65
Honduras	53.76	34.82	60.12	16.38	41.27
Hong Kong, SAR China	42.28	17.55	21.44	35.65	29.23
Hungary	23.66	20.69	35.56	23.30	25.80
Iceland	24.88	12.22	20.43	15.03	18.14
India	37.07	36.68	43.88	87.78	51.35
Indonesia	39.15	43.35	50.38	36.01	42.22
Iran	70.71	32.99	48.60	51.44	50.94
Iraq	71.22	44.91	58.04	81.13	63.83
Ireland	19.07	22.62	20.21	33.13	23.76
Israel	33.66	23.67	38.28	51.85	36.87
Italy	36.39	21.50	33.62	38.56	32.52
Ivory Coast	62.07	38.72	46.22	33.45	45.11
Jamaica	43.21	30.91	46.13	8.68	32.24
Japan	25.23	19.09	22.16	19.13	21.40
Jordan	48.39	27.97	54.16	37.73	42.06
Kazakhstan	59.05	22.08	28.19	22.12	32.86
Kenya	54.53	52.84	46.75	72.28	56.60
Kosovo	55.11	39.25	42.13	15.94	38.11
Kuwait	59.29	27.97	41.30	15.89	36.11
Kyrgyzstan	54.16	28.33	36.37	21.88	35.18
Laos	56.64	34.01	53.98	1.19	36.45
Latvia	41.95	20.25	33.22	12.95	27.09
Lebanon	55.39	29.32	50.98	58.00	48.42
Lesotho	40.33	52.26	68.23	9.58	42.60
Liberia	57.93	44.62	44.45	29.43	44.11
Libya	77.85	22.99	81.44	53.21	58.87
Lithuania	35.09	20.58	34.10	16.94	26.68
Luxembourg	22.99	18.64	9.76	49.43	25.20
Macedonia	49.81	24.38	44.06	24.11	35.59

TABLE 3 - MEASURES OF VULNERABILITY TO MODERN SLAVERY BY COUNTRY

A higher score indicates a higher level of vulnerability

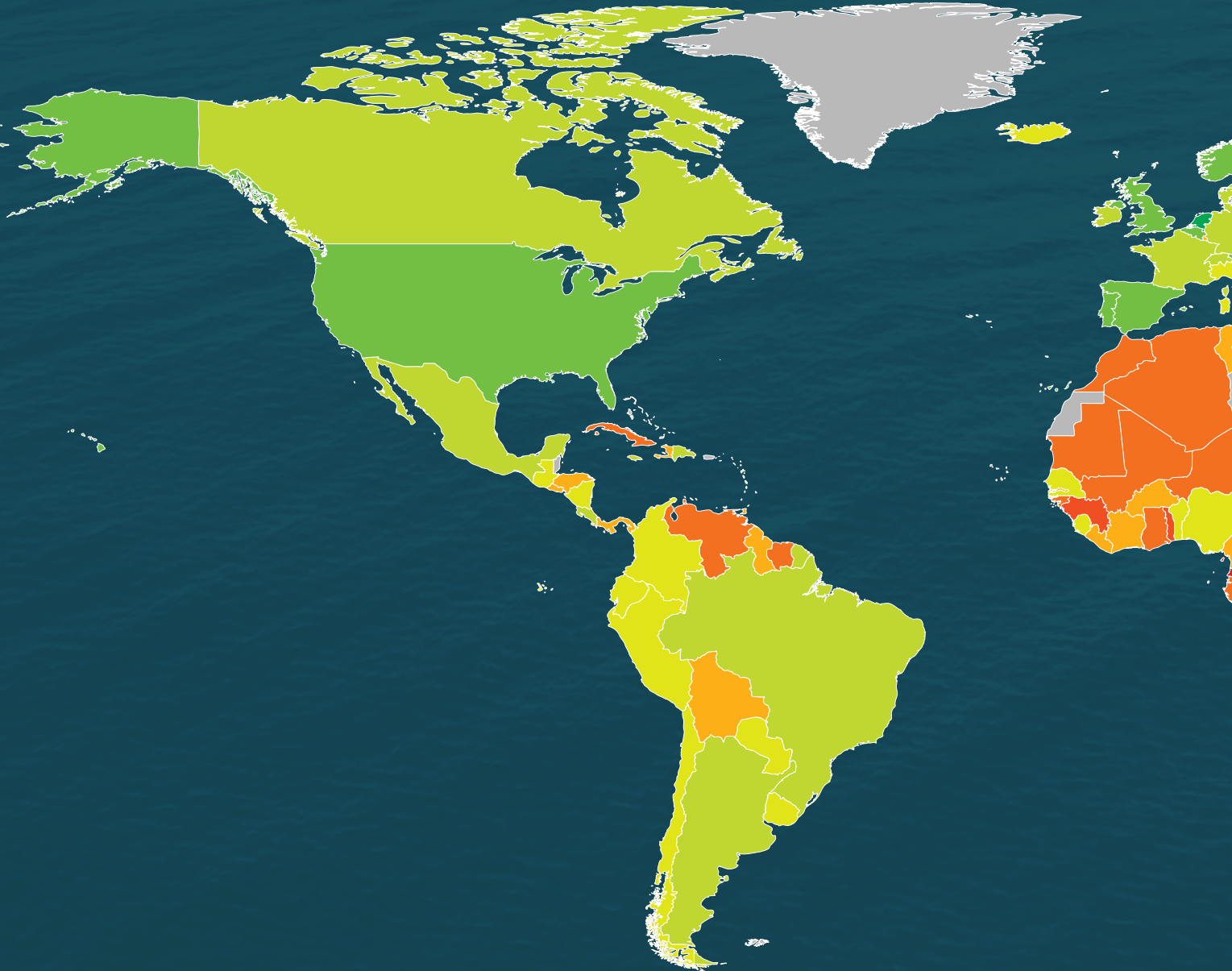
Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Madagascar	50.37	50.87	52.86	15.99	42.52
Malawi	54.63	56.74	47.78	21.06	45.05
Malaysia	34.90	32.43	46.39	40.33	38.51
Mali	64.04	34.08	31.69	57.41	46.80
Mauritania	65.96	40.54	49.85	30.74	46.77
Mauritius	29.24	24.49	26.58	1.00	20.33
Mexico	43.03	30.36	52.84	61.85	47.02
Moldova	47.52	28.20	38.04	14.41	32.04
Mongolia	39.22	36.74	40.87	3.54	30.09
Montenegro	41.68	22.15	38.08	23.45	31.34
Morocco	55.83	18.58	56.08	22.18	38.17
Mozambique	39.91	48.46	54.40	35.86	44.65
Myanmar	57.81	50.11	50.53	66.99	56.36
Namibia	39.00	43.68	51.42	18.27	38.09
Nepal	42.30	43.22	34.74	41.21	40.37
Netherlands	17.60	17.86	21.64	28.58	21.42
New Zealand	13.31	22.24	16.09	21.51	18.29
Nicaragua	43.53	31.92	39.79	23.67	34.73
Niger	57.70	48.17	42.13	40.38	47.10
Nigeria	60.94	47.84	59.76	80.84	62.34
North Korea	71.20	48.27	62.88	1.00	45.84
Norway	17.88	19.90	14.85	34.90	21.88
Oman	57.65	21.03	62.88	12.60	38.54
Pakistan	58.40	41.98	52.70	96.79	62.47
Panama	37.46	29.14	46.18	23.55	34.08
Papua New Guinea	50.12	62.85	99.99	23.10	59.02
Paraguay	46.02	21.22	38.92	26.14	33.07
Peru	43.85	31.98	44.81	30.33	37.74
Philippines	44.76	39.62	52.34	53.95	47.67
Poland	34.76	19.50	29.07	23.33	26.66
Portugal	21.50	22.62	16.06	16.89	19.27
Qatar	48.79	15.26	50.50	12.30	31.71
Republic of the Congo	65.17	44.69	52.43	28.94	47.81
Romania	39.26	25.86	31.83	18.74	28.92
Russia	57.21	18.47	40.66	57.47	43.45
Rwanda	55.44	47.65	46.23	42.00	47.83
Saudi Arabia	64.94	30.92	37.20	28.84	40.47
Senegal	44.97	42.31	36.96	35.48	39.93
Serbia	47.80	21.75	30.24	27.05	31.71
Sierra Leone	50.57	53.29	41.72	17.70	40.82
Singapore	29.85	22.11	20.58	1.00	18.39
Slovakia	32.47	20.94	31.60	16.42	25.36
Slovenia	21.82	22.08	28.50	13.72	21.53
Somalia	73.03	64.82	55.97	74.46	67.07
South Africa	40.27	43.06	58.30	41.84	45.87

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
South Korea	38.20	34.64	28.98	17.32	29.78
South Sudan	74.73	50.70	60.80	76.15	65.59
Spain	25.14	23.19	18.65	29.67	24.16
Sri Lanka	47.01	35.12	31.82	31.08	36.26
Sudan	80.64	54.12	46.18	85.04	66.49
Suriname*	36.66	12.35	67.00	38.67	38.67
Swaziland	57.69	53.88	67.33	15.39	48.57
Sweden	21.39	19.70	10.84	38.60	22.63
Switzerland	16.93	16.60	13.69	30.98	19.55
Syria	95.67	35.93	60.97	72.98	66.39
Taiwan	34.91	33.38	22.34	1.76	23.10
Tajikistan	62.85	37.62	41.68	27.53	42.42
Tanzania	51.66	54.67	47.66	40.46	48.61
Thailand	49.23	28.62	48.97	63.33	47.54
Timor-Leste	38.88	48.07	68.55	1.00	39.13
Togo	64.78	39.82	47.78	24.09	44.12
Trinidad and Tobago	35.88	14.40	67.00	16.26	33.38
Tunisia	40.01	25.97	42.84	28.91	34.43
Turkey	45.47	29.38	44.11	57.55	44.13
Turkmenistan	68.14	28.65	43.34	9.22	37.34
Uganda	54.89	52.18	39.45	48.73	48.81
Ukraine	61.97	21.39	35.80	43.41	40.64
United Arab Emirates	41.71	22.64	30.75	18.36	28.37
United Kingdom	18.45	20.37	21.83	46.50	26.79
United States	20.42	23.51	20.96	45.10	27.50
Uruguay	26.65	20.69	28.36	13.89	22.40
Uzbekistan	74.62	28.35	32.09	12.14	36.80
Venezuela	58.82	27.75	55.42	35.94	44.48
Vietnam	51.19	29.94	35.22	1.00	29.34
Yemen	75.01	51.30	54.67	62.28	60.81
Zambia	45.10	58.76	50.03	24.46	44.59
Zimbabwe	60.28	52.25	48.92	26.78	47.06

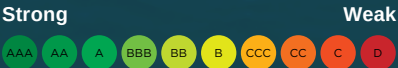
\*Note high presence of missing data for these countries. These results should be interpreted with caution. These countries have less than 50 percent of data available on Personal security (Dimension 3) and Refugees & conflict (Dimension 4).

# GLOBAL GOVERNMENT RESPONSES

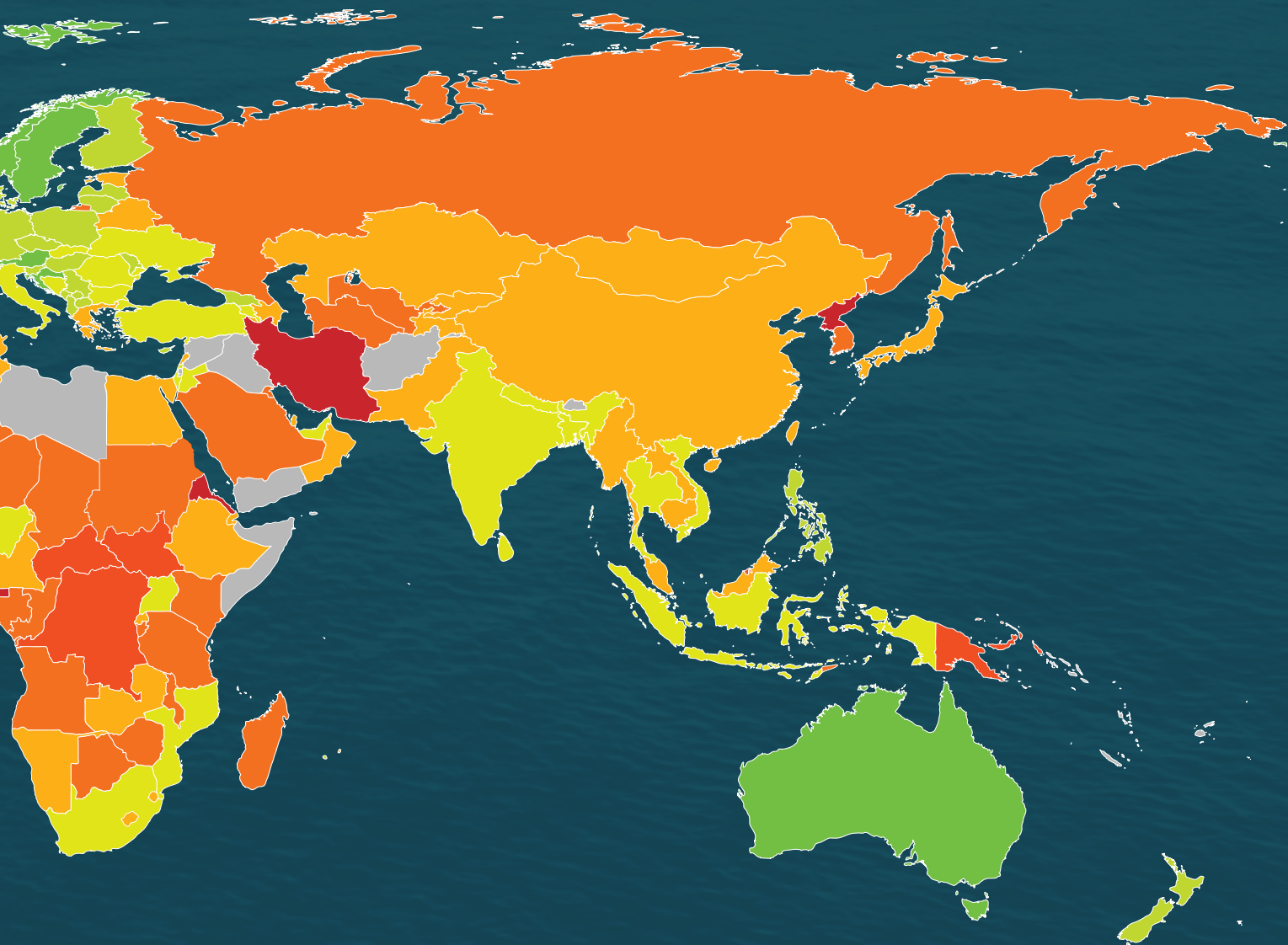
Modern slavery is in every country. Government responses vary country to country.



Government Responses to Modern Slavery  
Those countries in grey were not included in the Index or have no data.







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## GOVERNMENT RESPONSES

In 2016, 161 countries are included in our assessment of government responses. Due to the ongoing conflict and extreme disruption to government function, we have not included ratings for Afghanistan, Iraq, Libya, Somalia, Syria and Yemen.<sup>[12]</sup> Of these 161 countries, 124 have criminalised human trafficking in line with the UN Trafficking Protocol and 96 have developed National Action Plans (NAPs) to coordinate the government's response. A total of 150 governments provide some form of services for victims; however, this ranges from provision of general services for all victims of violence to fully-specialised services for men, women and children who have experienced modern slavery.

**The governments which are taking the most action to respond to modern slavery are: the Netherlands, the United States of America, the United Kingdom, Sweden, Australia, Portugal, Croatia, Spain, Belgium and Norway.**

These countries are characterised by strong political will, sufficient resources, and a strong civil society that holds governments to account.

Since the 2014 Index, the UK and USA have strengthened legislation to respond to modern slavery. The UK Government has enacted the *Modern Slavery Act*, which makes provisions for slavery, servitude, forced or compulsory labour, and human trafficking as well as providing protection for victims. Since its enactment, an Independent Anti-Slavery Commissioner has been established to monitor the UK Government response, and arrests for holding individuals in 'slavery or servitude' have been made in Leicestershire,<sup>[13]</sup> Greater Manchester<sup>[14]</sup> and Cumbria.<sup>[15]</sup>

This year, the UK has also joined the list of governments that are implementing measures to hold businesses to account. Commercial organisations in the UK are now required to prepare a slavery and human trafficking statement each financial year. Despite these positive steps, the number of governments engaging with businesses and investigating public procurement remains small with only four (the UK, Brazil, the USA, and to a more limited extent, Australia) taking action.

More recently, in the USA, President Barack Obama closed a loophole in legislation which had previously made it impossible to enforce laws against the importation of goods made with forced labour or by children.<sup>[16]</sup> Previously, if these goods met 'consumptive demand', they could still be imported. As a result of these much-needed changes, in April 2016, US border agents seized shipments they suspected were made with forced labour; the first time this has occurred since 2001.<sup>[17]</sup>

It is not just governments at the top of the table that are taking positive action to respond to modern slavery. As with the 2014 findings, when correlated against GDP(PPP), some countries stand out as taking relatively strong action when compared with those that have stronger economies.

**Countries including Croatia, the Philippines, Montenegro, Brazil, Macedonia, Georgia, Moldova, Albania, Jamaica and Serbia are taking positive steps to respond to this issue relative to their wealth.**

In 2015, the Philippines was lead advocate for the ASEAN Convention on Trafficking in Persons, a legally binding instrument. The Philippines is expected to ratify this Convention after elections in 2016.

Legislation has also been enacted and strengthened in Mauritania, where amendments in 2015 to anti-slavery legislation have created special tribunals in each region to address issues related to slavery, clarified the role of judges, and allowed third party human rights organisations to bring cases on behalf of victims. Anti-trafficking legislation was also enacted in Singapore, which strengthened provisions to be more in line with international standards.<sup>[18]</sup>

The implementation of existing legislation has been strengthened in countries around the world. In Tanzania, for example, training for police in relation to human trafficking was incorporated into the police academy training curriculum, while in Haiti training was held for labour inspectors to identify cases of child exploitation.

Protection for victims has also improved in some countries. In Jordan, the government currently provides specialised services for trafficking victims through a shelter for gender-based violence victims and has completed construction of a dedicated shelter for modern slavery victims. The Ministry for Women and Vulnerable Populations in Peru also established a shelter for child trafficking victims. In Armenia, the *Law on Identification and Assistance to Victims of Human Trafficking and Exploitation* was approved and came into force in June 2015. This established standard procedures for the identification, support, protection and reintegration of suspected and identified trafficking victims.

Despite these positive steps, very few countries take active steps to learn from the experiences of survivors, either in relation to their experience of receiving victim support or as participants in the criminal justice system. The United States offers an exception to this rule and provides a model for survivor leadership. President Obama has formed an Advisory Council on Human Trafficking made up entirely of survivors. There is also a national network of over 200 survivors who meet regularly to work on strategic advocacy at the local and national levels.

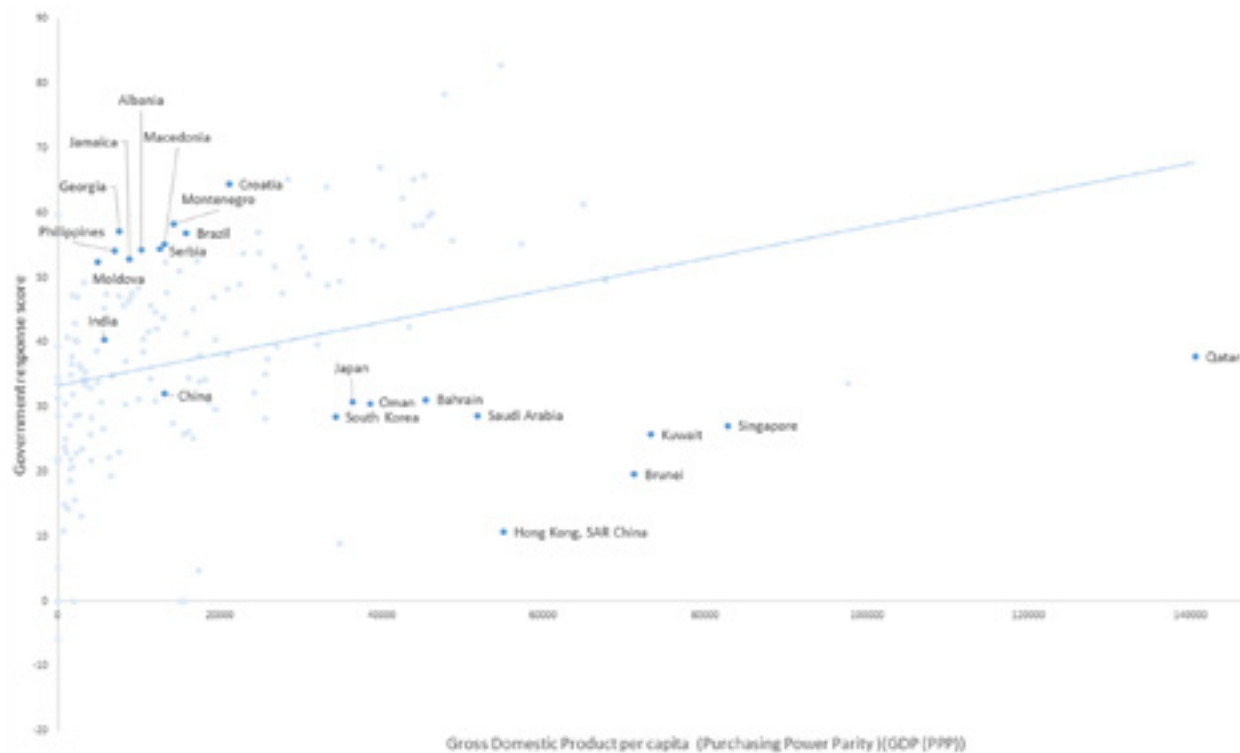
Those governments taking the least action to combat modern slavery are: North Korea, Iran, Eritrea, Equatorial Guinea, Hong Kong, Central African Republic, Papua New Guinea, Guinea, the Democratic Republic of the Congo and South Sudan.

Some of these countries are characterised by government complicity, as is the case in North Korea; low levels of political will in countries like Iran; fewer resources, as with Papua New Guinea; or high levels of conflict, as is the case in South Sudan and Central African Republic. Hong Kong is one country in a group of wealthier countries that has taken relatively limited action due to low level of recognition that modern slavery occurs.

While some countries take fewer actions due to limited resources or high levels of conflict, there are wealthier, more stable countries which have also taken little action to address modern slavery. When correlated against GDP(PPP), Qatar, Singapore, Kuwait, Brunei, Hong Kong, Saudi Arabia, Bahrain, Oman, Japan and South Korea stand out. Nonetheless, Singapore's early ratification of the ASEAN Convention on Trafficking in Persons is a positive sign.

This year, we have also included a measure of state-sanctioned forced labour in the ratings of government responses. State-sanctioned forced labour is where the government forces the population, or segments of it, to work under the threat of penalty, and for which the person or population has not offered themselves voluntarily. Uzbekistan, Turkmenistan and Tajikistan, for example, continue to force their populations to work in the annual cotton harvest. In Belarus, the government continues the practice of *Subbotniks*, which requires government employees to work weekends and donate their earnings to finance government projects. State employers and authorities have intimidated and fined those who refuse to participate. In China, while the re-education through labour (RTL) programme was closed in April 2014, there is evidence that this closure has not been fully implemented, at the municipal and provincial levels. Recent media reports indicate that in some locations 'custody and education' centres have replaced the programme where those arrested without due process are forced to work against their will. In Eritrea, conscripts are forced to work in civil service jobs for conscript pay or are forced to labour in the government-run construction industry. 'Maetot' is a national service programme in which secondary school children are assigned to work in public works projects, including in the agricultural sector during the summer holidays.

Correlation between GDP(PPP) and government response score



Rajshahi, Bangladesh, January 2013. Dipa is 13 years old and has been engaged in prostitution for five months. She used to go to school, but stopped in class three after her family could no longer afford to send her. Her two sisters are also engaged in prostitution, but clients prefer to visit Dipa as she is the youngest of the three. She gets between four or five clients and earns about 1,200 Taka (US\$15) a day.

Photo credit, Pep Bonet/ NOOR



## RATING DESCRIPTION

<i>Rating</i>	<i>Numerical Range</i>	<i>Description</i>
AAA	90 to 100	The government has implemented an effective and comprehensive response to all forms of modern slavery, with effective emergency and long-term reintegration victim support services, a strong criminal justice framework, high levels of coordination and collaboration, measures to address all forms of vulnerability, and strong government procurement policies and legislation to ensure that slavery is not present in business supply chains. There is no evidence of criminalisation or deportation of victims.
AA	80 to 89.9	The government has implemented a comprehensive response to most forms of modern slavery, with strong victim support services, a robust criminal justice framework, demonstrated coordination and collaboration, measures to address vulnerability, and government procurement guidelines and/or supply chain policies or legislation to ensure that slavery is not present in business supply chains.
A	70 to 79.9	The government has implemented key components of a holistic response to some forms of modern slavery, with strong victim support services, a strong criminal justice framework, demonstrated coordination and collaboration, measures to address vulnerability, and may have taken action to ensure that government procurement policies do not encourage slavery.
BBB	60 to 69.9	The government has implemented key components of a holistic response to modern slavery, with victim support services, a strong criminal justice response, evidence of coordination and collaboration, and protections in place for vulnerable populations. Governments may be beginning to address slavery in supply chains of government procurement, or of businesses operating within their territory. There may be evidence that some government policies and practices may criminalise and/or cause victims to be deported.
BB	50 to 59.9	The government has introduced a response to modern slavery, which includes short-term victim support services, a criminal justice framework that criminalises some forms of modern slavery, a body to coordinate the response, and protection for those vulnerable to modern slavery. There may be evidence that some government policies and practices may criminalise and/or cause victims to be deported and/or facilitate slavery.
B	40 to 49.9	The government has introduced a response to modern slavery, with limited victim support services, a criminal justice framework that criminalises some forms of modern slavery (or has recently amended inadequate legislation and policies), a body or mechanisms that coordinate the response, and has policies that provide some protection for those vulnerable to modern slavery. There is evidence that some government policies and practices may criminalise and/or deport victims and/or facilitate slavery. Services may be provided by International Organisations (IOs)/NGOs with international funding, sometimes with government monetary or in-kind support.
CCC	30 to 39.9	The government has a limited response to modern slavery, with limited victim support services, a criminal justice framework that criminalises some forms of modern slavery, and has policies that provide some protection for those vulnerable to modern slavery. There may be evidence of a national action plan and/or national coordination body. There may be evidence that some government policies and practices may criminalise and/or deport victims and/or facilitate slavery. Services may be largely provided by IOs/NGOs with international funding, with limited government funding or in-kind support.
CC	20 to 29.9	The government has a limited response to modern slavery, with largely basic victim support services, a limited criminal justice framework, limited coordination or collaboration mechanism, and few protections for those vulnerable to modern slavery. There may be evidence that some government policies and practices facilitate slavery. Services are largely provided by IOs/NGOs with limited government funding or in-kind support.
C	10 to 19.9	The government response to modern slavery is inadequate, with limited and/or few victim support services, a weak criminal justice framework, weak coordination or collaboration, while little is being done to address vulnerability. There are government practices and policies that facilitate slavery. Services, where available, are largely provided by IOs/NGOs with little government funding or in-kind support.
D	<0 to 9.9	The government has a wholly inadequate response to modern slavery, and/or there is evidence of government-sanctioned modern slavery. However, countries in this category may be experiencing high levels of poverty and internal conflict that may prevent or hinder a response to modern slavery.

TABLE 4 - RANK OF COUNTRIES BY GOVERNMENT RESPONSE

A higher score indicates a stronger response

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
A	Netherlands	74.63	79.07	87.50	99.99	0.00	78.43
BBB*	United States	96.30	79.63	68.75	78.57	75.00	82.84
BBB	United Kingdom	74.63	79.07	43.75	69.05	37.50	67.12
BBB	Sweden	72.22	62.96	75.00	73.81	0.00	65.87
BBB	Australia	64.44	81.85	56.25	69.05	25.00	65.34
BBB	Portugal	58.52	73.52	68.75	83.33	0.00	65.22
BBB	Croatia	69.63	70.19	56.25	76.19	0.00	64.50
BBB	Spain	77.04	64.07	50.00	73.81	0.00	64.09
BBB	Belgium	71.30	50.74	75.00	71.43	0.00	62.36
BBB	Norway	65.93	82.41	37.50	69.05	0.00	61.47
BBB	Austria	57.96	59.07	68.75	76.19	0.00	60.16
BB	Argentina	49.26	59.81	87.50	78.57	0.00	59.79
BB	Germany	61.67	64.81	43.75	78.57	0.00	59.60
BB	Denmark	59.81	68.52	50.00	69.05	0.00	58.31
BB	Montenegro	69.63	60.56	56.25	59.52	0.00	58.27
BB	Canada	57.41	68.52	62.50	64.29	0.00	58.13
BB	Georgia	67.59	58.70	56.25	59.52	0.00	57.22
BB	Hungary	59.81	41.85	68.75	76.19	0.00	57.06
BB	Brazil	45.56	34.44	87.50	78.57	37.50	56.85
BB	France	52.59	76.85	43.75	69.05	0.00	55.88
BB	New Zealand	53.70	47.96	43.75	88.10	0.00	55.81
BB	Ireland	69.63	71.30	18.75	61.90	0.00	55.81
BB	Switzerland	60.19	64.81	25.00	73.81	0.00	55.26
BB	Macedonia	70.37	60.19	62.50	42.86	0.00	55.16
BB	Finland	52.78	62.04	56.25	66.67	0.00	54.96
BB	Slovenia	52.04	51.30	56.25	76.19	0.00	54.80
BB	Serbia	61.67	76.67	31.25	54.76	0.00	54.40
BB	Albania	73.70	46.30	43.75	61.90	0.00	54.34
BB	Philippines	46.48	62.78	50.00	78.57	0.00	54.18
BB	Poland	46.11	47.96	68.75	76.19	0.00	53.96
BB	Latvia	58.89	50.19	43.75	71.43	0.00	53.79
BB	Czech Republic	54.81	50.74	56.25	66.67	0.00	53.19
BB	Jamaica	47.78	61.85	81.25	54.76	0.00	52.91
BB	Mexico	45.00	63.15	50.00	73.81	0.00	52.59
BB	Dominican Republic	49.26	59.07	62.50	64.29	0.00	52.49
BB	Moldova	55.56	57.59	50.00	64.29	0.00	52.41
BB	Lithuania	59.26	54.81	25.00	73.81	0.00	51.82
BB	Costa Rica	56.48	45.56	37.50	71.43	0.00	51.13
BB	Cyprus	54.26	74.44	18.75	61.90	0.00	50.55
B	United Arab Emirates	63.89	36.67	56.25	57.14	0.00	49.71
B	Nicaragua	44.07	66.11	56.25	52.38	0.00	49.46
B	Italy	42.59	65.93	37.50	69.05	0.00	49.44
B	Bangladesh	39.44	60.37	68.75	59.52	0.00	49.32
B	Chile	44.63	52.59	50.00	69.05	0.00	49.02
B	Israel	49.81	47.96	50.00	61.90	0.00	48.91

<i>Response rating</i>	<i>Country</i>	<i>Survivors supported</i>	<i>Criminal justice</i>	<i>Coordination &amp; accountability</i>	<i>Addressing risk</i>	<i>Government &amp; business</i>	<i>Total score</i>
B	Bosnia and Herzegovina	57.41	43.70	31.25	69.05	0.00	48.54
B	Uruguay	40.56	43.70	43.75	78.57	0.00	48.29
B	Colombia	44.07	41.85	43.75	73.81	0.00	47.84
B	Kosovo	48.15	59.92	43.75	47.62	0.00	47.72
B	Slovakia	57.96	42.41	31.25	61.90	0.00	47.66
B	Nigeria	50.74	59.63	50.00	45.24	0.00	47.54
B	Uganda	50.93	50.19	37.50	59.52	0.00	47.36
B	Guatemala	37.59	51.48	56.25	64.29	0.00	47.22
B	Nepal	42.78	38.15	75.00	61.90	0.00	47.12
B	Turkey	57.41	47.41	37.50	52.38	0.00	47.06
B	Paraguay	35.93	55.56	37.50	76.19	0.00	46.86
B	Ukraine	62.04	47.78	12.50	61.90	0.00	46.44
B	Armenia	48.33	49.81	56.25	50.00	0.00	45.75
B	Ecuador	37.22	62.22	25.00	71.43	0.00	45.73
B	Vietnam	45.19	34.07	62.50	66.67	0.00	45.42
B	Bulgaria	43.15	38.52	43.75	71.43	0.00	45.23
B	Peru	47.78	28.33	62.50	61.90	0.00	44.83
B	South Africa	38.89	55.74	31.25	64.29	0.00	43.98
B	Sierra Leone	44.44	45.56	43.75	54.76	0.00	42.99
B	Iceland	45.37	52.22	37.50	45.24	0.00	42.44
B	Jordan	45.00	42.22	56.25	42.86	0.00	42.26
B	Sri Lanka	25.93	38.52	37.50	83.33	0.00	41.78
B	Thailand	35.19	35.93	56.25	61.90	0.00	41.52
B	Mozambique	53.89	50.56	12.50	47.62	0.00	40.85
B	Indonesia	37.59	40.56	50.00	54.76	0.00	40.61
B	Benin	38.70	20.56	56.25	66.67	0.00	40.55
B	Romania	37.59	36.85	56.25	50.00	0.00	40.52
B	India	44.07	45.00	43.75	45.24	0.00	40.37
B	Senegal	49.63	32.59	25.00	54.76	0.00	40.20
CCC	Trinidad and Tobago	31.11	44.63	31.25	66.67	0.00	39.69
CCC	Taiwan	50.56	23.62	43.75	42.86	0.00	39.51
CCC	Estonia	30.19	23.33	31.25	80.95	0.00	39.40
CCC	Pakistan	28.52	37.04	25.00	76.19	0.00	38.72
CCC	Egypt	35.74	32.04	50.00	52.38	0.00	38.59
CCC	Panama	11.85	73.15	37.50	57.14	0.00	38.13
CCC	Azerbaijan	28.33	60.37	18.75	57.14	0.00	38.01
CCC	Burkina Faso	47.41	30.56	37.50	42.86	0.00	37.86
CCC	Qatar	52.41	44.26	25.00	35.71	0.00	37.83
CCC	Greece	53.89	36.85	18.75	38.10	0.00	37.42
CCC	El Salvador	32.96	28.89	50.00	57.14	0.00	37.21
CCC	Rwanda	30.93	45.19	31.25	54.76	0.00	36.78
CCC	Lesotho	31.48	25.74	50.00	59.52	0.00	36.66
CCC	Tajikistan	41.99	34.44	25.00	54.76	0.00	36.14
CCC	Cambodia	25.19	33.33	37.50	64.29	0.00	35.67

TABLE 4 - RANK OF COUNTRIES BY GOVERNMENT RESPONSE

A higher score indicates a stronger response

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
CCC	Malaysia	36.48	51.48	31.25	35.71	0.00	35.15
CCC	Ethiopia	21.30	33.33	62.50	52.38	0.00	35.01
CCC	Bolivia	17.59	36.67	50.00	57.14	0.00	34.94
CCC	Guyana	25.74	50.74	25.00	52.38	0.00	34.81
CCC	Barbados	39.44	29.26	50.00	38.10	0.00	34.62
CCC	Tunisia	36.11	22.22	18.75	61.90	0.00	34.52
CCC	Djibouti	25.00	28.89	37.50	59.52	0.00	34.46
CCC	Belarus	35.37	26.11	43.75	52.38	0.00	34.31
CCC	Cameroon	30.37	33.89	37.50	47.62	0.00	34.29
CCC	Lebanon	37.59	32.04	37.50	42.86	0.00	34.02
CCC	Honduras	24.63	31.67	37.50	59.52	0.00	33.94
CCC	Luxembourg	33.15	31.67	68.75	26.19	0.00	33.81
CCC	Myanmar	41.11	8.89	50.00	50.00	0.00	33.76
CCC	Ivory Coast	37.96	30.19	50.00	30.95	0.00	33.55
CCC	Kyrgyzstan	27.96	35.74	37.50	50.00	0.00	33.50
CCC	Zambia	33.89	29.81	43.75	38.10	0.00	33.06
CCC	Kazakhstan	38.33	44.07	18.75	35.71	0.00	32.37
CCC	China	35.56	23.70	31.25	52.38	0.00	32.07
CCC	Haiti	33.52	37.22	50.00	28.57	0.00	32.04
CCC	Gambia	22.59	35.19	37.50	45.24	0.00	31.47
CCC	Namibia	28.15	22.04	31.25	52.38	0.00	31.33
CCC	Bahrain	36.67	36.67	25.00	35.71	0.00	31.14
CCC	Mongolia	27.78	31.67	31.25	47.62	0.00	31.08
CCC	Mauritius	34.44	27.41	18.75	45.24	0.00	30.93
CCC	Laos	28.70	26.48	31.25	50.00	0.00	30.87
CCC	Japan	42.59	19.44	18.75	45.24	0.00	30.85
CCC	Liberia	27.22	27.41	31.25	50.00	0.00	30.59
CCC	Oman	36.11	29.26	12.50	47.62	0.00	30.57
CCC	Swaziland	36.30	22.04	37.50	42.86	0.00	30.46
CC	Gabon	30.00	24.26	25.00	45.24	0.00	29.72
CC	Tanzania	27.04	26.48	25.00	47.62	0.00	28.84
CC	Chad	26.85	12.04	31.25	52.38	0.00	28.77
CC	Venezuela	25.00	40.93	12.50	40.48	0.00	28.71
CC	Saudi Arabia	28.70	34.44	25.00	38.10	0.00	28.70
CC	South Korea	35.93	31.85	12.50	33.33	0.00	28.49
CC	Ghana	22.04	30.19	25.00	45.24	0.00	28.43
CC	Russia	21.48	28.33	12.50	61.90	0.00	28.24
CC	Algeria	28.52	24.07	25.00	42.86	0.00	27.61
CC	Madagascar	31.30	14.44	31.25	42.86	0.00	27.33
CC	Singapore	36.11	22.41	0.00	42.86	0.00	27.12
CC	Uzbekistan	24.26	23.70	18.75	52.38	0.00	26.65
CC	Botswana	24.81	14.81	37.50	42.86	0.00	26.22
CC	Turkmenistan	14.81	35.74	12.50	54.76	0.00	25.90
CC	Mauritania	25.00	32.41	12.50	40.48	0.00	25.88
CC	Kuwait	14.81	33.33	25.00	45.24	0.00	25.79



Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
CC	Suriname	20.56	19.44	31.25	40.48	0.00	25.36
CC	Malawi	32.22	21.11	12.50	38.10	0.00	25.19
CC	Burundi	29.63	14.81	18.75	38.10	0.00	23.90
CC	Kenya	21.85	27.41	6.25	42.86	0.00	23.50
CC	Morocco	6.48	24.63	18.75	52.38	0.00	23.13
CC	Timor-Leste	25.93	25.93	0.00	40.48	0.00	23.01
CC	Niger	12.41	29.26	25.00	40.48	0.00	22.95
CC	Republic of the Congo	22.22	8.89	37.50	35.71	0.00	22.33
CC	Cuba	25.00	17.78	12.50	38.10	0.00	22.15
CC	Mali	15.19	12.04	43.75	33.33	0.00	22.04
CC	Sudan	24.07	27.41	6.25	33.33	0.00	21.84
CC	Angola	20.37	20.37	31.25	28.57	0.00	21.52
CC	Zimbabwe	15.37	20.56	12.50	42.86	0.00	20.85
CC	Guinea-Bissau	14.81	32.04	25.00	21.43	0.00	20.56
C	Brunei	7.41	35.74	12.50	30.95	0.00	19.56
C	Cape Verde	15.19	15.37	25.00	30.95	0.00	19.48
C	Togo	26.48	4.63	31.25	19.05	0.00	18.73
C	South Sudan	20.37	1.48	18.75	28.57	0.00	15.69
C	Democratic Republic of the Congo	7.78	11.67	31.25	26.19	0.00	15.01
C	Guinea	2.78	12.96	31.25	28.57	0.00	14.28
C	Papua New Guinea	6.48	23.70	25.00	14.29	0.00	13.31
C	Central African Republic	14.81	17.22	12.50	7.14	0.00	11.02
C	Hong Kong, SAR China	5.93	5.19	0.00	30.95	0.00	10.75
D	Equatorial Guinea	0.00	18.52	0.00	23.81	0.00	8.92
D	Eritrea	0.00	2.96	0.00	26.19	0.00	5.18
D	Iran	0.00	7.41	0.00	16.67	0.00	4.75
D	North Korea	0.00	-13.89	0.00	-7.14	0.00	-5.76
No Rank	Afghanistan						
No Rank	Iraq						
No Rank	Libya						
No Rank	Somalia						
No Rank	Syria						
No Rank	Yemen						

\*No country could score above BBB if there was evidence of criminalisation and/or deportation of victims.



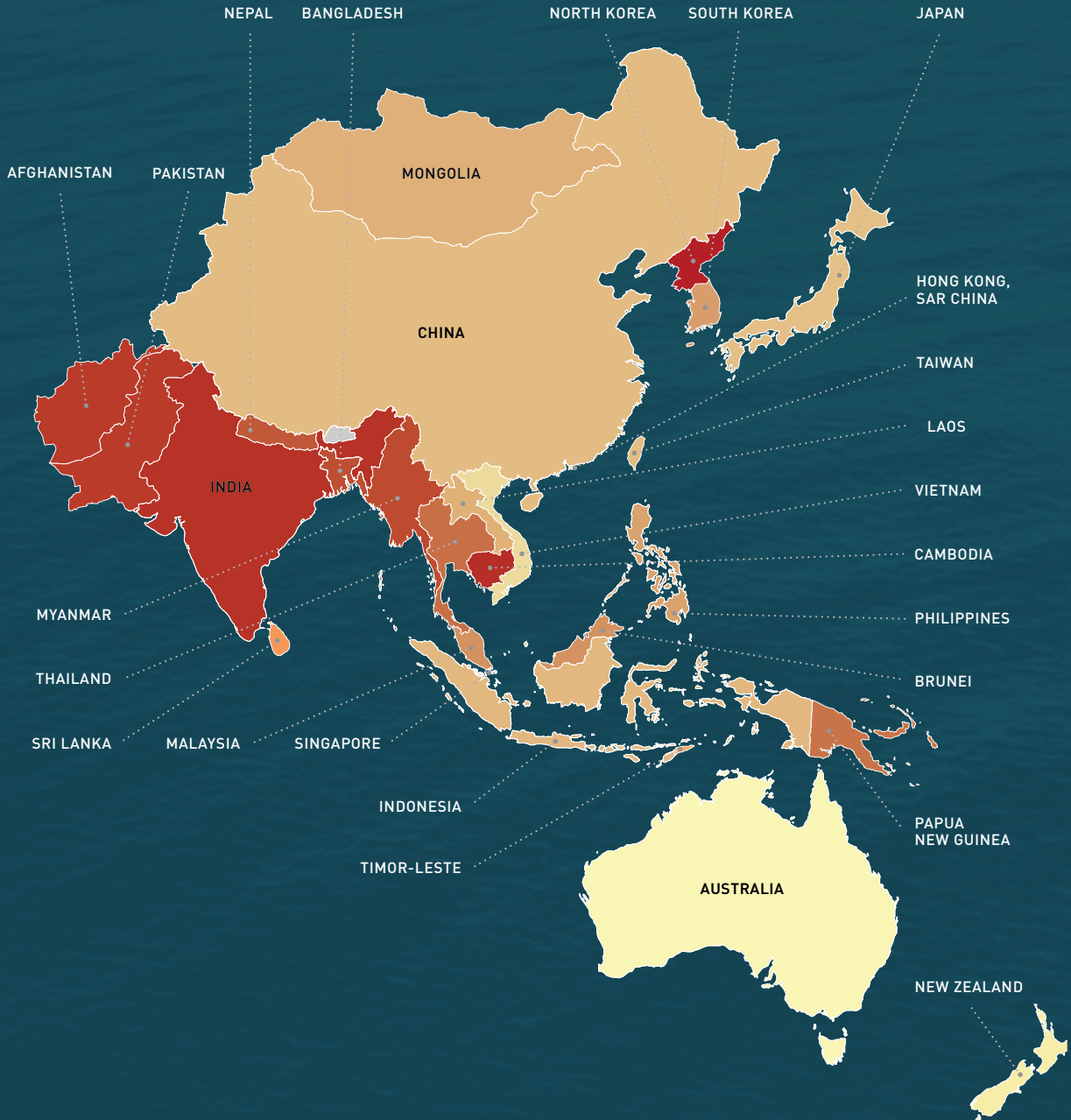
REGIONAL  
ANALYSIS




*Mohini, a trafficked bride in Haryana shows burn marks inflicted on her by her husband. All of her family members died in the 2001 earthquake in Bhuj in Gujrat. Later a man brought her to Hisar at the age of 13 and sold her to a truck driver for Rs 10,000 (~US\$150).*

*Photo credit, Subrata Biswas/ Hindustan Times*

# ASIA PACIFIC



Estimated Number Enslaved  
 **30,435,300**

Regional Proportion of Global Number  
 **66.4%**

Average Government Response Rating  
 **34.8/100**

Average Vulnerability Score  
 **40.2%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	North Korea	4.373	1,100,000	25,155,000
2	Cambodia	1.648	256,800	15,578,000
3	India	1.403	18,354,700	1,311,051,000
4	Pakistan	1.130	2,134,900	188,925,000
4	Afghanistan	1.130	367,600	32,527,000
5	Myanmar	0.956	515,100	53,897,000
6	Bangladesh	0.951	1,531,300	160,996,000
7	Nepal	0.823	234,600	28,514,000
8	Brunei	0.805	3,400	423,000
9	Thailand	0.626	425,500	67,959,000
10	Papua New Guinea	0.620	47,200	7,619,000
11	Malaysia	0.425	128,800	30,331,000
12	South Korea	0.404	204,900	50,672,000
12	Hong Kong, SAR China	0.404	29,500	7,287,000
13	Philippines	0.398	401,000	100,699,000
14	Laos	0.295	20,000	6,802,000
14	Mongolia	0.295	8,700	2,959,000
15	Indonesia	0.286	736,100	257,564,000
15	Timor-Leste	0.286	3,500	1,235,000
16	China	0.247	3,388,400	1,371,738,000
17	Japan	0.228	290,200	127,046,000
17	Taiwan	0.228	53,600	23,476,640
18	Sri Lanka	0.221	45,900	20,781,000
19	Singapore	0.165	9,200	5,563,000
20	Vietnam	0.152	139,300	91,519,000
21	Australia	0.018	4,300	23,772,000
21	New Zealand	0.018	800	4,552,000

The Asia-Pacific is the most populous region of the world. It spans Afghanistan in the west, to New Zealand in the south-east, to Mongolia in the north. Two thirds of the estimated 45.8 million people in modern slavery were identified in the Asia-Pacific. All forms of modern slavery were identified including forced labour in brick kilns, agriculture and the garment sector,<sup>[1]</sup> child soldiers in Afghanistan,<sup>[2]</sup> India<sup>[3]</sup> and Thailand,<sup>[4]</sup> forced begging, and commercial sexual exploitation. Men and women experienced forced labour in manufacturing, agriculture, food production and construction. Women were also vulnerable to sexual exploitation, forced marriage and domestic servitude.

Large numbers of women and girls continued to migrate within Asia and internationally for jobs as domestic workers. While this offers an important economic opportunity, reports of abuse, exploitation and servitude persist, particularly in wealthy countries within the region where there was high demand for live-in help—Hong Kong, Japan, Malaysia, Singapore and Taiwan. Inhumane treatment of domestic workers including starvation<sup>[5]</sup> and sexual abuse<sup>[6]</sup> was reported in 2015, as well as indicators of forced labour including extortionate recruitment fees, confinement to the place of employment, excessive unpaid overtime, withholding of wages and confiscation of identity documents.<sup>[7]</sup> In 2016, cases of domestic worker exploitation

were also noted in countries with low levels of prevalence, such as Australia.<sup>[8]</sup>

**The high prevalence of modern slavery in the region reflects the reality that many countries in Asia provide low-skilled labour for the production stage of global supply chains for various industries including food production, garments and technology.**

Within low-skilled and loosely-regulated industries, there is a risk of modern slavery, such as human trafficking, forced labour and debt bondage. In 2015–2016, there were cases of forced labour within the Malaysian electronics industry,<sup>[9]</sup> exploitation on Malaysian palm oil plantations,<sup>[10]</sup> and debt bondage in the apparel industries of Bangladesh<sup>[11]</sup> and Vietnam.<sup>[12]</sup> The reputational risk of slavery in supply chains compelled action from global brands,

including companies renowned for social responsibility. In 2015, whilst undertaking worker assessments, Patagonia (an American outdoor clothing and equipment company) identified workers in their Taiwanese supplier factories would take up to two years of a three-year employment contract to pay off recruitment-related debt.<sup>[13]</sup> Patagonia have taken strong steps to combat the issue by prohibiting suppliers and their brokers to charge or collect any recruitment related-fees or expenses, and if the workers have paid fees, suppliers must reimburse them.<sup>[14]</sup>

The abuse of workers on Thai fishing vessels operating in South East Asian waters has become increasingly well documented.<sup>[15]</sup> Researchers and investigative journalists have documented the abuse of migrant workers on fishing vessels, often young men and boys, who have endured brutal treatment including physical abuse, excessive and inhumane working hours, sleep and food deprivation, and forced use of methamphetamines.<sup>[16]</sup> Some long-haul trawlers and their fishermen remained at sea for years at a time. Between April and September 2015, more than 2,000 men were rescued from Thai fishing vessels, many of which were operating in Indonesian waters.<sup>[17]</sup> Ongoing reports of worker exploitation in seafood pre-processing facilities were also evident, with workers from Myanmar, Cambodia and Laos working excessive hours in oppressive and abusive conditions.<sup>[18]</sup> Much of the seafood processed was distributed to the global market.

Forced and child marriage persists in countries throughout the region, particularly in India, Bangladesh, Nepal, Pakistan and Indonesia.<sup>[19]</sup> The UN estimates more than 130 million girls in South Asia will be married between 2010 and 2030.<sup>[20]</sup> In China, the legacy of the former one-child policy has led to a shortage of women of marriageable age.<sup>[21]</sup> To meet this demand, some Cambodian,<sup>[22]</sup> Vietnamese<sup>[23]</sup> and North Korean<sup>[24]</sup> women and girls are trafficked to China to be sold as brides. A similar sex imbalance, resulting in an absence of available brides in India, has fuelled the trafficking of women for forced marriage. The sex imbalance is exacerbated in rural communities in India where many girls of marriageable age have migrated to cities for employment. In some instances, girls are forced into marriage and then used as unpaid labourers—local day labourers cost

US\$140 for a season but a bride can cost only US\$100 as a once-off payment.<sup>[25]</sup>

Criminal justice and victim support statistics, including the International Organisation for Migration (IOM) statistics noted below, confirm that forced prostitution and the commercial sexual exploitation of women and girls continues to be a reality in the Asian region. Rising internet usage rates, the availability of mobile phones, and poverty in many parts of Asia has facilitated online forms of child sexual abuse for profit.<sup>[26]</sup> The phenomenon of adults paying for direct live-streaming video footage of children performing sexual acts in front of a webcam was evident in the Philippines.<sup>[27]</sup>

### In North Korea the issue is not private exploitation but rather exploitation by the government.

North Korea is among the most repressive in the world, with the UN Human Rights Council documenting "*widespread and gross human rights violations*".<sup>[28]</sup> Economic and social rights in North Korea are frequently violated by the government who criminalise market activities, limiting already meagre opportunities by which North Koreans can obtain income.<sup>[29]</sup> An estimated 50,000 North Korean citizens have been sent abroad to work in mining, logging, and the textile and construction industries.<sup>[30]</sup> Though many North Koreans were employed in neighbouring China and Russia, there was also evidence of workers in Angola, Cambodia, Ethiopia, Malaysia, Mongolia, Myanmar and Qatar.<sup>[31]</sup> While reports suggest that this workforce generates roughly US\$2.3 billion per year for the North Korean Government,<sup>[32]</sup> civil society groups say workers earn only US\$120–\$150 per month, and may be forced to work up to 20 hours per day with limited rest days.<sup>[33]</sup>

## Indonesian Government acts against forced labour in fishing

In 2015, Indonesian authorities, with the assistance of the International Organisation for Migration (IOM), rescued over 2,000 trafficked foreign fisherman from isolated areas of the country.<sup>[34]</sup> Rescue efforts began when the Associated Press revealed the inhumane conditions facing fisheries' workers in Benjina, a remote outpost in Maluku province.

Following an initial government inspection, the site was raided and over 370 fishermen were transported to safety in Tual,<sup>[35]</sup> where the IOM conducted victim identifications and provided essential services including food, shelter, medical and psycho-social assistance.<sup>[36]</sup> This number grew to over

656 fishermen,<sup>[37]</sup> including children and the elderly. Further raids resulted in the rescue of 472 new victims<sup>[38]</sup> from the port of Ambon, from 77 of the estimated 230 vessels in the Ambon harbour.<sup>[39]</sup>

The aftermath of these events had highly positive impacts. All victims were either successfully repatriated or were in the process of being repatriated with the assistance of the IOM, their embassies and/or fishing companies.<sup>[40]</sup> IOM also identified and assisted foreign victims of trafficking detained in immigration detention centres and other locations around the country. Investigations resulted in the revocation of licenses

for four business groups, 18 companies and 388 vessels by the Indonesian Government.<sup>[41]</sup> The company which operated the facilities on Benjina collapsed following these events,<sup>[42]</sup> and eight people, five foreign nationals and three Indonesians were jailed for terms of up to three years.<sup>[43]</sup>

**IOM VICTIM SUPPORTED DATA 2015**

The International Organisation for Migration (IOM) is the largest provider of services to victims of human trafficking across the globe. In 2015, an estimated 7,000 victims of trafficking were assisted by the Organisation in 117 countries of destination. The Organisation also collected in-depth information for 4,858 newly-identified victims of trafficking from 65 countries of nationality, in 59 countries of destination/identification. This detailed data is recorded

in IOM's web-based case management system (MiMOSA). This is the source of information presented below.

The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in Asia-Pacific.

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

**Victims Supported by IOM in Asia-Pacific in 2015**

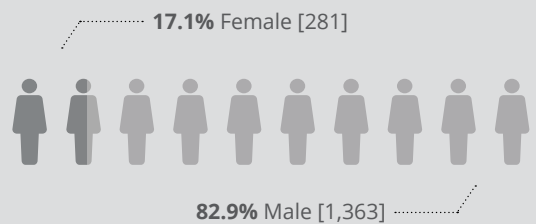


Number of victims **1,644**  
 Percent of IOM Global Total **33.8%**

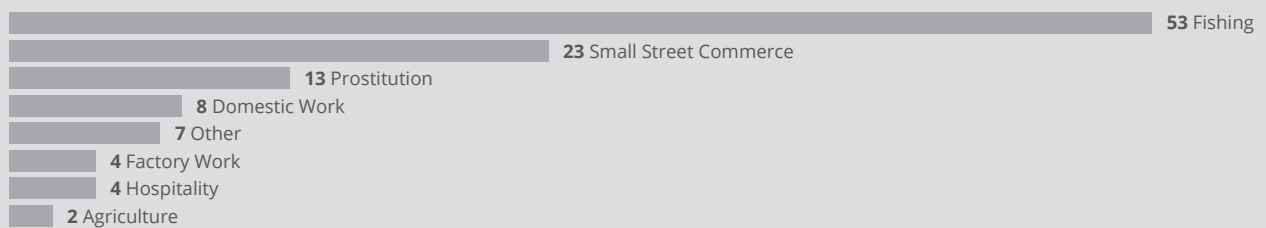
**Age of Victims at Time of Assistance**



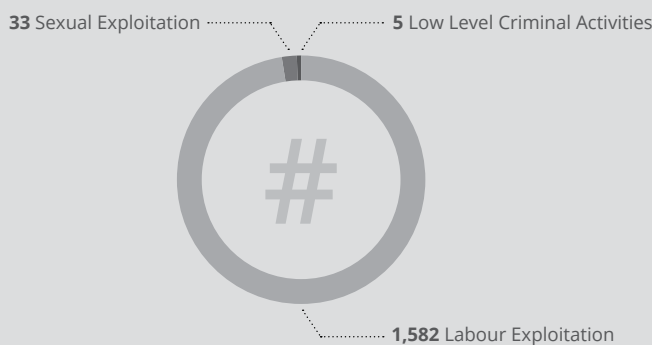
**Gender Breakdown**



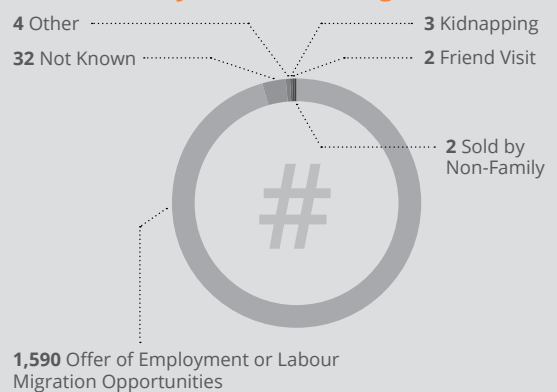
**Sector of Exploitation\*** (These categories are not mutually exclusive)



**Types of Exploitation\*** (number)



**Mode of Entry into Trafficking\*** (number)



## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Afghanistan	83.00	47.39	53.31	84.55	67.06
Australia	15.14	19.85	17.45	35.49	21.98
Bangladesh	46.78	46.04	33.63	50.02	44.12
Brunei	60.78	30.99	99.99	63.93	63.93
Cambodia	53.68	42.96	57.40	12.00	41.51
China	55.12	26.90	43.84	52.78	44.66
Hong Kong, SAR China	42.28	17.55	21.44	35.65	29.23
India	37.07	36.68	43.88	87.78	51.35
Indonesia	39.15	43.35	50.38	36.01	42.22
Japan	25.23	19.09	22.16	19.13	21.40
Laos	56.64	34.01	53.98	1.19	36.45
Malaysia	34.90	32.43	46.39	40.33	38.51
Mongolia	39.22	36.74	40.87	3.54	30.09
Myanmar	57.81	50.11	50.53	66.99	56.36
Nepal	42.30	43.22	34.74	41.21	40.37
New Zealand	13.31	22.24	16.09	21.51	18.29
North Korea	71.20	48.27	62.88	1.00	45.84
Pakistan	58.40	41.98	52.70	96.79	62.47
Papua New Guinea	50.12	62.85	99.99	23.10	59.02
Philippines	44.76	39.62	52.34	53.95	47.67
Singapore	29.85	22.11	20.58	1.00	18.39
South Korea	38.20	34.64	28.98	17.32	29.78
Sri Lanka	47.01	35.12	31.82	31.08	36.26
Taiwan	34.91	33.38	22.34	1.76	23.10
Thailand	49.23	28.62	48.97	63.33	47.54
Timor-Leste	38.88	48.07	68.55	1.00	39.13
Vietnam	51.19	29.94	35.22	1.00	29.34

All countries within the Asia-Pacific exhibit some pre-conditions to modern slavery. Some countries, such as Afghanistan and Pakistan have high levels of conflict, terrorism and displacement. In other countries, such as Thailand and Myanmar, there is significant discrimination against minorities. Some countries in the region continue to exhibit weak rule of law, corruption and poverty, all of which increase individuals' risk to modern slavery. Though countries like Australia and New Zealand exhibit high levels of development, stability and strong policies, some minority groups, including regular and irregular migrants, remain at risk of exploitation.

As a result of economic growth, poverty rates across the region have fallen, notably in India and China.<sup>[44]</sup>

Nonetheless, extreme poverty and unequal income distribution within countries, particularly between the rural and urban populations, persist as serious social and economic challenges.<sup>[45]</sup>

Unemployment and underemployment are chronic problems in the region which push men, women and children into risky migration practices and debt bondage. In 2015, the unemployment rate in Afghanistan soared to 40 percent.<sup>[46]</sup> Myanmar also experienced a high youth unemployment rate of 9.5 percent,<sup>[47]</sup> which assisted the *Tatmadaw* (Myanmar Armed Forces) to recruit and use underage children in conflict. According to Child Soldiers International, unaccompanied children searching for work were recruited at railway stations, bus terminals, markets and outside temples, and deceptively offered roles as drivers.<sup>[48]</sup>

High levels of labour migration, some of which is regular but can involve payment of illegal fees or other irregular aspects, are reflected in patterns of exploitation. The Philippines has one of the largest migratory populations with their national economy largely depending on Overseas Filipino Worker's (OFW) remittances.<sup>[49]</sup> The OFWs have been deemed the 'new heroes' of the Philippines' economy.<sup>[50]</sup> However, some OFWs are subjected to exploitation throughout the Asia-Pacific, Europe, North America and the Middle East.<sup>[51]</sup> In November 2015, ten Filipina trafficking victims in Iraqi Kurdistan were rescued and repatriated by the Philippine Embassy after being subjected to debt bondage.<sup>[52]</sup>



**Natural disasters and the effects of climate change have increased vulnerability to modern slavery. Human traffickers preyed upon post-disaster populations<sup>[53]</sup> who are vulnerable to accepting promises of jobs and security.**

This was evidenced following Typhoon Haiyan where human traffickers were intercepted trafficking young women on false job offers,<sup>[54]</sup> and seen again in 2015, after earthquakes in Nepal displaced more than two million people.<sup>[55]</sup> Since then, Indian officials uncovered trafficking networks with an estimated 12,000 Nepalese children trafficked to India.<sup>[56]</sup> Evolving

climatic conditions also exacerbate vulnerability,<sup>[57]</sup> increasing the potential for internal displacement, migration and willingness to search for improved livelihood opportunities through informal channels.<sup>[58]</sup> Throughout 2015–16, cyclones in Myanmar,<sup>[59]</sup> flooding in India, and drought in Vietnam<sup>[60]</sup> have increased insecurity for thousands of people.

Systematic discrimination against some ethnic minorities and stateless populations across the region has resulted in patterns of high-risk migration. The Rohingya people, a Muslim ethnic group living in Myanmar, continue to face systemic persecution and denial of rights. In April 2015, the Myanmar Government stripped Rohingya of their voting rights by rescinding their temporary ID cards, the last official identification available to them.<sup>[61]</sup> Many lost their homes, farms, and the ability to work, creating a dire choice between residing in shanty towns on the outskirts of Rakhine or paying smugglers to transport them abroad. In 2015, thousands were left stranded at sea.<sup>[62]</sup>

## GOVERNMENT RESPONSE

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
BBB	Australia	64.44	81.85	56.25	69.05	25.00	65.34
BB	New Zealand	53.70	47.96	43.75	88.10	0.00	55.81
BB	Philippines	46.48	62.78	50.00	78.57	0.00	54.18
B	Bangladesh	39.44	60.37	68.75	59.52	0.00	49.32
B	Nepal	42.78	38.15	75.00	61.90	0.00	47.12
B	Vietnam	45.19	34.07	62.50	66.67	0.00	45.42
B	Sri Lanka	25.93	38.52	37.50	83.33	0.00	41.78
B	Thailand	35.19	35.93	56.25	61.90	0.00	41.52
B	Indonesia	37.59	40.56	50.00	54.76	0.00	40.61
B	India	44.07	45.00	43.75	45.24	0.00	40.37
CCC	Taiwan	50.56	23.62	43.75	42.86	0.00	39.51
CCC	Pakistan	28.52	37.04	25.00	76.19	0.00	38.72
CCC	Cambodia	25.19	33.33	37.50	64.29	0.00	35.67
CCC	Malaysia	36.48	51.48	31.25	35.71	0.00	35.15
CCC	Myanmar	41.11	8.89	50.00	50.00	0.00	33.76
CCC	China	35.56	23.70	31.25	52.38	0.00	32.07
CCC	Mongolia	27.78	31.67	31.25	47.62	0.00	31.08
CCC	Laos	28.70	26.48	31.25	50.00	0.00	30.87
CCC	Japan	42.59	19.44	18.75	45.24	0.00	30.85
CC	South Korea	35.93	31.85	12.50	33.33	0.00	28.49
CC	Singapore	36.11	22.41	0.00	42.86	0.00	27.12
CC	Timor-Leste	25.93	25.93	0.00	40.48	0.00	23.01
C	Brunei	7.41	35.74	12.50	30.95	0.00	19.56
C	Papua New Guinea	6.48	23.70	25.00	14.29	0.00	13.31
C	Hong Kong, SAR China	5.93	5.19	0.00	30.95	0.00	10.75
D	North Korea	0.00	-13.89	0.00	-7.14	0.00	-5.76
No Rank	Afghanistan						

In 2015, of the 25 countries within the Asia-Pacific, 24 have laws that criminalise some forms of modern slavery. North Korea remains the only nation in Asia—and the world—that has not explicitly criminalised any form of modern slavery. Australia, New Zealand and the Philippines have the strongest responses to modern slavery. These countries have reasonably strong victim support services, specialised law enforcement units, effective and measurable NAPs, and laws, policies and programmes that address cycles of vulnerability.

Victim-centred assistance programmes which empower victims are essential to break the cycle of modern slavery. In the Philippines, the government has supported NGO victim recovery and reintegration programmes providing victims with shelter, psychological, medical, legal and vocational support.<sup>[63]</sup> Innovative programmes, such as DataMotivate, allows survivors to develop vocational skills in research and data cleaning. In Australia, the Salvation Army offers unique support services for victims, including a survivor advocates programme for rehabilitated people to engage government, media and the general public on modern slavery.<sup>[64]</sup> However, the lack of victim identification and victim support continues to hinder regional progress. For example, in Papua New Guinea (PNG), the government has made no effort to identify, report or provide victim support services to human trafficking victims.<sup>[65]</sup>

In March 2016, there was regional acknowledgement of the need to engage constructively with the private sector to combat exploitative labour practices.<sup>[66]</sup>

**Australia and Indonesia co-chaired the Sixth Ministerial Conference of the Bali Process resulting in a Ministerial Declaration pledging a comprehensive regional approach to managing mixed migration flows and ensuring humane labour practices within global supply chains.<sup>[67]</sup>**

In March 2016, members of parliament from 13 Asia-Pacific nations, including Bangladesh, India, Nepal, Pakistan and Papua New Guinea, endorsed the Kathmandu Declaration<sup>[68]</sup> to end child marriage in South Asia.<sup>[69]</sup> While an important statement of intention, significant policy and legislative steps remain to be taken by countries with high prevalence of forced and child marriage. India is yet to finalise the *National Strategy on Prevention of Child Marriage*,<sup>[70]</sup> Bangladesh is currently developing the *National Plan to End Child Marriage*,<sup>[71]</sup> Nepal is awaiting full government endorsement for the establishment of the *National Strategy to End Child Marriage*,<sup>[72]</sup> and Pakistan has yet to raise the minimum age of marriage at the provincial level.<sup>[73]</sup> In 2015, the Bangladeshi Government considered reducing the minimum age of marriage for girls from 18 to 16 years old<sup>[74]</sup> but refrained from doing so after strong opposition from civil society and international groups.<sup>[75]</sup>

As in all regions of the world, corruption and official complicity continue to undermine responses in parts of Asia.<sup>[76]</sup> For example, in India, there are allegations that some corrupt law enforcement officials have connections to human trafficking rings, receiving bribes to ensure the protection of traffickers.<sup>[77]</sup>

Official complicity and widespread corruption have also enabled forced labour and debt bondage to occur within the PNG commercial mining and logging industry.<sup>[78]</sup> In Cambodia, corrupt officials have stalled progress in case investigations where the perpetrators are believed to have political, criminal or economic ties to government officials.<sup>[79]</sup> In May 2015, the discovery of abandoned people smuggling camps on the Thai/Malaysia border presented concerning evidence of official complicity in the trade and exploitation of Rohingya people. One of the mass grave sites was located in an open field behind the police station in Padang Besar, some 500 metres from the official border crossing manned by officials from Thailand and Malaysia. Several arrests of allegedly complicit officials have been made, including the arrest of army Lt. Gen. Manas Kongpan together with 52 local politicians, community leaders, businessmen, and gangsters for smuggling and trafficking.<sup>[80]</sup>

In response to mounting international condemnation of domestic worker exploitation, some governments in the Asia region have sought to improve protections for this vulnerable cohort. The Philippines Government was the first in the region to sign the ILO Convention on Domestic Workers and remains the only country in the region to have done so. With rising evidence of widespread exploitation of migrant domestic workers in Hong Kong, it is significant that the government of Hong Kong has made some effort to increase the frequency of employment agency inspections from 1,300 to 1,800 per year.<sup>[81]</sup> Some efforts have also been made by Hong Kong and Singapore to prosecute agencies and employers—in January 2016, two employment agencies in Hong Kong were convicted for collecting excessive placement fees from foreign domestic workers.<sup>[82]</sup> In March 2016, a Singaporean couple was convicted for starving their Filipina maid for more than 15 months.<sup>[83]</sup> The following month a Singaporean couple went on trial for abusing their Indonesian domestic helper, after subjecting her to physical, mental and verbal abuse.<sup>[84]</sup> Other governments have taken steps to address the exploitation of their nationals in the Middle East. Following the execution of two Indonesian maids in Saudi Arabia, in April 2015, Indonesia announced a domestic workers ban applying to several countries within the Middle East and Gulf.<sup>[85]</sup> While travel bans are intended to be a protective measure, there is a risk this will increase the potential for exploitation as Indonesians seek unregistered work and travel through informal channels.<sup>[86]</sup> For example, in March 2016, Indonesian National Police investigators uncovered a human trafficking syndicate that allegedly sent up to 600 Indonesian domestic workers abroad illegally flying them to several of the banned Middle East and Gulf states.<sup>[87]</sup>

Australia had the leading government response to modern slavery in the Asia Pacific in 2016. This past year saw the inclusion of survivors of trafficking and slavery included in the meetings of the government's National Roundtable on People Trafficking and Slavery. Throughout the year, strategic outreach and awareness-raising about the issue of forced marriage resulted in significant numbers of referrals to law enforcement and NGOs of young people at-risk and people wanting to avoid or leave forced marriages. However, even this response has limitations. In 2015, critical gaps were identified in Australia's labour laws regarding domestic workers in private homes.<sup>[88]</sup>




*Beggar woman with shadow, Kabul, Afghanistan, 2002. During the rule of the Taliban (1996 – 2001), women were forbidden to work, to leave the house without a male escort, or to seek medical help from a male doctor. Women who were doctors and teachers suddenly were forced to be beggars in order to feed their families.*

*Photo credit, Steve McCurry*

# EUROPE



Estimated Number Enslaved  
 **1,243,400**

Regional Proportion of Global Number  
 **2.7%**

Average Government Response Rating  
 **54.2/100**

Average Vulnerability Score  
 **27.1%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	Macedonia	0.639	13,300	2,078,000
2	Turkey	0.626	480,300	76,721,000
3	Poland	0.476	181,100	38,025,000
4	Bosnia and Herzegovina	0.467	17,800	3,810,000
5	Romania	0.404	80,200	19,849,000
5	Greece	0.404	44,200	10,942,000
5	Czech Republic	0.404	42,600	10,549,000
5	Bulgaria	0.404	29,000	7,176,000
5	Serbia	0.404	28,700	7,087,000
5	Croatia	0.404	17,100	4,225,000
5	Lithuania	0.404	11,800	2,920,000
5	Latvia	0.404	8,000	1,979,000
5	Estonia	0.404	5,300	1,310,000
5	Cyprus	0.404	4,700	1,165,000
5	Montenegro	0.404	2,500	622,000
6	Albania	0.295	8,600	2,906,000
6	Kosovo	0.295	5,400	1,845,000
7	Hungary	0.228	22,500	9,836,000
7	Slovakia	0.228	12,400	5,426,000
7	Slovenia	0.228	4,700	2,066,000
8	Italy	0.211	129,600	61,373,000
9	Portugal	0.123	12,800	10,384,000
9	Finland	0.123	6,700	5,485,000
9	Iceland	0.123	400	331,000
10	Netherlands	0.104	17,500	16,896,000
11	Germany	0.018	14,500	80,738,000
11	France	0.018	12,000	66,389,000
11	United Kingdom	0.018	11,700	64,856,000
11	Spain	0.018	8,400	46,513,000
11	Belgium	0.018	2,000	11,268,000
11	Sweden	0.018	1,800	9,754,000
11	Austria	0.018	1,500	8,566,000
11	Switzerland	0.018	1,500	8,267,000
11	Denmark	0.018	1,000	5,660,000
11	Norway	0.018	900	5,188,000
11	Ireland	0.018	800	4,659,000
11	Luxembourg	0.018	100	562,000

Despite having the lowest regional prevalence of modern slavery in the world, Europe remains a destination, and to a lesser extent, a source region for the exploitation of men, women and children in forced labour and commercial sexual exploitation. According to the most recent Eurostat findings, European Union (EU) citizens account for 65 percent of identified trafficked victims within Europe.<sup>[1]</sup> These individuals mostly originate from Eastern Europe, including Romania, Bulgaria, Lithuania and Slovakia.<sup>[2]</sup> Non-EU trafficked victims are predominantly from Nigeria, China and Brazil.<sup>[3]</sup> Forced labour and commercial

sexual exploitation remain the most commonly reported forms of modern slavery in Europe;<sup>[4]</sup> nonetheless, instances of other forms of modern slavery, such as forced child marriage, have been identified in Turkey.<sup>[5]</sup>

It is likely that the profile of identified victims may change in time as a result of the massive influx of migrants and refugees in 2015 and 2016. An IOM survey of migrants on the move throughout parts of Europe clearly indicates that people moving out of conflict zones and through Europe are both at high risk of exploitation, and are already being targeted (see page 60).

The recent influx of refugees has strained European protection measures, creating loopholes easily exploited by European criminal networks.

It is estimated that as many as 10,000 children registered as refugees are now unaccounted for, with 5,000 missing in Italy and 1,000 in Sweden.<sup>[6]</sup>

While not all of these children have been trafficked, Europol warns that gangs are now targeting these children for sexual exploitation, slavery, and forced labour in farming and factory work.<sup>[7]</sup>

Within the cases that have been formally identified by EU authorities, the largest proportion of registered human trafficking victims were female, approximately 80 percent of all victims. Romanian nationals, particularly women, accounted for most of the trafficked victims,<sup>[8]</sup> with many subject to commercial sexual exploitation within Europe.<sup>[9]</sup> Romanian women and girls are reportedly recruited by acquaintances, friends or relatives, sometimes with violence.<sup>[10]</sup>

Women and girls from Sub-Saharan Africa are also trafficked into modern slavery in Europe, particularly domestic servitude and commercial sexual exploitation. Nigeria is a source for persons trafficked to Europe, particularly women who are exploited in Italy, Belgium, France, Spain, Sweden and the Netherlands.<sup>[11]</sup> According to the UK National Referral Mechanism, Nigeria remains one of the most commonly recorded origin countries for victims in their human trafficking registration system.<sup>[12]</sup> Nigerian trafficking victims reach Europe through an array of complex trafficking networks by land, sea or air with a reliance on 'connection houses' which accommodate people along the transit routes of neighbouring countries.<sup>[13]</sup> In 2015, anti-trafficking units arrested leaders of a Nigerian-based international sex-trafficking ring operating in Barcelona, Spain.<sup>[14]</sup>

Cases of forced labour have been reported across Europe in agriculture, forestry, fishery, construction, catering, the textile industry, domestic work and other sectors.<sup>[15]</sup> In the UK, of 3,266 adult and child victims identified in 2015, 1,183 experienced some form of labour exploitation.<sup>[16]</sup> More recently, Lithuanian gangmasters in the UK were arrested on modern slavery charges for the alleged exploitation of Lithuanian men in a meat supplier factory.<sup>[17]</sup> In Poland, Vietnamese workers have reported cases of exploitation by their Polish employer, who withheld their passports, confiscated their mobile phones and forced individuals to work 12–13 hour days, six days a week.<sup>[18]</sup>

The Roma communities are among the most marginalised populations within Europe.<sup>[19]</sup> Due to poverty and lack of access to public services, some Roma families resort to trafficking their own children, forced marriages or involving them in commercial sexual exploitation as a survival strategy.<sup>[20]</sup> Roma children are potentially vulnerable to being sold or rented to other individuals for forced begging in countries such as Bulgaria.<sup>[21]</sup> Within some Bulgarian Roma communities, 'bride kidnapping' continues, where the marriage is legitimised through consummation.<sup>[22]</sup>

In recent years, forced marriage has become an emerging concern within Europe. Within European discourse, the issue of forced marriage has been increasingly tied to issues of immigration and multiculturalism.<sup>[23]</sup> To a certain extent, the discourse has raised forced marriage as an imported cultural problem, resulting in policy initiatives focused on repression and tighter immigration controls.<sup>[24]</sup> Cases of forced marriages have been reported throughout Europe, in countries including Slovakia, Bulgaria, Spain, Germany and the UK.<sup>[25]</sup> In June 2015, the UK prosecuted their first forced marriage case since enacting forced marriage laws in 2014.<sup>[26]</sup> The Forced Marriage Unit (FMU) reportedly assisted 329 victims under the age of 18 and 427 victims aged between 18 and 25 throughout 2015.<sup>[27]</sup>

## IOM survey on trafficking and exploitation of migrants

In 2016, the IOM began a survey of migrants and refugees in Croatia, Greece, the former Yugoslav Republic of Macedonia, Hungary, Serbia and Slovenia travelling along the eastern Mediterranean migration route. The 21-question survey is directed at both understanding their origins and the route taken but also their experiences along the route.

As of March 2016, of the almost 2,400 respondents, 7.2 percent reported having experienced indicators of human trafficking themselves during the journey; be it working without being remunerated to the expected amount, being forced to work against their will, being offered employment from a stranger, being approached to arrange a marriage, and being held against their will by non-government persons. A further 1.4 percent

of respondents understood that a family member had experienced an indicator of trafficking and 0.9 percent identified that they knew of people travelling along the route who had been approached to sell organs, body parts or blood for cash.

Though it is not possible to comprehensively extrapolate these findings to the entire migrant or refugee cohort, it does highlight the reality faced by these vulnerable populations and the likelihood of significant abuse and exploitation along the route. There are several trends among those who answered in the affirmative to an indicator of trafficking. Firstly, on average, persons who experienced these indicators were at least two years younger than those who had not. Secondly, persons travelling in groups were less likely to have experienced an indicator of trafficking than

those travelling alone. Thirdly, persons of Afghan, Syrian and Pakistani nationality were more likely to experience exploitation than persons from other backgrounds. Finally, men were more likely to be exploited along the journey than women, though this may be attributable to other factors such as more men travelling, and travelling alone.

## IOM VICTIM SUPPORTED DATA 2015

The International Organisation for Migration (IOM) is the largest provider of services to victims of human trafficking across the globe. In 2015, an estimated 7,000 victims of trafficking were assisted by the Organisation in 117 countries of destination. The Organisation also collected in-depth information for 4,858 newly-identified victims of trafficking from 65 countries of nationality, in 59 countries of destination/identification. This detailed data is recorded

in IOM's web-based case management system (MiMOSA). This is the source of information presented below.

The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in Europe.

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

### Victims Supported by IOM in Europe in 2015



Number of victims

214

Percent of IOM Global Total

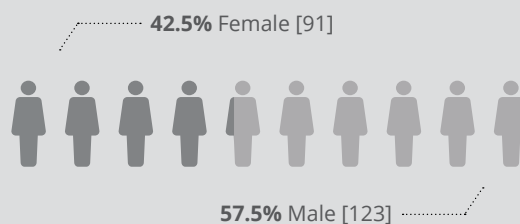
4.4%

### Age of Victims at Time of Assistance

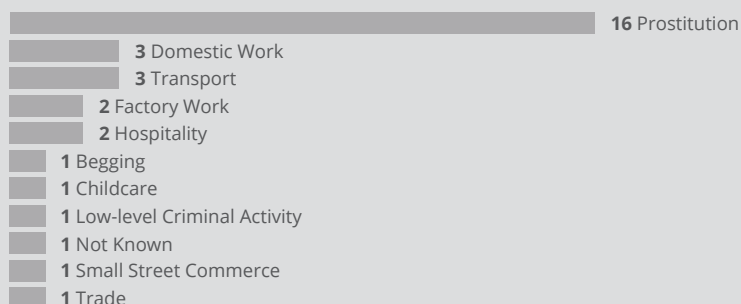


Approximately 50% of all victims were aged between 23 and 42

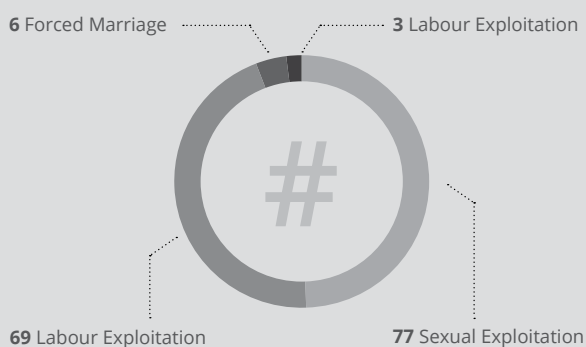
### Gender Breakdown



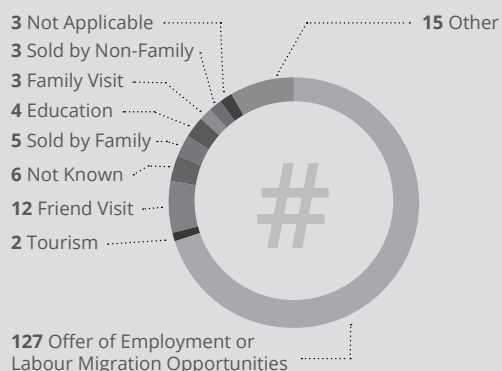
### Sector of Exploitation\* (These categories are not mutually exclusive)



### Types of Exploitation\* (number)



### Mode of Entry into Trafficking\* (number)



## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Albania	52.88	29.58	42.36	18.25	35.77
Austria	21.47	18.14	14.05	33.14	21.70
Belgium	25.42	19.83	24.03	31.28	25.14
Bosnia and Herzegovina	58.88	25.21	32.99	26.43	35.88
Bulgaria	40.41	20.54	33.79	30.50	31.31
Croatia	36.51	25.29	36.88	16.54	28.80
Cyprus	27.60	23.25	28.95	30.90	27.67
Czech Republic	27.22	19.38	31.55	27.78	26.48
Denmark	15.68	18.53	11.06	23.92	17.30
Estonia	35.94	16.87	39.31	11.14	25.81
Finland	22.07	19.69	19.08	22.66	20.87
France	26.13	20.27	18.01	44.77	27.30
Germany	23.61	19.97	20.81	40.76	26.29
Greece	37.64	22.74	38.10	38.77	34.31
Hungary	23.66	20.69	35.56	23.30	25.80
Iceland	24.88	12.22	20.43	15.03	18.14
Ireland	19.07	22.62	20.21	33.13	23.76
Italy	36.39	21.50	33.62	38.56	32.52
Kosovo	55.11	39.25	42.13	15.94	38.11
Latvia	41.95	20.25	33.22	12.95	27.09
Lithuania	35.09	20.58	34.10	16.94	26.68
Luxembourg	22.99	18.64	9.76	49.43	25.20
Macedonia	49.81	24.38	44.06	24.11	35.59
Montenegro	41.68	22.15	38.08	23.45	31.34
Netherlands	17.60	17.86	21.64	28.58	21.42
Norway	17.88	19.90	14.85	34.90	21.88
Poland	34.76	19.50	29.07	23.33	26.66
Portugal	21.50	22.62	16.06	16.89	19.27
Romania	39.26	25.86	31.83	18.74	28.92
Serbia	47.80	21.75	30.24	27.05	31.71
Slovakia	32.47	20.94	31.60	16.42	25.36
Slovenia	21.82	22.08	28.50	13.72	21.53
Spain	25.14	23.19	18.65	29.67	24.16
Sweden	21.39	19.70	10.84	38.60	22.63
Switzerland	16.93	16.60	13.69	30.98	19.55
Turkey	45.47	29.38	44.11	57.55	44.13
United Kingdom	18.45	20.37	21.83	46.50	26.79

Many European countries rank high on indices of peace, democracy, anti-corruption, human rights and access to social services, all of which provide important protection from vulnerability to exploitation. This is not consistent across Europe, with some countries, notably Kosovo, Turkey, Albania, Bosnia and Herzegovina, and Greece having a higher risk profile, reflecting high political instability, low confidence in the judicial system and high levels of crime, corruption and discrimination.

For example, in Albania and Bosnia and Herzegovina, the European Parliament has identified corruption and the judicial system as reform challenges towards accession talks within the EU.<sup>[28]</sup> In Greece, the turbulent economic situation has increased vulnerability for populations seeking employment and livelihood opportunities. In Greece, unemployment reached 24.4 percent in January 2016 with a youth unemployment rate of 51.9 percent.<sup>[29]</sup>



In 2015–2016, the European migrant crisis has politically, economically and socially strained the EU with the arrival of more than one million migrants and refugees by land and sea.<sup>[30]</sup> In the first quarter of 2016, the IOM registered the arrival of 179,614 refugees and migrants with approximately 1,232 people missing or dead.<sup>[31]</sup>

Irregular migration flows have stemmed from the Middle East and Sub-Saharan Africa. Many migrants and asylum seekers have made the dangerous journey to Europe by crossing the Aegean, Mediterranean or Alboran Seas using rubber dinghies and wooden boats, or by land through Turkey and the Western Balkans.<sup>[32]</sup> According to United Nations High Commissioner for Refugees (UNHCR) data, most of the arrivals are Syrian, Afghan, Pakistani, Eritrean and Somali nationals fleeing internal conflict and political unrest.<sup>[33]</sup>

Desperate to reach Europe, these asylum seekers and migrants have turned to people smugglers to facilitate their passage.<sup>[34]</sup>

Migrants and asylum seekers with limited resources are at high risk of being exploited by brokers, recruiters and criminals along the route. Unaccompanied minors and women are particularly vulnerable to exploitation. According to UNHCR victim testimonies, asylum seekers and migrants who have run out of money or have been robbed on the way are more likely to engage in 'survival sex' in order to pay smugglers to continue their journey.<sup>[35]</sup> In addition, cases of exploited unaccompanied Pakistani boys have been reported, where naked photographs are posted online with demands that their families send money.<sup>[36]</sup>

In 2015, approximately 70 percent of arrivals to Europe were men, and so far in 2016, this has significantly shifted to approximately 60 percent of women and children.<sup>[37]</sup> This demographic shift poses significant challenges for European governments, with responsibility to provide protection for these vulnerable groups through provision of gender appropriate services, livelihood opportunities for women, and education for children.

## GOVERNMENT RESPONSE

Western European countries typically have well-developed government responses to modern slavery. This reflects a combination of resources but also political will that has resulted in countries in the region agreeing to clear standard setting and independent monitoring efforts. For example, the Council of Europe's Group of Experts on Action against Trafficking in Human Beings (GRETA) is a monitoring and reporting mechanism that holds governments in the region accountable for their commitments under the Council of Europe *Convention on Action against Trafficking in Human Beings*. Within the region, 45 countries are signatories to the Convention indicating strong regional cooperation and commitment towards combating crimes of modern slavery.<sup>[38]</sup>

All countries in Europe criminalise modern slavery, either in their criminal codes or in specific human trafficking legislation. The Netherlands, the United Kingdom, Sweden, Portugal and Croatia have the strongest responses to modern slavery in Europe. Generally, these countries have high scores in measurements on criminal justice, victim support and addressing vulnerability to break the cycle of modern slavery.

These countries have government-funded victim support services, affordable public health care and primary school education systems, specialised anti-trafficking police units, reporting

mechanisms, general anti-trafficking police training and all are currently implementing NAPs committed to combating modern slavery, except Sweden. In the UK, the implementation of the *Modern Slavery Act* also marks progress towards strengthening legislation in combating modern slavery.

Some of the countries in Europe are more affected by corruption and complicity than others. For example, law enforcement complicity, lenient judicial rulings and a lack of victim protection in Romania continue to contribute to the exploitation of vulnerable populations. In 2015, Lithuanian police launched an investigation into the director of a state-run orphanage, allegedly operating a child sex-trafficking ring. In Bosnia and Herzegovina, local police have reportedly accepted bribes and sexual services in exchange for notifying brothel and nightclub owners in advance of police raids.

In October 2015, the UK enacted the landmark *Modern Slavery Act 2015*. This requires companies with an annual turnover of £36 million or more to report on steps they have taken to safeguard their global supply chains from modern slavery.<sup>[43]</sup> This will affect approximately 17,000 UK businesses which will impact global supply chains around the world.<sup>[44]</sup> This initiative has not yet been matched by developments in the legislation of other European countries.



*Viola Tudor, a convicted human trafficker, served his sentence at the Timisoara prison in western Romania. Sitting in a visiting room, Tudor wasn't shy about explaining his role in trafficking, claiming that he helped the girls he sold—and boasting of the monetary temptations of a product that can be sold and resold, over and over, with high profits.*

*Photo credit, Andrea Bruce/ NOOR*

GOVERNMENT RESPONSE CONT.

<i>Response rating</i>	<i>Country</i>	<i>Survivors supported</i>	<i>Criminal justice</i>	<i>Coordination &amp; accountability</i>	<i>Addressing risk</i>	<i>Government &amp; business</i>	<i>Total score</i>
A	Netherlands	74.63	79.07	87.50	99.99	0.00	78.43
BBB	United Kingdom	74.63	79.07	43.75	69.05	37.50	67.12
BBB	Sweden	72.22	62.96	75.00	73.81	0.00	65.87
BBB	Portugal	58.52	73.52	68.75	83.33	0.00	65.22
BBB	Croatia	69.63	70.19	56.25	76.19	0.00	64.50
BBB	Spain	77.04	64.07	50.00	73.81	0.00	64.09
BBB	Belgium	71.30	50.74	75.00	71.43	0.00	62.36
BBB	Norway	65.93	82.41	37.50	69.05	0.00	61.47
BBB	Austria	57.96	59.07	68.75	76.19	0.00	60.16
BB	Germany	61.67	64.81	43.75	78.57	0.00	59.60
BB	Denmark	59.81	68.52	50.00	69.05	0.00	58.31
BB	Montenegro	69.63	60.56	56.25	59.52	0.00	58.27
BB	Hungary	59.81	41.85	68.75	76.19	0.00	57.06
BB	France	52.59	76.85	43.75	69.05	0.00	55.88
BB	Ireland	69.63	71.30	18.75	61.90	0.00	55.81
BB	Switzerland	60.19	64.81	25.00	73.81	0.00	55.26
BB	Macedonia	70.37	60.19	62.50	42.86	0.00	55.16
BB	Finland	52.78	62.04	56.25	66.67	0.00	54.96
BB	Slovenia	52.04	51.30	56.25	76.19	0.00	54.80
BB	Serbia	61.67	76.67	31.25	54.76	0.00	54.40
BB	Albania	73.70	46.30	43.75	61.90	0.00	54.34
BB	Poland	46.11	47.96	68.75	76.19	0.00	53.96
BB	Latvia	58.89	50.19	43.75	71.43	0.00	53.79
BB	Czech Republic	54.81	50.74	56.25	66.67	0.00	53.19
BB	Lithuania	59.26	54.81	25.00	73.81	0.00	51.82
BB	Cyprus	54.26	74.44	18.75	61.90	0.00	50.55
B	Italy	42.59	65.93	37.50	69.05	0.00	49.44
B	Bosnia and Herzegovina	57.41	43.70	31.25	69.05	0.00	48.54
B	Kosovo	48.15	59.92	43.75	47.62	0.00	47.72
B	Slovakia	57.96	42.41	31.25	61.90	0.00	47.66
B	Turkey	57.41	47.41	37.50	52.38	0.00	47.06
B	Bulgaria	43.15	38.52	43.75	71.43	0.00	45.23
B	Iceland	45.37	52.22	37.50	45.24	0.00	42.44
B	Romania	37.59	36.85	56.25	50.00	0.00	40.52
CCC	Estonia	30.19	23.33	31.25	80.95	0.00	39.40
CCC	Greece	53.89	36.85	18.75	38.10	0.00	37.42
CCC	Luxembourg	33.15	31.67	68.75	26.19	0.00	33.81

## The Netherlands' leading response

The Government of the Netherlands' approach to addressing modern slavery is the most comprehensive in Europe and the world. The Government shows strong commitment to combating modern slavery crimes through comprehensive legislation, an independent National Rapporteur on Trafficking in Human Beings and Sexual Violence Against Children, a National Referral Mechanism and a Task Force on Human Trafficking. The mandate of the Task Force has been extended until 2017 to broaden the fight against human trafficking focusing on labour exploitation, sexual exploitation and abuse in the prostitution sector.<sup>[45]</sup>

The Dutch Government is proactive in wide-ranging efforts to prevent and identify modern slavery victims. In June 2015, the National Referral Mechanism, comprising of the Ministry of Security

and Justice, the Ministry of Public Health, Wellbeing and Sports and the Ministry of Social Affairs and Employment, established a central website to inform assistance workers, victims and members of the public.<sup>[46]</sup> The aim of the website is to educate the community, and link victims and assistance workers to relevant organisations, like shelter and care institutions or the Criminal Injuries Compensation Fund.<sup>[47]</sup>

The Netherlands currently faces the challenge of dealing with an influx of Syrian refugees, some of whom may have been subjected to forced labour or forced marriage. Between September 2015 and January 2016 around 60 Syrian child brides entered the country.<sup>[48]</sup> In 2015, the Netherlands Marechaussee arrested approximately 330 suspects, an increase of 60 compared to 2014. Around

200 suspects were arrested during Mobile Security Monitoring Checks (MTVs), 25 percent of whom had Dutch nationality, 15 percent of whom had Syrian nationality.<sup>[49]</sup> In 2015, the government also reported they would increase the available prison sentence for human trafficking from four to six years.<sup>[50]</sup>

The Netherlands recognises the centrality of cooperating with source and transit countries. The government has made agreements with Hungary, Bulgaria and Romania to combat the structure of trafficking and the investigation of specific cases.<sup>[51]</sup> In 2016, Project TeamWork!, a joint project between the Netherlands, Luxembourg, Slovakia and Malta, launched a manual for experts on cooperation against trafficking in human beings for labour exploitation.<sup>[52]</sup>

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## Company reporting requirements under UK *Modern Slavery Act 2015*

In 2015, the UK Parliament passed the *Modern Slavery Act*. One of the innovations of this legislation is a requirement that British companies with a turnover of £36 million or more are required to publish a statement detailing what steps—if any—are taken to eradicate slavery within their business and supply chains.

It is currently impossible to tell categorically how many companies have complied because there is no central register of these reports. The Business & Human Rights Resource Centre (BHRRRC) has maintained an informal register; as of 1 March 2016, 83 companies have provided statements.<sup>[53]</sup> While Ergon found 100 companies had reported as of 15 March 2016.<sup>[54]</sup>

The companies that have made statements are diverse and include famous national fashion brands such as Jigsaw, tea suppliers, construction organisations and

manufacturers, recruitment agencies, and even the Birmingham Airport. There are even statements from three companies who were not required to report.

However, merely issuing a statement does not fulfil the requirements under s54 of the *Modern Slavery Act* by default. To comply with the Act, this statement must be signed by a company director or equivalent, and have a URL link from the company's website.

Notably, only 22 of the 83 statements that appear on the BHRRRC site meet both the legal requirements under the Act—therefore, less than 27 percent of the published statements comply with the Act's basic requirements. Further, only nine statements met both these requirements and provided further information on six suggested criteria under s54(5) of the Act. Interestingly, the statement released by the Birmingham

Airport was not signed by a director or equivalent as required under s54(6); however, it did contain a link per s54(7). The statement from Jigsaw did not fulfil either legal requirement, nor did it report on the criteria suggested.

These initial findings point to a clear step that can be taken by the government to improve the reporting requirement. The difficulty uncovering which companies have reported suggests the need for a central register which members of the public can access. If the Act relies on consumer pressure to drive corporate action, then consumers must have access to the information.

For more information on the requirements of the *Modern Slavery Act 2015*, please see [www.legislation.gov.uk/ukpga/2015/30/contents/enacted](http://www.legislation.gov.uk/ukpga/2015/30/contents/enacted)

# RUSSIA AND EURASIA



Estimated Number Enslaved  
**2,809,700**

Regional Proportion of Global Number  
**6.1%**

Average Government Response Rating  
**38.1/100**

Average Vulnerability Score  
**37.0%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	Uzbekistan	3.973	1,236,600	31,125,000
2	Russia	0.732	1,048,500	143,335,000
3	Tajikistan	0.638	54,100	8,482,000
4	Ukraine	0.467	210,400	45,064,000
4	Kazakhstan	0.467	81,600	17,488,000
4	Azerbaijan	0.467	45,000	9,635,000
4	Belarus	0.467	44,600	9,550,000
4	Kyrgyzstan	0.467	27,700	5,934,000
4	Georgia	0.467	20,900	4,487,000
4	Armenia	0.467	14,100	3,018,000
5	Turkmenistan	0.295	15,800	5,374,000
5	Moldova	0.295	10,400	3,538,000

Cases of state-sponsored forced labour have been documented in several countries in the Eurasia region. According to some reports, there are up to 20,000 North Korean workers in Russia, working in the construction industry, oil refineries, lumber, roads and waterways.<sup>[1]</sup> While these positions are said to be highly sought after in North Korea (with some people reportedly paying bribes to get these roles), workers in these positions are tightly controlled and are required to pay at least 90 percent of any wages to the North Korean state. In some cases, workers are not paid wages at all; instead, they are paid in kind through the provision of daily meals.<sup>[2]</sup> Testimony from workers suggests that citizens are not able to take these positions unless they have at least two children in North Korea,<sup>[3]</sup> indicating an implicit threat of retribution against family members.

**The Governments of both Turkmenistan and Uzbekistan reportedly subject their citizens to forced labour during annual agricultural harvests. While it is impossible to verify with any precision the scale of these practices, it is reported that in Turkmenistan, tens of thousands were forced to work in the cotton sector.<sup>[4]</sup>**

Similarly in Uzbekistan, it is estimated that more than one million<sup>[5]</sup> people worked in the cotton sector, and there are conflicting reports about the levels of forced labour. According to NGO reports, regional production quotas are enforced by local authorities who achieve compliance through appeals to the national good but also through threats related to the termination of employment,<sup>[6]</sup> heavy fines,<sup>[7]</sup> debt bondage,<sup>[8]</sup> asset confiscation<sup>[9]</sup> and police intimidation.<sup>[10]</sup> This stands in contrast to findings by the International Labour Organization which, in response to a request for monitoring by the World Bank of specific projects, found no conclusive evidence of forced labour practices in

World Bank beneficiary projects but did note that, "worrying reports were received from other sources which have reported forced labour practices, and of harassment and threats to people conducting their own monitoring."<sup>[11]</sup> The International Labour Organization has developed a Decent Work Country Programme with the government of Uzbekistan, being implemented from 2014–2016. This includes a survey of working conditions in the cotton harvest, a review of national legislation and practice, and capacity building for law enforcement and labour inspectors.<sup>[12]</sup>

Reports suggest instances of forced labour and recruitment of children for armed conflict in the Ukraine. Citizens of occupied territories (such as Donetsk) have been detained for minor public order offences and forced to participate in 'punishment brigades'.<sup>[13]</sup> These have involved war-related duties such as filling sandbags and digging trenches in direct exposure to the ongoing conflict.<sup>[14]</sup> Concerns have also been raised about the use of child soldiers in the region. Images released by Russian media have shown a 15-year-old squad leader posing in front of a captured tank,<sup>[15]</sup> and Ukrainian media has documented the wounding of a 17-year-old combatant.<sup>[16]</sup> The boy told media, "it's not a person's age that matters here, but how prepared they are to fight for their country".<sup>[17]</sup>

Cases of forced labour have been identified within the large populations of migrant workers existing with the region. In Kazakhstan, sectors implicated include the construction,<sup>[18]</sup> hospitality<sup>[19]</sup> and domestic sectors.<sup>[20]</sup> Other documented cases involve the use of wage-related deception to keep migrants in exploitative conditions,<sup>[21]</sup> where they were coerced through the use of physical<sup>[22]</sup> and psychological abuse.<sup>[23]</sup> In Armenia, forced labour cases have been identified in the agricultural,<sup>[24]</sup> construction<sup>[25]</sup> and trade sectors.<sup>[26]</sup> A 2015 study of forced labour in Armenia did not document evidence of explicit threats, but it did document deception and the confiscation of documents.<sup>[27]</sup>

In some countries within the region, the issue of forced marriage, including through traditional practices of bride kidnapping, has reportedly made a resurgence. It is estimated that 11,800 women are subjected to bride kidnapping each year in Kyrgyzstan.<sup>[28]</sup> Nationals from countries in the Eurasia region fall within the top 10 group of countries of origin for victims of trafficking identified by national authorities in the EU.<sup>[29]</sup> Russia is the fifth largest country in this category and Ukraine is seventh.<sup>[30]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Armenia	53.66	27.38	42.63	24.90	37.14
Azerbaijan	68.90	28.23	28.17	23.05	37.09
Belarus	58.41	20.48	35.88	23.80	34.64
Georgia	51.00	28.43	35.95	24.42	34.95
Kazakhstan	59.05	22.08	28.19	22.12	32.86
Kyrgyzstan	54.16	28.33	36.37	21.88	35.18
Moldova	47.52	28.20	38.04	14.41	32.04
Russia	57.21	18.47	40.66	57.47	43.45
Tajikistan	62.85	37.62	41.68	27.53	42.42
Turkmenistan	68.14	28.65	43.34	9.22	37.34
Ukraine	61.97	21.39	35.80	43.41	40.64
Uzbekistan	74.62	28.35	32.09	12.14	36.80

Given the ongoing conflict in Ukraine, forced migration remains a significant trend. The Ukrainian civil conflict led to the displacement of at least one million people.<sup>[31]</sup> Most were women and children fleeing from Crimea, Donetsk and other eastern regions.<sup>[32]</sup> Upon arrival in the West, they lacked employment prospects, financial resources and social services.<sup>[33]</sup> Indeed, many health services were closed due to the war effort and no department has taken clear responsibility for protecting the displaced.<sup>[34]</sup> The men who stayed behind to defend their property were also vulnerable to forced military service<sup>[35]</sup> and forced labour to support the war efforts of pro-Russian rebels.<sup>[36]</sup>

There are also extensive labour migration movements both from and within this region. Kazakhstan is a popular destination for labour migrants particularly from Uzbekistan, as it offers higher wages than neighbouring countries, visa-free entry and has a similar language.<sup>[37]</sup>

**It is reported that labour migrants experience routinely poor living and working conditions in Kazakhstan, with an estimated 20 percent of workplaces having no amenities such as drinking water, toilets or a place to eat.**

Accommodation provided or found by employers or recruiters is overcrowded, averaging 5.6 people per room but sometimes up to 40 people per room.<sup>[38]</sup> Russia is the second largest destination country for migrants in the world, hosting more than 11 million migrants.<sup>[39]</sup> Many migrants continue onto Russia as it offers higher wages than Kazakhstan.

With high levels of unskilled labour migration to the Russian Federation comes accompanying vulnerability to exploitation.<sup>[40]</sup> High population growth and limited job opportunities<sup>[41]</sup> in former Soviet states such as Kazakhstan, Uzbekistan and the Kyrgyz Republic<sup>[42]</sup> encouraged migrants to emigrate.<sup>[43]</sup> Such migrants are known to work in the shadow economy,<sup>[44]</sup> which is concerning yet unsurprising given tighter immigration restrictions in the Russian Federation.<sup>[45]</sup> Approximately 40 percent of the migrants lived in overcrowded, poorly maintained residences such as trailers and abandoned factories,<sup>[46]</sup> exacerbating pre-existing ethnic conflicts.<sup>[47]</sup>

There have been widespread reports of public and institutional xenophobia from within the Russian Federation.<sup>[48]</sup> These attitudes have manifested in the form of illegal (yet administratively endorsed) 'volunteer squads' to track down illegal migrants,<sup>[49]</sup> anti-foreigner riots<sup>[50]</sup> and allegations of beatings orchestrated by police and extremist members of the public.<sup>[51]</sup> Such abuses were alleged to be met with impunity by the legal system, owing to both a fear of reprisal<sup>[52]</sup> and an absence of effective prosecution.<sup>[53]</sup>

Despite their desire to create a better life for their families, currency instability led to economic uncertainty in Central Asian countries of origin. Remittances sent to families were typically transferred in small denominations of rubles.<sup>[54]</sup> Since the ruble exchange rate was less stable than other currencies during the reporting period,<sup>[55]</sup> the remittance system adversely affected the economic outlook of some countries, such as the Kyrgyz Republic and Tajikistan.<sup>[56]</sup>

## IOM VICTIM SUPPORTED DATA 2015

The International Organisation for Migration (IOM) is the largest provider of services to victims of human trafficking across the globe. In 2015, an estimated 7,000 victims of trafficking were assisted by the Organisation in 117 countries of destination. The Organisation also collected in-depth information for 4,858 newly-identified victims of trafficking from 65 countries of nationality, in 59 countries of destination/identification. This detailed data is recorded

in IOM's web-based case management system (MiMOSA). This is the source of information presented below.

The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in Russia and Eurasia.

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

### Victims Supported by IOM in Russia & Eurasia in 2015



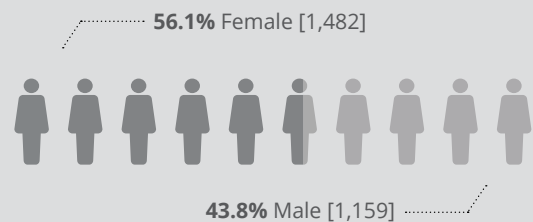
Number of victims **2,643**  
 Percent of IOM Global Total **54.4%**

### Age of Victims at Time of Assistance

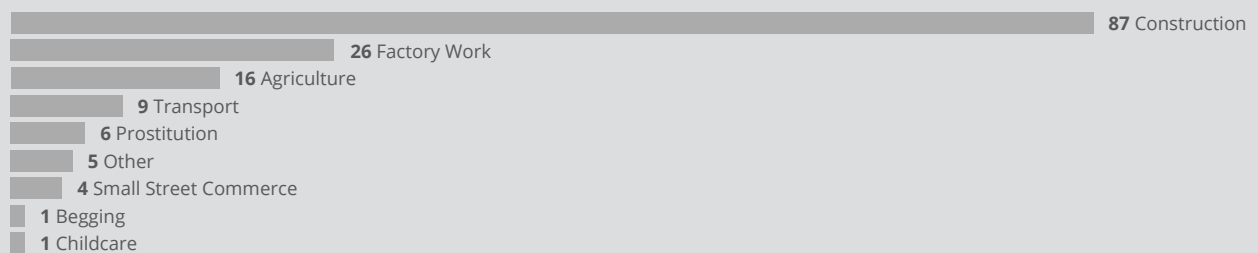


Approximately **50%** of all victims were aged between **20 and 37**

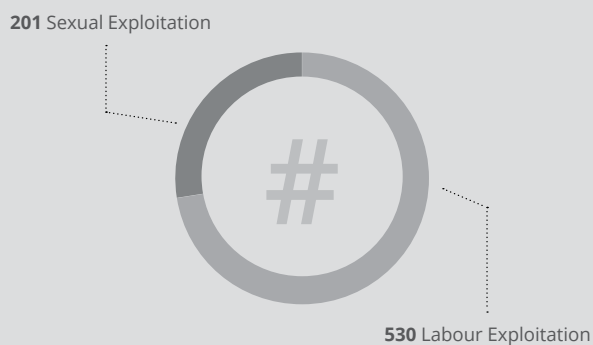
### Gender Breakdown



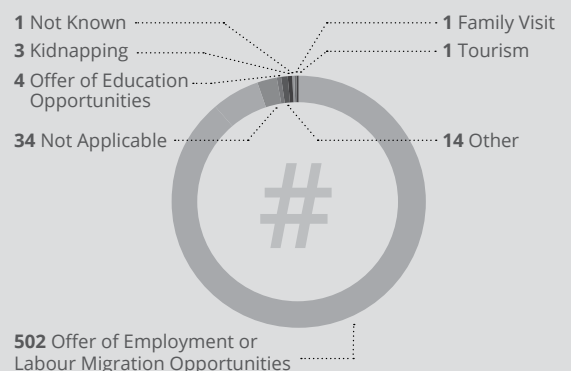
### Sector of Exploitation\* (These categories are not mutually exclusive)



### Types of Exploitation\* (number)



### Mode of Entry into Trafficking\* (number)



## GOVERNMENT RESPONSE

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
BB	Georgia	67.59	58.70	56.25	59.52	0.00	57.22
BB	Moldova	55.56	57.59	50.00	64.29	0.00	52.41
B	Ukraine	62.04	47.78	12.50	61.90	0.00	46.44
B	Armenia	48.33	49.81	56.25	50.00	0.00	45.75
CCC	Azerbaijan	28.33	60.37	18.75	57.14	0.00	38.01
CCC	Tajikistan	41.99	34.44	25.00	54.76	0.00	36.14
CCC	Belarus	35.37	26.11	43.75	52.38	0.00	34.31
CCC	Kyrgyzstan	27.96	35.74	37.50	50.00	0.00	33.50
CCC	Kazakhstan	38.33	44.07	18.75	35.71	0.00	32.37
CC	Russia	21.48	28.33	12.50	61.90	0.00	28.24
CC	Uzbekistan	24.26	23.70	18.75	52.38	0.00	26.65
CC	Turkmenistan	14.81	35.74	12.50	54.76	0.00	25.90

With the exception of Georgia and Moldova, responses to modern slavery within this region are still in their infancy. Georgia and Moldova were the only countries to score above 50 percent for a government response, with Georgia ranking number 18 in the world on its government responses to modern slavery (a BB rating) and Moldova at number 36 (also a BB rating).

**One of the many innovations in Moldova is its Centre for Combating Trafficking in Persons, established in 2006 under the Ministry of Interior. The Centre has the status of a directorate, which, by law, has the mission to investigate and prosecute human trafficking crimes and other related crimes.<sup>[57]</sup>**

Half of the countries in this region have conducted modern slavery awareness-raising activities since 2010. These campaigns were only conducted systematically in two countries. In Georgia, awareness-raising media was broadcast between 2012 and 2014.<sup>[58]</sup> In Armenia, an anti-trafficking hotline has regularly been promoted since 2007.<sup>[59]</sup> All countries except Turkmenistan operated some form of public reporting mechanism. All countries except Azerbaijan and Uzbekistan have carried out anti-trafficking training for front-line police officers.

Victim support services of some kind were available in each country in the Eurasia region, with most governments contributing financially to their running costs (the exceptions being Russia and Turkmenistan). However, services typically concentrate on women's needs only and half of the countries in this region do not have services for men. Victim referral mechanisms existed in only four countries and actual evidence of referral was only found in Georgia. This scheme was set up by the government of Georgia's Council on Trafficking in Human Beings<sup>[60]</sup> and includes free translation services,<sup>[61]</sup> legal counsel<sup>[62]</sup> and access to social programmes.<sup>[63]</sup>

Legislative efforts to criminalise modern slavery in Eurasia are further behind than other regions. While nine of the 12 countries had criminalised human trafficking, only four have laws that criminalise forced labour and forced marriage, and three countries have specifically criminalised slavery and the use of children in armed conflict. Russia was the only country in the region to adequately criminalise child prostitution. Where laws exist, punishments vary: for example, trafficking can be punished by a temporary disqualification from positions of authority in Georgia, and child prostitution can be punished by community service in Kazakhstan.<sup>[64]</sup> While all countries except Russia and Belarus allowed victims to participate in the legal process, only Azerbaijan, Georgia, Kyrgyzstan, Moldova, Turkmenistan and Uzbekistan recognised in legislation that survivors of slavery are not criminals for crimes committed under the control of perpetrators.

Only four countries in this region—Armenia, Azerbaijan, Georgia and Moldova—had an NAP to coordinate efforts on modern slavery issues and no country provided adequate funding for these plans. While all countries are part of a regional body which takes action on trafficking issues, once again, only four countries signed bilateral agreements with countries of origin or destination. It was, therefore, unsurprising to see evidence of modern slavery victims being deported in Azerbaijan, Kazakhstan, Russia, Ukraine and Uzbekistan. Official complicity in modern slavery cases was found in all countries except Georgia. For instance, in Moldova, the head of a human rights organisation was arrested for subjecting children to forced begging.<sup>[65]</sup> Similarly, there are allegations that Kyrgyzstan's police have extorted and sexually-abused victims of child sex trafficking.<sup>[66]</sup> No investigations have occurred in relation to these incidents.<sup>[67]</sup>

Though labour protection theoretically extends to all workers in 11 of the 12 countries, in reality, this was not the case for Armenia, Azerbaijan, Belarus, Kazakhstan and Kyrgyzstan. Indeed, state-sanctioned forced labour continued to exist in Belarus, Russia, Tajikistan, Turkmenistan and Uzbekistan.





*Child carrying cotton in Dashoguz region, Turkmenistan, October 2015. Government-led forced labour of parents to fulfill harvest quotas resulted in children picking cotton in at least one area, the Boldumasaz district of Dashoguz region.*

*Photo credit, Ruslan Matiyev of Alternative Turkmenistan News (ATN)*

# SUB-SAHARAN AFRICA



Estimated Number Enslaved

**6,245,800**



Regional Proportion of Global Number

**13.6%**



Average Government Response Rating

**28.2/100**



Average Vulnerability Score

**47.3%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	Democratic Republic of the Congo	1.130	873,100	77,267,000
1	Sudan	1.130	454,700	40,235,000
1	South Sudan	1.130	139,400	12,340,000
1	Somalia	1.130	121,900	10,787,000
1	Central African Republic	1.130	55,400	4,900,000
2	Mauritania	1.058	43,000	4,068,000
3	Gambia	0.878	17,500	1,991,000
4	Madagascar	0.674	163,400	24,235,000
4	Malawi	0.674	116,100	17,215,000
4	Zambia	0.674	109,300	16,212,000
4	Sierra Leone	0.674	43,500	6,453,000
4	Eritrea	0.674	35,300	5,228,000
4	Namibia	0.674	16,600	2,459,000
4	Lesotho	0.674	14,400	2,135,000
4	Swaziland	0.674	8,700	1,287,000
5	Tanzania	0.638	341,400	53,470,000
5	Angola	0.638	159,700	25,022,000
5	Ivory Coast	0.638	144,900	22,702,000
5	Niger	0.638	127,000	19,899,000
5	Burkina Faso	0.638	115,600	18,106,000
5	Zimbabwe	0.638	99,600	15,603,000
5	Chad	0.638	89,600	14,037,000
5	Guinea	0.638	80,500	12,609,000
5	Rwanda	0.638	74,100	11,610,000
5	Burundi	0.638	71,400	11,179,000
5	Togo	0.638	46,600	7,305,000
5	Republic of the Congo	0.638	29,500	4,620,000
5	Liberia	0.638	28,700	4,503,000
6	Uganda	0.626	244,400	39,032,000
6	Cameroon	0.626	146,100	23,344,000
6	Mali	0.626	110,200	17,600,000
7	Guinea-Bissau	0.620	11,400	1,844,000
8	Mozambique	0.520	145,600	27,978,000
8	Senegal	0.520	78,700	15,129,000
8	Botswana	0.520	11,800	2,262,000
8	Djibouti	0.520	4,600	888,000
9	Nigeria	0.481	875,500	182,202,000
10	South Africa	0.453	248,700	54,954,000
10	Cape Verde	0.453	2,400	521,000
11	Ethiopia	0.414	411,600	99,391,000
12	Kenya	0.410	188,800	46,050,000
13	Ghana	0.377	103,300	27,410,000
14	Benin	0.295	32,100	10,880,000
14	Gabon	0.295	5,100	1,725,000
14	Equatorial Guinea	0.295	2,500	845,000
15	Mauritius	0.165	2,100	1,265,000

In 2016, the estimates of modern slavery in Sub-Saharan Africa accounted for approximately 13.6 percent of the world's total enslaved population. Within the region, Central African Republic, Democratic Republic of the Congo, Somalia, South Sudan, Sudan and Mauritania have the highest rates of modern slavery. As evident from surveys conducted in Ghana, Nigeria, South Africa and Ethiopia by Walk Free Foundation, slavery in Sub-Saharan Africa takes the form of forced labour and forced marriage. In Ghana, survey results suggest that there are an estimated 103,300 people enslaved in that country, of which 85 percent are in forced labour, and 15 percent are in forced marriage. For forced labour, the main industries of concern are farming and fishing, retail sales and then manual labour and factory work. In Nigeria, survey results suggest that forced labour is predominantly within the domestic sector, although it was impossible to survey in three regions due to high conflict. In South Africa, the industries most reported in the survey include the commercial sex industry, manual labour industries such as construction, manufacturing and factory work, and drug trafficking.

There is evidence that the governments of Eritrea and Swaziland actively sanctioned the use of forced labour. In Swaziland, a practice of 'royal tribute labour' exists whereby royal chiefs are alleged to enforce forced labour projects such as cattle herding.<sup>[1]</sup> Indeed, the government attempted to backtrack on its intentions when its use of unpaid child labour was reported by international media.<sup>[2]</sup>

Eritrea, on the other hand, operates a national service programme which amounted to forced labour.<sup>[3]</sup> Officially, this is only intended to last for one year, but there are reports detailing that, in some cases, service is effectively indefinite.<sup>[4]</sup> These conditions are so prevalent that the UNHCR has recommended that Eritrean draught evaders be considered refugees.<sup>[5]</sup> While the United Kingdom previously recommended that all Eritrean draught evaders who fled illegally should be granted asylum,<sup>[6]</sup> this policy was changed in 2015 to reflect greater leniency shown towards returnees.<sup>[7]</sup>

The prevalence of commercial sexual exploitation is witnessed across the region; however, it is particularly prevalent where internal violence and political instability coexist. This is the case in South Sudan, where safe zones for refugees have become 'rape camps'<sup>[8]</sup> where soldiers are reported to be remunerated for fighting by raping women and girls.<sup>[9]</sup> News media outlets also suggest that government forces in South Sudan kidnap women and girls<sup>[10]</sup>—from April to September 2015, charities working on the ground estimated 1,300 women and girls were raped while 1,600 were abducted in three counties.<sup>[11]</sup> Women and children from Ethiopia and Eritrea are also subject to commercial sexual exploitation abroad, with cases reported in the Middle East.<sup>[12]</sup>

The exploitation of children is prevalent in the region. In Ghana, it is estimated that 21,000 child slaves currently work in the Ghanaian fishing industry along Lake Volta and its surrounds.<sup>[13]</sup> The United Nations Office on Drugs and Crime (UNODC) found that in 2014, human trafficking in the Sub-Sahara typically targeted women and children;<sup>[14]</sup> however, men were also at risk albeit to a lesser extent.<sup>[15]</sup> This study also found that Sub-Saharan Africa has the largest share of child trafficking in the world.<sup>[16]</sup> In Togo, for instance, poverty<sup>[17]</sup> and a lack of education<sup>[18]</sup> pushed

parents to entrust their children to trafficking intermediaries;<sup>[19]</sup> typically a friend or relative of the victim.<sup>[20]</sup> Once in their care, the children were transferred to sites of exploitation.<sup>[21]</sup> For girls, this typically involved forced domestic work and sexual exploitation. For boys, this typically involved forced labour in the agriculture industry.<sup>[22]</sup> In Burundi, similar factors enabled the sex trafficking of young girls.<sup>[23]</sup> In Guinea-Bissau and the region surrounding Senegal, families send their children to become *talibés*<sup>[24]</sup>—students of a religious teacher, known as a *marabout*.<sup>[25]</sup> There is evidence that traffickers exploit this tradition as a means of trafficking children and subjecting them to forced begging.<sup>[26]</sup> Recent findings suggesting that Senegal has over 30,000 exploited *talibés* in the Dakar region alone.<sup>[27]</sup>

While there have been positive developments on reducing the use of children in armed conflict within Sub-Saharan Africa, the issue of child soldiers remains a problem across the region. In the Democratic Republic of Congo (DRC), children continue to be recruited by armed groups. In 2015, the United Nations documented evidence that 241 child soldiers were recruited,<sup>[28]</sup> 80 were killed<sup>[29]</sup> and 92 were maimed in DRC.<sup>[30]</sup> The recruitment of children into armed conflict reflects wider social and economic issues, as children often enlisted voluntarily for protection and financial stability.<sup>[31]</sup>

In the Central African Republic, it is estimated that 6,000–10,000 children remain involved with military forces.<sup>[32]</sup> Despite the release of 300 children following pledges to cease the use of child soldiers,<sup>[33]</sup> there are fears that this development may be short-lived due to ongoing aggression in the region.<sup>[34]</sup> Similarly, while Chad officially ceased using children in its armed forces in 2014,<sup>[35]</sup> there is evidence that it has failed to implement its own protocols on the handover of previously recruited children.<sup>[36]</sup>

Madagascar, Malawi, Zambia, Guinea, Sierra Leone and Eritrea are within the top 20 countries for child marriage worldwide.<sup>[37]</sup>

Early marriage remained a significant problem in the region, with UNICEF predicting that half of the world's child brides in 2050 will be African.<sup>[38]</sup>

Despite progress in the North African region,<sup>[39]</sup> the Sub-Sahara failed to achieve similar results.<sup>[40]</sup> In fact, a doubled rate of reduction of child marriage would not be enough for absolute numbers to decrease in the Sub-Sahara.<sup>[41]</sup> The interplay of conflict and marriage is significant with the Central African Republic experiencing a significant number of internally-displaced people<sup>[42]</sup> and the second highest rate of child marriage in the region.<sup>[43]</sup> Broader economic conditions have varied, but with ultimately disappointing effects on child marriage. While unemployment and reduced wealth led men to marry later, this effect was not observed in women.<sup>[44]</sup> Similarly, the decreased availability of 'economically desirable' men did not appear to discourage child marriage.<sup>[45]</sup> Rather, poverty and education remained the most significant predictors of progress in this area.<sup>[46]</sup>

IOM VICTIM SUPPORTED DATA 2015

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The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in Sub-Saharan Africa.

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

Victims Supported by IOM in Sub-Saharan Africa in 2015



Number of victims

88

Percent of IOM Global Total

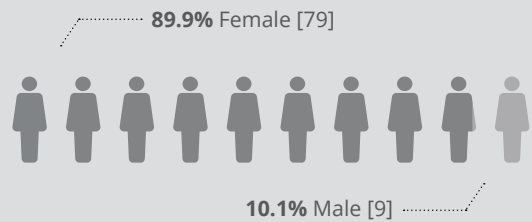
1.8%

Age of Victims at Time of Assistance



Approximately 50% of all victims were aged between 17 and 27

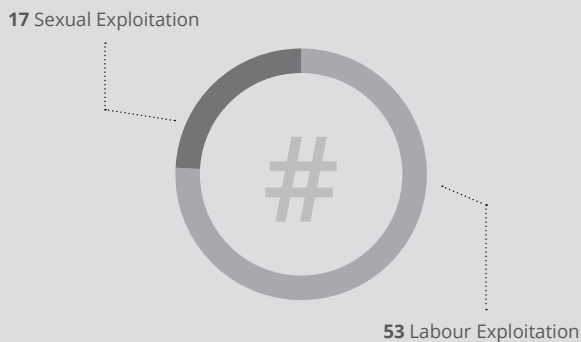
Gender Breakdown



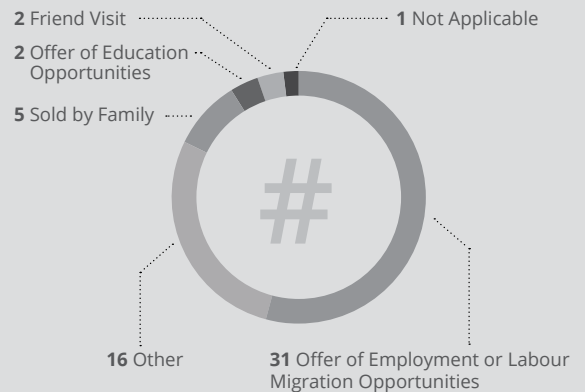
Sector of Exploitation\* (These categories are not mutually exclusive)



Types of Exploitation\* (number)



Mode of Entry into Trafficking\* (number)



## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Angola	56.32	49.54	45.95	25.02	44.21
Benin	46.95	36.52	39.70	14.90	34.52
Botswana	37.25	42.82	46.38	19.21	36.42
Burkina Faso	59.55	40.77	40.73	25.98	41.76
Burundi	64.08	52.22	51.40	37.17	51.22
Cameroon	61.31	43.37	47.95	52.51	51.29
Cape Verde	33.33	20.30	55.40	36.34	36.34
Central African Republic	83.67	48.67	85.43	62.21	70.00
Chad	70.47	49.96	47.98	40.94	52.34
Democratic Republic of the Congo	78.42	56.33	56.72	82.43	68.48
Djibouti	49.13	43.61	55.25	32.42	45.10
Equatorial Guinea	56.66	40.62	46.38	1.00	36.16
Eritrea	59.44	51.05	62.88	24.82	49.55
Ethiopia	59.75	54.68	34.16	59.77	52.09
Gabon	51.58	31.51	42.38	16.97	35.61
Gambia	59.30	29.27	74.18	22.63	46.35
Ghana	51.89	38.42	47.45	28.26	41.51
Guinea	66.89	41.58	52.68	28.67	47.45
Guinea-Bissau	62.08	40.50	70.25	22.47	48.82
Ivory Coast	62.07	38.72	46.22	33.45	45.11
Kenya	54.53	52.84	46.75	72.28	56.60
Lesotho	40.33	52.26	68.23	9.58	42.60
Liberia	57.93	44.62	44.45	29.43	44.11
Madagascar	50.37	50.87	52.86	15.99	42.52
Malawi	54.63	56.74	47.78	21.06	45.05
Mali	64.04	34.08	31.69	57.41	46.80
Mauritania	65.96	40.54	49.85	30.74	46.77
Mauritius	29.24	24.49	26.58	1.00	20.33
Mozambique	39.91	48.46	54.40	35.86	44.65
Namibia	39.00	43.68	51.42	18.27	38.09
Niger	57.70	48.17	42.13	40.38	47.10
Nigeria	60.94	47.84	59.76	80.84	62.34
Republic of the Congo	65.17	44.69	52.43	28.94	47.81
Rwanda	55.44	47.65	46.23	42.00	47.83
Senegal	44.97	42.31	36.96	35.48	39.93
Sierra Leone	50.57	53.29	41.72	17.70	40.82
Somalia	73.03	64.82	55.97	74.46	67.07
South Africa	40.27	43.06	58.30	41.84	45.87
South Sudan	74.73	50.70	60.80	76.15	65.59
Sudan	80.64	54.12	46.18	85.04	66.49
Swaziland	57.69	53.88	67.33	15.39	48.57
Tanzania	51.66	54.67	47.66	40.46	48.61
Togo	64.78	39.82	47.78	24.09	44.12
Uganda	54.89	52.18	39.45	48.73	48.81
Zambia	45.10	58.76	50.03	24.46	44.59
Zimbabwe	60.28	52.25	48.92	26.78	47.06

Modern slavery in Sub-Saharan Africa was enabled by economic conditions, violent conflict and territorial displacement, in addition to widespread humanitarian and environmental crises.<sup>[47]</sup>

**The escalation of violence in Nigeria following the Boko Haram conflict<sup>[48]</sup> has had widespread effects on Nigeria and across the region, particularly in Cameroon where refugees fleeing conflict have sparked a humanitarian crisis.<sup>[49]</sup>**

As of February 2016, 2.5 million people were displaced as a result of the conflict and 20,000 people have been killed.<sup>[50]</sup> Conflict is also prevalent in Chad and Cameroon, where Boko Haram is also active in creating violent conflicts, and in recruiting young entrepreneurs through predatory loans.<sup>[51]</sup>

Displacement increases the risk of internal trafficking. In Burundi, politically-motivated violence associated with President Pierre Nkurunziza's third term has led to the displacement of at least 145,000 people.<sup>[52]</sup> The ongoing conflict in Somalia<sup>[53]</sup> and Rwanda<sup>[54]</sup> similarly continued to create vulnerability through displacement. Due to the ongoing civil war in the Central African Republic, approximately one-quarter of the country's population have been internally displaced and approximately 450,000 remain displaced.<sup>[55]</sup> Displaced children, in particular, are at risk of domestic servitude, forced labour in agricultural industries and commercial sexual exploitation in the cities.<sup>[56]</sup> Continuing unrest in the DRC has left 2.8 million people displaced<sup>[57]</sup> and at risk of exploitation by armed groups in forced labour and compulsory military service.<sup>[58]</sup> Homeless children in the state-controlled capital of Kinshasa in the DRC were also at risk of domestic servitude, forced begging and commercial sexual exploitation.<sup>[59]</sup>

Slowed economic growth<sup>[60]</sup> and a failure to invest in domestic employment<sup>[61]</sup> pushed citizens from central and western states of Sub-Saharan Africa to seek work in Europe and the Middle East.<sup>[62]</sup> These factors created the perfect conditions for internal and transnational exploitation, as individuals migrating from poverty-stricken rural areas to cities in search of employment were left vulnerable to exploitative labour conditions<sup>[63]</sup> and persons abandoning their home countries often took dangerous migratory paths which also increased the risk of exploitation.

## GOVERNMENT RESPONSE

Government responses to modern slavery in Sub-Saharan Africa were characterised by inadequate victim protection and a lack of coordination between government agencies and NGO bodies. Somalia,<sup>[78]</sup> the Democratic Republic of Congo,<sup>[79]</sup> Sudan<sup>[80]</sup> and Chad<sup>[81]</sup> faced severe political instability and internal violence, including losing control of areas within their borders, consequently reducing their capacity to combat modern slavery. In Somalia, the government only controlled the capital of Mogadishu and a small number of surrounding areas.<sup>[82]</sup> Consequently, reliable data on the steps taken by the government to combat modern slavery was unavailable.

The critical migratory paths through and from Sub-Saharan Africa are affected by violence and lawlessness; Migrants travelling to Saudi Arabia through Yemen were misinformed about the extent of the conflict.<sup>[64]</sup> Internal conflict and terrorist attacks left many stranded in the country<sup>[65]</sup> and vulnerable to exploitation. Abduction and trafficking were also common along the Red Sea coast leading there, especially in lawless regions of eastern Sudan<sup>[66]</sup> and along the Ethiopian/Eritrean border.<sup>[67]</sup> Trafficking from, through and to Somalia has also been widely reported.<sup>[68]</sup> While some of these victims are destined for the Middle East and Europe,<sup>[69]</sup> there are reports that children fleeing the Yemeni conflict have been transported to Kenya for the purpose of sexual exploitation.<sup>[70]</sup>

While migrants had previously attempted to reach Europe through Egypt and Israel, both countries have tightened border security.<sup>[71]</sup> Consequently, Mediterranean routes to Italy and the Baltic states through Libya became more popular.<sup>[72]</sup> This region is still experiencing significant instability after the ousting of Muammar Gaddafi in 2011.<sup>[73]</sup> Since the Islamic State occupied the southern city of Sirte, it and the transitional government have been fighting for control over the country.<sup>[74]</sup>

**Within Libya, virtual lawlessness, large populations of vulnerable migrant workers wanting to travel on to Europe willing to work to earn their passage, and xenophobia towards Sub-Saharan migrants<sup>[75]</sup> allowed trafficking networks to operate without fear of prosecution.**

A pervading culture of family-orientated collectivism, in which gender roles are rigid and seniority is highly revered<sup>[76]</sup> persists in many countries across the region. Interactions between these values, geopolitical conditions and economic factors contribute to the relative stability of forced and child marriage. Renewed conflict and internal displacement created a need for physical and economic security—conditions frequently cited to justify child marriage.<sup>[77]</sup>

Despite 33 of the 45 countries in Sub-Saharan Africa running campaigns against known modern slavery risks since 2010, few have raised awareness on methods to identify victims. The only country to make this an annual practice was Burundi, whose Children and Ethics Brigade ran anti-trafficking awareness programmes from at least 2011 to 2014.<sup>[83]</sup> While 28 countries provided a mechanism to report modern slavery, less than half covered all demographics and even fewer had evidence of translation services. Comprehensive reporting mechanisms were only provided in South Africa and Lesotho.

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
B	Nigeria	50.74	59.63	50.00	45.24	0.00	47.54
B	Uganda	50.93	50.19	37.50	59.52	0.00	47.36
B	South Africa	38.89	55.74	31.25	64.29	0.00	43.98
B	Sierra Leone	44.44	45.56	43.75	54.76	0.00	42.99
B	Mozambique	53.89	50.56	12.50	47.62	0.00	40.85
B	Benin	38.70	20.56	56.25	66.67	0.00	40.55
B	Senegal	49.63	32.59	25.00	54.76	0.00	40.20
CCC	Burkina Faso	47.41	30.56	37.50	42.86	0.00	37.86
CCC	Rwanda	30.93	45.19	31.25	54.76	0.00	36.78
CCC	Lesotho	31.48	25.74	50.00	59.52	0.00	36.66
CCC	Ethiopia	21.30	33.33	62.50	52.38	0.00	35.01
CCC	Djibouti	25.00	28.89	37.50	59.52	0.00	34.46
CCC	Cameroon	30.37	33.89	37.50	47.62	0.00	34.29
CCC	Ivory Coast	37.96	30.19	50.00	30.95	0.00	33.55
CCC	Zambia	33.89	29.81	43.75	38.10	0.00	33.06
CCC	Gambia	22.59	35.19	37.50	45.24	0.00	31.47
CCC	Namibia	28.15	22.04	31.25	52.38	0.00	31.33
CCC	Mauritius	34.44	27.41	18.75	45.24	0.00	30.93
CCC	Liberia	27.22	27.41	31.25	50.00	0.00	30.59
CCC	Swaziland	36.30	22.04	37.50	42.86	0.00	30.46
CC	Gabon	30.00	24.26	25.00	45.24	0.00	29.72
CC	Tanzania	27.04	26.48	25.00	47.62	0.00	28.84
CC	Chad	26.85	12.04	31.25	52.38	0.00	28.77
CC	Ghana	22.04	30.19	25.00	45.24	0.00	28.43
CC	Madagascar	31.30	14.44	31.25	42.86	0.00	27.33
CC	Botswana	24.81	14.81	37.50	42.86	0.00	26.22
CC	Mauritania	25.00	32.41	12.50	40.48	0.00	25.88
CC	Malawi	32.22	21.11	12.50	38.10	0.00	25.19
CC	Burundi	29.63	14.81	18.75	38.10	0.00	23.90
CC	Kenya	21.85	27.41	6.25	42.86	0.00	23.50
CC	Niger	12.41	29.26	25.00	40.48	0.00	22.95
CC	Republic of the Congo	22.22	8.89	37.50	35.71	0.00	22.33
CC	Mali	15.19	12.04	43.75	33.33	0.00	22.04
CC	Sudan	24.07	27.41	6.25	33.33	0.00	21.84
CC	Angola	20.37	20.37	31.25	28.57	0.00	21.52
CC	Zimbabwe	15.37	20.56	12.50	42.86	0.00	20.85
CC	Guinea-Bissau	14.81	32.04	25.00	21.43	0.00	20.56
C	Cape Verde	15.19	15.37	25.00	30.95	0.00	19.48
C	Togo	26.48	4.63	31.25	19.05	0.00	18.73
C	South Sudan	20.37	1.48	18.75	28.57	0.00	15.69
C	Democratic Republic of the Congo	7.78	11.67	31.25	26.19	0.00	15.01
C	Guinea	2.78	12.96	31.25	28.57	0.00	14.28
C	Central African Republic	14.81	17.22	12.50	7.14	0.00	11.02
D	Equatorial Guinea	0.00	18.52	0.00	23.81	0.00	8.92
D	Eritrea	0.00	2.96	0.00	26.19	0.00	5.18
No Rank	Somalia						



**Almost 40 countries provided some form of victim assistance; of these, 30 governments actively contributed to victim support services. Unfortunately, less than half of these governments provided services for long-term reintegration and, moreover, there is a significant gap across Sub-Saharan Africa of victim support services for adults and men.**

Yet, even where services are available, the quality of support remains an important issue; for example, in Malawi, the sole government-run shelter which only protects children has been criticised as "so dire that children exploited in child prostitution returned to the brothels from which they had been removed".<sup>[84]</sup>

Although almost 20 countries in Sub-Saharan Africa had produced an NAP addressing modern slavery issues, none provides adequate funding for plans to be implemented. Few governments in the region took steps to investigate domestic labour conditions in the informal sector, and there were several countries where labour regulations do not cover the informal sector, such as Rwanda.<sup>[85]</sup> In terms of investigation, 27 countries had a law enforcement unit dedicated to modern slavery issues.

However, most lacked sufficient resources in terms of funding or staff to function properly. Additionally, evidence of standard operating procedures was only found in Ghana. Only Gambia, Nigeria and Senegal provided victim and witness protection mechanisms inside the court and only Gambia, Malawi, Namibia, Niger, Nigeria, and Swaziland provided protection outside the court. Moreover, despite the prevalence of children exploited in the region, only 13 countries<sup>[86]</sup> provided special measures for children in criminal proceedings.

While 26 countries have criminalised the trafficking of men, women and children and 25 have criminalised forced labour, fewer have adequately criminalised other forms of modern slavery. Only 14 countries criminalised both buyers and facilitators of commercial sexual exploitation of children and only six criminalised forced marriage. Only Burkina Faso has criminalised all forms of modern slavery, including the use of children in armed conflict. However, the introduction of legislation does not necessarily result in adequate sentences.<sup>[87]</sup> In 11 countries, sentences were found to be disproportionate to crimes committed. For instance, child traffickers in Benin were released on suspended sentences. Similarly, in Tanzania, a labour trafficker was punished with monetary compensation and an administrative fine.<sup>[88]</sup>

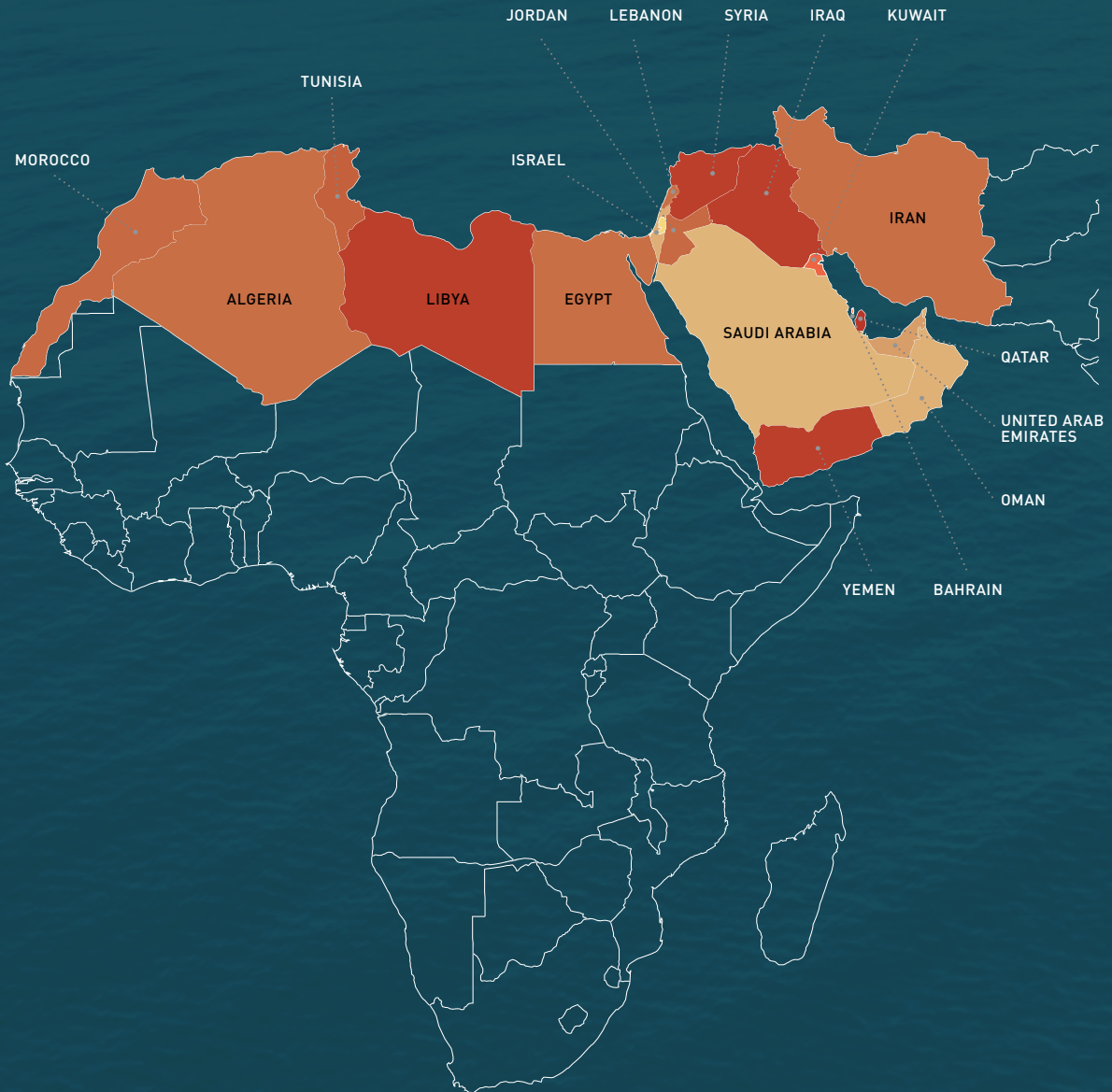
Every country within Sub-Saharan Africa is involved in regional bodies acting against modern slavery or human trafficking; moreover, 19 have signed bilateral agreements to cooperate on modern slavery issues. These bilateral agreements included preventing the deportation of victims, as between DRC and Angola. However, information on the effectiveness of implementation of these agreements is not available.



*A talibe (boy studying in a Qur'anic school) begs on a bridge in Diamaguene, Senegal, May 18, 2015. Children who are supposed to be learning the Qur'an are forced to beg for an average of 8 hours a day, many of them spend their days almost without eating and end up sleeping on the streets due to fatigue.*

*Photo credit, Mario Cruz*

# THE MIDDLE EAST AND NORTH AFRICA



Estimated Number Enslaved  
**2,936,800**

Regional Proportion of Global Number  
**6.4%**

Average Government Response Rating  
**32.7/100**

Average Vulnerability Score  
**45.0%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	Qatar	1.356	30,300	2,235,000
2	Iraq	1.130	403,800	35,730,000
2	Yemen	1.130	303,200	26,832,000
2	Syria	1.130	257,300	22,769,000
2	Libya	1.130	70,900	6,278,000
3	Tunisia	0.766	85,000	11,102,000
4	Morocco	0.639	219,700	34,378,000
4	Jordan	0.639	42,900	6,718,000
5	Egypt	0.626	572,900	91,508,000
5	Iran	0.626	495,300	79,109,000
5	Algeria	0.626	248,300	39,667,000
5	Lebanon	0.626	28,700	4,591,000
6	Kuwait	0.467	18,200	3,892,000
6	Bahrain	0.467	6,400	1,377,000
7	United Arab Emirates	0.404	37,000	9,157,000
8	Oman	0.295	13,200	4,491,000
9	Saudi Arabia	0.292	92,100	31,540,000
10	Israel	0.140	11,600	8,343,000

As violent conflict escalates and political, economic, social and security spillovers destabilise many countries in the Middle East and North Africa (MENA), the profile of victims vulnerable to modern slavery has shifted. Though MENA continues to act as a destination for men and women from Asia and Sub-Saharan Africa who are attracted to the region with promises of well-paying jobs, increasingly Middle Easterners themselves faced exploitation and slavery in 2016. Victims were identified as forced recruits in state and non-state armed groups, as victims of forced marriage and victims of commercial sexual exploitation. Foreign and local citizens were subject to forced labour and debt bondage in service sectors such as domestic work, cleaning, and as drivers and restaurant workers, as well as in construction, agriculture and mechanics.

Children in Syria, Iraq, Palestine and Yemen were recruited, trained and deployed in violent conflict. There were increasingly grave reports of children being used as suicide bombers, informants, bomb makers and human shields. There are reports of families selling disabled children to Islamic State (IS) in Iraq<sup>[1]</sup> and online videos showing very young children carrying out assassinations through beheading and shooting.<sup>[2]</sup> UNICEF estimates a five-fold increase in the recruitment of children in Yemen's civil war, meaning that a third of combatants are children.<sup>[3]</sup>

There are verified reports of women and children being captured, sold into slavery and held in barbarous conditions by IS. In 2014, IS captured 3,000 women and children, mostly from the Kurdish-speaking Yazidi minority group—the largest single capture of women this century. IS propaganda claimed that the captured Yazidi women and girls were 'spoils of war' to be divided among fighters.<sup>[4]</sup> Publications released by IS<sup>[5]</sup> provide an extreme interpretation of Shari'a describing the legality and illegalities of dealing with slaves—"it is permissible to buy, sell, or give as a gift female captives and slaves, for they are merely property, which can be disposed of..." This alarming resurgence of slavery is evident in Raqqa, the self-proclaimed IS capital, and

surrounding IS-occupied territory where women can be bought and sold at the market. There are reports of IS offering to sell women back to their families for as much as US\$40,000.<sup>[6]</sup>

Forced marriage of children and women continues to be an issue. The phenomenon of 'temporary' or 'tourist' marriages whereby men, often from the Gulf States, travel abroad and temporarily take a wife for the duration of their vacation has been identified in Egypt, Lebanon, Jordan, Morocco and India.<sup>[7]</sup> In some cases, child brides are forcibly married by their parents for economic gain. Children as young as 11 have been sold into temporary marriages in Egypt. These temporary religious marriages bind the girl to her husband for an agreed time frame—often days or weeks at a time, sometimes only hours—but do not afford the child or woman any legal rights. This leaves them vulnerable to domestic servitude and prostitution and, in many cases, denies citizenship to any subsequent offspring.<sup>[8]</sup> In Morocco, the 2014 census revealed more than 100,000 child brides,<sup>[9]</sup> some of whom may have been married without free and informed consent. Refugee children from Syria and Iraq have been forcibly married by desperate parents trying to ensure their economic security and protect them from the threat of sexual violence.<sup>[10]</sup>

Migrant workers from Asia and Sub-Saharan Africa continue to flock to MENA for work. In 2015 there were reports that Thai nationals were exploited on Israeli farms;<sup>[11]</sup> Filipina, Nepali, Bangladeshi, Sri Lankan, Indonesian, Ugandan, Kenyan, Ethiopian and Mauritanian women were abused in private homes;<sup>[12]</sup> and Indian, Nepali, Pakistani and Bangladeshi men were exploited in the construction of resorts, museums, stadiums and infrastructure in UAE and Qatar.<sup>[13]</sup> Migrant workers are subject to practices that may amount to forced labour including extortionate recruitment fees, illegal confiscation of identity documents, withholding and non-payment of salaries, hazardous working conditions, unhygienic living conditions, unlawful overtime performed under the threat of deportation, and physical and sexual abuse.

**In 2015, in an IOM and Walk Free Foundation study of 162 exploited migrant workers from Iraq, Jordan, Lebanon, Egypt and Saudi Arabia, 100 percent of workers had their identity documents withheld, 87 percent were confined to their workplace and 76 percent had their wages withheld.**

Though not representative of all cases, this data points to worryingly widespread abuse and the ineffectiveness of law enforcement to quash these illegal but culturally-accepted practices.<sup>[14]</sup>

Before the violence escalated, migrant workers in Iraq, Syria, Libya and Yemen were already vulnerable to forced labour and

debt bondage commensurate with regional trends. However, the current crisis has magnified these issues and introduced new risks and threats. In mid-2014, hundreds of South Asian migrant workers in Iraq were caught in the crossfire between the Iraqi military and IS. Those wanting to leave the country faced a difficult situation as employers retained worker passports. Reports of IS holding migrant workers in situations of debt bondage in Iraq have emerged since their rise to prominence in 2014, as well as their use for forced labour, sexual exploitation and as human shields in conflict.<sup>[15]</sup> Though many labour-sending countries repatriated workers from Iraq, Syria, Libya and Yemen, concerning reports of South Asian workers accepting jobs in the Gulf but then being deceptively sent to countries in conflict by brokers continue to emerge in 2016.<sup>[16]</sup> Refugees fleeing conflict, including children, were subject to forced labour in the agricultural sectors of neighbouring countries, particularly Lebanon, while Egyptian men continue to be exploited on Jordanian farms.

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Algeria	51.03	28.10	47.02	51.46	44.40
Bahrain	54.41	33.14	41.45	31.26	40.07
Egypt	51.25	27.90	62.96	54.85	49.24
Iran	70.71	32.99	48.60	51.44	50.94
Iraq	71.22	44.91	58.04	81.13	63.83
Israel	33.66	23.67	38.28	51.85	36.87
Jordan	48.39	27.97	54.16	37.73	42.06
Kuwait	59.29	27.97	41.30	15.89	36.11
Lebanon	55.39	29.32	50.98	58.00	48.42
Libya	77.85	22.99	81.44	53.21	58.87
Morocco	55.83	18.58	56.08	22.18	38.17
Oman	57.65	21.03	62.88	12.60	38.54
Qatar	48.79	15.26	50.50	12.30	31.71
Saudi Arabia	64.94	30.92	37.20	28.84	40.47
Syria	95.67	35.93	60.97	72.98	66.39
Tunisia	40.01	25.97	42.84	28.91	34.43
United Arab Emirates	41.71	22.64	30.75	18.36	28.37
Yemen	75.01	51.30	54.67	62.28	60.81

In 2016, conflict in Syria, Iraq, Libya, Palestine and Yemen, coupled with terrorist attacks in Algeria, Lebanon, Tunisia, Israel and Egypt, have created a catastrophic humanitarian situation. There is a strong statistical link between high levels of instability within a country and an increase in that population's vulnerability to modern slavery.<sup>[17]</sup> In cases of armed conflict, there is often a corresponding weakening of the rule of law, providing fertile ground for traffickers to profit with impunity.<sup>[18]</sup> The demand for the State to respond to other humanitarian emergencies, coupled with few specific human-trafficking services or organisations in these countries, means that protection of vulnerable migrants and support for victims of human trafficking in times of crisis is limited.<sup>[19]</sup> In 2015, the IOM and Walk Free Foundation found that the unprecedented displacement of Syrian and Iraqi populations

has had a trifold effect on neighbouring host countries<sup>[20]</sup>: (a) increased competition for low-paying jobs and employment in the informal economy; (b) increased incidence of all forms of modern slavery, such as child labour, forced begging and forced early marriage; and (c) reduced capacity of State actors to respond to trafficking cases because already scarce resources are outlaid on the emergency provision of services to refugees instead of supporting migrant workers.<sup>[21]</sup>

Though the number of refugees seeking international protection in Europe and further afield is increasing in 2016, Syria and Iraq's neighbouring countries continue to host almost 90 percent of the displaced population.<sup>[22]</sup> More than 142,000 Syrian children born in exile are vulnerable to statelessness and more than 750,000 children are not in school<sup>[23]</sup>—worrying indicators of future risk

## IOM VICTIM SUPPORTED DATA 2015

The International Organisation for Migration (IOM) is the largest provider of services to victims of human trafficking across the globe. In 2015, an estimated 7,000 victims of trafficking were assisted by the Organisation in 117 countries of destination. The Organisation also collected in-depth information for 4,858 newly-identified victims of trafficking from 65 countries of nationality, in 59 countries of destination/identification. This detailed data is recorded

in IOM's web-based case management system (MiMOSA). This is the source of information presented below.

The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in Middle East and Northern Africa (MENA).

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

### Victims Supported by IOM in MENA in 2015



Number of victims

265

Percent of IOM Global Total

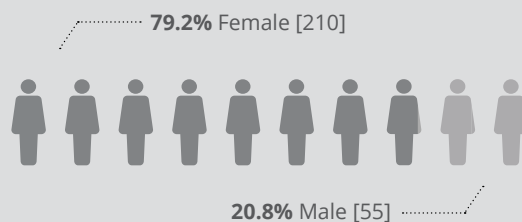
5.5%

### Age of Victims at Time of Assistance

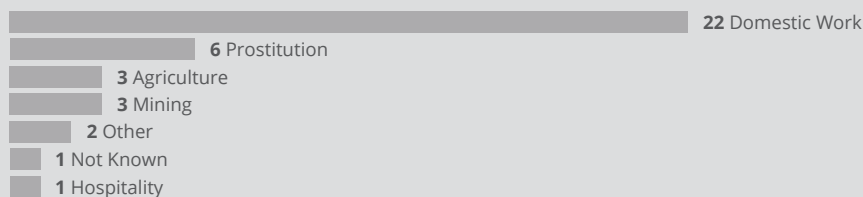


Approximately 50% of all victims were aged between 25 and 35

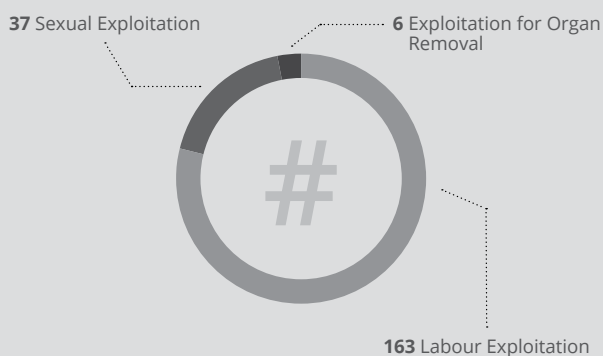
### Gender Breakdown



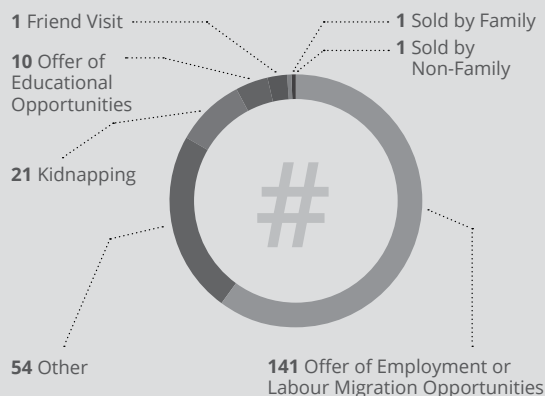
### Sector of Exploitation\* (These categories are not mutually exclusive)



### Types of Exploitation\* (number)



### Mode of Entry into Trafficking\* (number)



to early marriage and human trafficking. In a 2016 IOM study of migrating Iraqis, 80 percent of respondents indicated 'no hope in the future' as the main reason for fleeing.<sup>[24]</sup> This reveals the desperation to resettle in secure environments, and may go some way to understanding the mindset of parents' decisions to marry daughters off in the hope of securing a better future for their child.

While not directly responsible for the prevalence of modern slavery, the *kafala* sponsorship system, which effectively ties a migrant worker's legal status to the employer, increases vulnerability to exploitation. Under the system, the migrant's right to work and live in the host country is dependent on the sponsor. In most Gulf Cooperation Council states, Iraq, Jordan and Lebanon where the *kafala* system exists, workers are unable to enter or leave the country, or seek alternative employment, without their sponsor's written consent. An attempt to leave an exploitative situation may result in the worker being criminalised for 'absconding', including possible detention and deportation.

Xenophobic attitudes towards foreign workers from Asia and Sub-Saharan Africa persist in MENA. There is subtle stigmatisation that certain low- and un-skilled jobs, particularly manual work and roles considered dirty or dangerous, are only appropriate for non-locals.<sup>[25]</sup> Language barriers fuel the notion among the local population that workers are uneducated and therefore inferior.<sup>[26]</sup>

Women in MENA continue to face discrimination in both law and practice, particularly regarding personal status and nationality rights. The unequal status of women is felt most keenly in Saudi Arabia where women are considered legal minors and remain subordinate to men, requiring permission from male guardians to work, study, travel and receive health care.<sup>[27]</sup> Domestic violence is widespread, with most countries in the region lacking adequate protection for victims of abuse within the home, and marital rape is not explicitly criminalised.

Migrant domestic workers face the double discrimination threat of being both female and a migrant. Many domestic workers continue to report serious physical and psychological abuse including threats of and actual beatings, burning with hot irons, food deprivation, sexual harassment and rape.<sup>[28]</sup> Migrant victims of sexual assault risk stigma and, in some countries, prosecution for illegal extramarital sexual relations.<sup>[29]</sup> In a number of countries, a woman's testimony in court is worth half a man's,<sup>[30]</sup> police discount women's statements when refuted by male employers, and judges routinely sentence women for immorality and adultery stemming from associated sexual abuse claims. Being a woman not only increases vulnerability to being exploited but perpetuates victimisation once trapped.

## GOVERNMENT RESPONSE

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
B	United Arab Emirates	63.89	36.67	56.25	57.14	0.00	49.71
B	Israel	49.81	47.96	50.00	61.90	0.00	48.91
B	Jordan	45.00	42.22	56.25	42.86	0.00	42.26
CCC	Egypt	35.74	32.04	50.00	52.38	0.00	38.59
CCC	Qatar	52.41	44.26	25.00	35.71	0.00	37.83
CCC	Tunisia	36.11	22.22	18.75	61.90	0.00	34.52
CCC	Lebanon	37.59	32.04	37.50	42.86	0.00	34.02
CCC	Bahrain	36.67	36.67	25.00	35.71	0.00	31.14
CCC	Oman	36.11	29.26	12.50	47.62	0.00	30.57
CC	Saudi Arabia	28.70	34.44	25.00	38.10	0.00	28.70
CC	Algeria	28.52	24.07	25.00	42.86	0.00	27.61
CC	Kuwait	14.81	33.33	25.00	45.24	0.00	25.79
CC	Morocco	6.48	24.63	18.75	52.38	0.00	23.13
D	Iran	0.00	7.41	0.00	16.67	0.00	4.75
No Rank	Iraq						
No Rank	Libya						
No Rank	Syria						
No Rank	Yemen						

In 2015, governments in MENA faced challenges responding to modern slavery but continued to take steps to increase public awareness, build and enhance shelter services, and improve national laws. In some countries, such as Lebanon and Jordan, scores reflected the infancy of policies and laws, with further action required from a range of stakeholders to improve effective national responses. Low scores in other countries, such as Oman and Saudi Arabia, reflected limited political will to recognise the existence of all forms of modern slavery.

Most countries had undertaken a basic human trafficking awareness campaign once in the past five years to educate the general public. This ranged from radio and television campaigns in Lebanon and the UAE to awareness campaigns in Kuwait's largest mall.<sup>[31]</sup> With the support of international organisations, often the IOM, law enforcement officers and the judiciary were trained on human trafficking, victim identification and national legislation in most of the countries in the region.

While effective public awareness campaigns and training of stakeholders are essential to combating modern slavery, efforts so far have not translated to broad attitudinal shifts in the community. This is particularly so for employers of domestic workers who, despite the illegality of the practice, continue to withhold worker's passports. Research conducted by the IOM and Walk Free Foundation in 2015 found that this was standard practice.<sup>[32]</sup>

Governments performed well in creating basic national legal frameworks to criminalise modern slavery of workers. Thirteen of the 14 states<sup>[33]</sup> had ratified or acceded to the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (Palermo Protocol) which obligates states to criminalise human trafficking. Indeed, most countries in the region have legislation criminalising some forms of trafficking, with countries like Egypt and Jordan going beyond the Palermo Protocol definition by adding the offence of forced begging.<sup>[34]</sup> Human trafficking continues to be a 'legally invisible' issue in Morocco with the absence of legislation specifically criminalising it. In 2015, a draft law was prepared and currently awaits adoption.<sup>[35]</sup>

Despite the existence of legislation, prosecution for trafficking crimes remains low across the region. An inability and, at times, an unwillingness to identify differences between poor labour practices and situations of forced labour, coupled with a tendency to favour employer rights, means worker's rights are routinely overlooked.<sup>[36]</sup> Many domestic and agricultural workers continue to be excluded from labour law protections.

**In 2015, Kuwait adopted a new law granting domestic workers enforceable labour rights, a key milestone considering migrant domestic workers constitute nearly a third of the country's entire workforce.<sup>[37]</sup>**

Governments across the region should similarly adopt legislation guaranteeing labour rights for domestic workers.

As global scrutiny of labour practices in the UAE and Qatar increases prior to large-scale international events—the World Expo 2020 and FIFA World Cup 2022, respectively—both governments made legislative amendments to address migrant worker exploitation. In September 2015, the UAE issued Ministerial Decree's mandating employers to use and register standard contracts signed by employees to eliminate contract substitution. A further Decree allowed for termination of contracts by employees without employer consent in certain cases.<sup>[38]</sup>

**In October 2015, the Emir of Qatar announced reforms to the *kafala* system, eliminating an employee's obligation to obtain their sponsor's permission to change jobs or travel abroad, instead requiring the Ministry of Interior to approve these movements.**

The Ministry must still obtain the employer's consent for employee movement, but workers will have a right to appeal if permission is denied.<sup>[39]</sup>

Disappointingly, the legislative improvements do not apply to domestic workers in either the UAE or Qatar, further entrenching the marginalised status of this cohort. The pressure on Qatar to successfully implement these legislative changes mounted in March 2016 when the United Nations' International Labour Organization issued Qatar a warning to end migrant worker slavery or face a UN investigation.<sup>[40]</sup>

Within the region, governments did little to stop sourcing goods and services that use modern slavery, mirroring global findings of insufficient action addressing the link between modern slavery and poor business practices. Dubai, 'the city of gold', trades in approximately 40 percent of the gold flowing into international markets. Despite extensive evidence of the use of child and forced labour in the mining of gold, particularly in Burkina Faso, Colombia, Democratic Republic of the Congo, Guinea and Ghana,<sup>[41]</sup> only a voluntary standard on responsible sourcing exists which does not address child labour.<sup>[42]</sup>

Within countries across the region, there remained a concerning lack of coordination and accountability, and a mounting need to address risk factors. Combating modern slavery competed with key national and regional priorities such as combating terrorism, dealing with internal and regional displacement, ensuring economic stability and finding solutions to regional security.<sup>[43]</sup> Despite this, some governments in the region have the political security and financial ability to reform current practices and implement effective policies. Saudi Arabia, Kuwait, Oman, Bahrain and Qatar, in particular, can and should do more to improve their troublingly low response scores.

## Islamic leaders commit to end modern slavery

For the first time in history, on 2 December 2014—the International Day for the Abolition of Slavery—leaders of the world's largest faiths came together to declare their common humanitarian commitment to eradicate modern slavery. The Islamic faith was represented by Mohamed Ahmed El-Tayeb, Grand Imam of Al-Azhar (Muslim Sunni), Grand Ayatollah Mohammad Taqi al-Modarresi (Muslim Shia) and Grand Ayatollah Sheikh Basheer Hussain al-Najafi (Muslim Shia).<sup>[44]</sup>

The three Islamic leaders asserted that all forms of slavery were reprehensible in Islamic law. The Grand Imam of Al-Azhar rejected assertions that the Quran's

instructions to treat slaves with kindness and care legitimised slavery. Instead, he said, Islam took a sympathetic approach to the treatment of slaves as a temporary solution to historical slavery, which in no way sanctions modern-day exploitation of people.<sup>[45]</sup>

Further displays of commitment were made in 2015 by Islamic leaders in the region to extend Islamic values of hospitality and care to vulnerable migrants, remedy their ill-treatment in employment, and address their inequality at law. In September 2015, Sheikh Ali Al Quradaghi, Secretary-General of the International Union of Muslim Scholars,

called for equal pay for individuals doing the same work regardless of their nationality, compensating employees fairly by considering the cost of living in the host country, and giving domestic workers the same rights as other migrants by including them under labour laws.<sup>[46]</sup>

The MENA region has the highest concentration of Muslims in the world—an estimated 93 percent of its approximately 341 million inhabitants are Muslim.<sup>[47]</sup> A key way to combat these crimes is for religious leaders to encourage their followers to support the abolition of exploitative practices.

*Bekaa Valley, Lebanon, 2015. Houda (14 years old) pictured with her teddy bear. She left Syria (Raqqa) four years ago and she got married about one year ago. She lives in the Bekaa Valley with her family while her husband works and lives in Beirut. Her husband stays with her only on the weekend. Approximately 1.3 million refugees are officially registered in Lebanon. Marriages in refugee camps often involve girls of 11 to 13 years, but can include more extreme cases of girls as young as nine years old.*

*Photo credit, Laura Aggio Caldon*





# THE AMERICAS



Estimated Number Enslaved

**2,168,600**



Regional Proportion of Global Number

**4.7%**



Average Government Response Rating

**44.7/100**



Average Vulnerability Score

**34.9%**

## PREVALENCE

Rank	Country	Estimated percent of population in modern slavery	Estimated number in modern slavery	Population
1	Haiti	0.995	106,600	10,711,000
1	Dominican Republic	0.995	104,800	10,528,000
2	Guatemala	0.845	138,100	16,343,000
3	Colombia	0.639	308,200	48,229,000
3	Peru	0.639	200,500	31,377,000
3	Venezuela	0.639	198,800	31,108,000
4	Guyana	0.620	4,800	767,000
5	Trinidad and Tobago	0.453	6,200	1,360,000
5	Suriname	0.453	2,500	543,000
6	Bolivia	0.437	46,900	10,725,000
7	Argentina	0.404	175,500	43,417,000
7	Ecuador	0.404	65,300	16,144,000
7	Paraguay	0.404	26,800	6,639,000
7	Nicaragua	0.404	24,600	6,082,000
7	Costa Rica	0.404	19,400	4,808,000
7	Panama	0.404	15,900	3,929,000
8	Cuba	0.332	37,800	11,390,000
9	Mexico	0.297	376,800	127,017,000
10	Honduras	0.295	23,800	8,075,000
10	El Salvador	0.295	18,100	6,127,000
11	Uruguay	0.228	7,800	3,432,000
12	Jamaica	0.212	5,800	2,734,000
12	Barbados	0.212	600	284,000
13	Chile	0.154	27,700	17,948,000
14	Brazil	0.078	161,100	207,848,000
15	United States	0.018	57,700	320,821,000
15	Canada	0.018	6,500	35,871,000

Modern slavery in the Americas affects men, women and children, and has manifested as forced labour, commercial sexual exploitation and, to a lesser degree, forced begging. Forced labour primarily affects men and women in the agricultural, mining, construction and domestic industries, predominantly in North and Central America and the Caribbean. Forced labour is a prevalent issue among indigenous groups in Peru, Bolivia and Colombia.<sup>[1]</sup> These incarnations of modern slavery are prevalent in labour-intensive, unskilled industries, including agriculture,<sup>[2]</sup> clothing manufacture,<sup>[3]</sup> construction and mining.<sup>[4]</sup> Young men are particularly vulnerable to forced labour.<sup>[5]</sup> The inverse is true of commercial sexual exploitation, where women and children are more likely to report cases in South America.<sup>[6]</sup> Sexual exploitation is particularly prevalent among vulnerable communities including lesbian, gay, bisexual and transgender (LGBT) groups from Central and South America,<sup>[7]</sup> and children in welfare systems in the United States.<sup>[8]</sup>

Concentrated in rural areas, exploitation occurs in the Cerrado region of Brazil and along the Amazon,<sup>[9]</sup> with reports of forced labour in the mahogany, brick-making, and gold mining industries in the Amazonian regions of Peru and Ecuador.<sup>[10]</sup> In 2015, 936 workers were rescued from slave-like conditions in Brazil alone. These individuals were mainly young males aged

15–39 with low levels of education who had migrated internally to seek job opportunities.<sup>[11]</sup> Other reports from 2015 indicate that approximately 500 Brazilian workers were transported to Angola, where they worked in circumstances akin to modern-day slavery.<sup>[12]</sup> In the Caribbean, limited job opportunities in Haiti leads many nationals to illegally cross the border with the Dominican Republic, where they live, work and sometimes perish in the sugarcane field *bateyes*. Conditions reported include indebtedness to recruiters and employers, physical confinement in the work location, no rest days, lack of potable water, deception about terms of work, withholding of wages and unlawful overtime performed under the threat of deportation.<sup>[13]</sup>

Through surveys conducted by Walk Free Foundation, the prevalence of modern slavery can be more precisely identified in several countries within the Americas including Brazil, Guatemala, Mexico, Chile, Dominican Republic and Bolivia. The survey results suggest that across these countries forced labour accounts for most instances of modern slavery, which is particularly prevalent in manual labour sectors such as construction, manufacturing and factory work, and domestic work.<sup>[14]</sup>

Poverty is a considerable motivating factor which prompts vulnerable, low-skilled populations to migrate where often, upon arrival, they are vulnerable to abuse and exploitation. These practices are evident all across the Americas, and wealthier countries such as the United States and Canada are not immune to such exploitation, particularly in the agricultural sector. Others sectors have also been identified as high risk including construction, hospitality and domestic service. However, detecting this exploitation is made more difficult as a large percent of victims of labour exploitation enter the United States with valid visas, for which many victims paid a steep cost of on average US\$6,150 in recruitment fees.<sup>[15]</sup>

Reported instances of forced prostitution and commercial sexual exploitation of children across the region reflect a complex pattern of both internal and external migration.

**Young women and children migrate from rural areas to cities, or to wealthier nations, or in some instances mining sites, with the promise of employment, but upon arrival they are subjected to forced labour, debt bondage and sexual exploitation by their recruiter.<sup>[16]</sup>**

Gold mine sites in Colombia and Peru, as compared to other nations within the Americas, had the highest prevalence of sexual trafficking; an issue magnified by the presence of organised criminal syndicates in the mining industry.<sup>[17]</sup> An NGO on the ground in Peru estimated that, in 2010, in a single gold mine zone there were approximately 2,000 sex workers, of which 60 percent were children;<sup>[18]</sup> in 2011, it was estimated that 1,200 girls aged between 12 and 17 were trafficked annually into sexual exploitation linked to the mining industry.<sup>[19]</sup>

Commercial sexual exploitation of girls and women is highly prevalent in Mexico, particularly in the town of Tenancingo, where the interplay of influential organised crime syndicates, the grooming of young boys to become pimps by teaching them to 'honey trap' victims, and coercion through violent threats combine to trap women and girls in a cycle of sexual exploitation.<sup>[20]</sup> Tenancingo acts as an epicentre of commercial sexual exploitation with many networks rooted in this area. Recruitment is also increasing in other states, including in rural communities and even in Central America. Women and girls from Guatemala, Honduras, El Salvador, Mexico and other nations within the Americas are trafficked by family members to the United States.<sup>[21]</sup> There are reports that Mexican drug cartels

facilitate the movement of girls too however more research is needed to know the extent of their involvement.<sup>[22]</sup> Following arrival, the migration pattern of Latino trafficking victims follows a similar path to the trafficking of drugs and weapons into the United States, due to the involvement of organised criminal groups.<sup>[23]</sup> Anecdotal evidence suggests some of these women and girls are exploited in industries characterised by the predominance of male workers; particularly within the agricultural sector, where farm workers in the United States—who are vulnerable to exploitative labour practices themselves—have a high demand for cheap sexual services.<sup>[24]</sup> Many farm workers are migrants from Latin America and a combination of isolation, absence of family, and other factors contribute to a demand for cheap sexual services.

There is a significant gap in research and information on the issue of forced begging in the Americas; however, anecdotal evidence suggests that there is a high prevalence of street children across much of the Americas, and these children are particularly vulnerable to sexual exploitation, forced labour and forced begging.<sup>[25]</sup> In Mexico, in 2014, police rescued 450 children in an abusive children's home in Michoacán whom were subject to sexual abuse and forced begging.<sup>[26]</sup> In the wake of the civil war in Colombia, indigenous children are also subject to forced begging.<sup>[27]</sup>

Data on the prevalence of forced marriage is incomplete. Information was sought about forced marriage in the Walk Free Foundation surveys conducted in the Americas. Surveys in Mexico and Bolivia did not identify any cases of forced marriage but cases were identified in Guatemala, Brazil, Chile and Dominican Republic.<sup>[28]</sup> There is little other supporting data directly on this phenomenon. However, there is data on early and child marriage.

**According to UNICEF in 2014, Latin America and the Caribbean were the only zones where the incidence of child marriage had not decreased and remained level with previous years.<sup>[29]</sup>**

In Brazil, 877,000 women reported in the 2010 Census that they had been married by the age of 15.<sup>[30]</sup> In 2014, the prevalence rate of child marriage in Brazil was at 34 percent.<sup>[31]</sup> Other countries within the region reported similarly high rates of child marriage: 41 percent in the Dominican Republic, 23 percent in Mexico, 41 percent in Nicaragua, 34 percent in Honduras and 30 percent in Guatemala.<sup>[32]</sup>

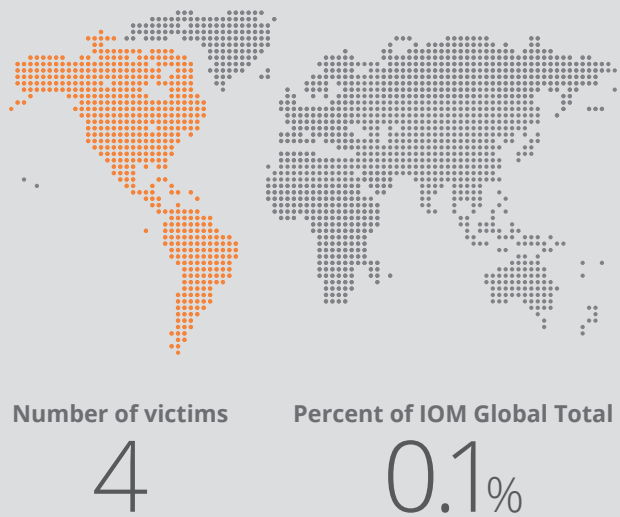
IOM VICTIM SUPPORTED DATA 2015

The International Organisation for Migration (IOM) is the largest provider of services to victims of human trafficking across the globe. In 2015, an estimated 7,000 victims of trafficking were assisted by the Organisation in 117 countries of destination. The Organisation also collected in-depth information for 4,858 newly-identified victims of trafficking from 65 countries of nationality, in 59 countries of destination/identification. This detailed data is recorded in IOM's web-based case management system (MiMOSA). This is the source of information presented below.

The graphics below present data from victims of trafficking registered in IOM's case management system in 2015 in the Americas. The small number of cases reflects the differences in IOM programming and the use of MiMOSA in this region and does not reflect the prevalence of exploitation and human trafficking.

\*The numbers in 'sector of exploitation' and 'types of exploitation' are based on a breakdown of total cases for which data exists. Information about type and sector of exploitation is not collected in every case.

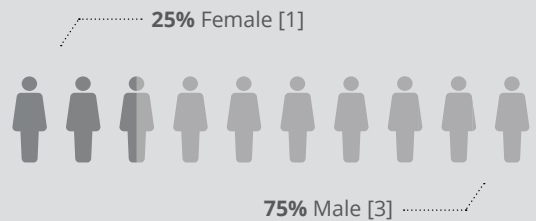
Victims Supported by IOM in The Americas in 2015



Age of Victims at Time of Assistance



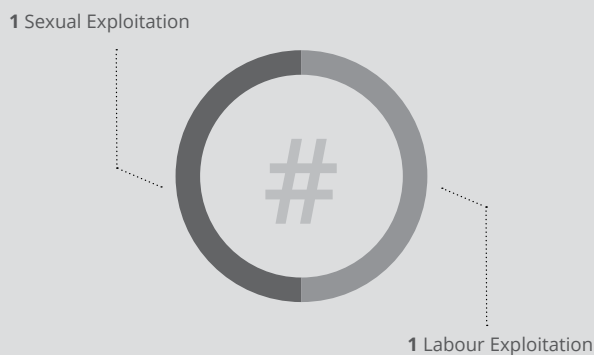
Gender Breakdown



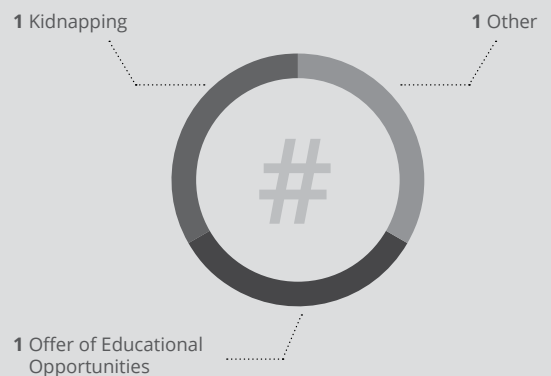
Sector of Exploitation\* (These categories are not mutually exclusive)

There is no information available on this issue for the four people assisted in the Americas, which are recorded in the IOM case management system.

Types of Exploitation\* (number)



Mode of Entry into Trafficking\* (number)



## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Argentina	35.63	18.50	34.04	25.36	28.38
Barbados	39.70	15.41	67.00	1.00	30.78
Bolivia	49.71	32.08	38.69	16.57	34.26
Brazil	37.98	20.46	45.88	30.74	33.77
Canada	17.59	23.64	15.48	36.11	23.21
Chile	31.23	19.73	34.26	31.37	29.15
Colombia	51.72	26.54	46.78	43.49	42.13
Costa Rica	36.35	24.40	33.82	23.97	29.64
Cuba	53.60	26.60	34.00	13.99	32.05
Dominican Republic	47.97	33.84	46.38	24.33	38.13
Ecuador	43.69	29.23	37.74	29.98	35.16
El Salvador	49.88	29.58	53.68	8.78	35.48
Guatemala	48.75	34.25	57.12	20.33	40.11
Guyana	39.35	25.57	83.50	5.81	38.56
Haiti	57.68	56.20	58.13	2.60	43.65
Honduras	53.76	34.82	60.12	16.38	41.27
Jamaica	43.21	30.91	46.13	8.68	32.24
Mexico	43.03	30.36	52.84	61.85	47.02
Nicaragua	43.53	31.92	39.79	23.67	34.73
Panama	37.46	29.14	46.18	23.55	34.08
Paraguay	46.02	21.22	38.92	26.14	33.07
Peru	43.85	31.98	44.81	30.33	37.74
Suriname	36.66	12.35	67.00	38.67	38.67
Trinidad and Tobago	35.88	14.40	67.00	16.26	33.38
United States	20.42	23.51	20.96	45.10	27.50
Uruguay	26.65	20.69	28.36	13.89	22.40
Venezuela	58.82	27.75	55.42	35.94	44.48

The Americas are exceedingly diverse across their cultures, languages and economies. Individuals within these nations are highly mobile, both inter- and intra-nationally<sup>[33]</sup>—which, in addition to the prevalence of poverty and lack of employment opportunities, provides fertile soil for labour trafficking and forced labour within national borders and across the region.<sup>[34]</sup>

Argentina, Chile, the United States, Uruguay and Canada had the lowest vulnerability scores in the region however, this did not exclude people within these countries falling victim to modern slavery. Some populations within these countries had a heightened vulnerability, such as the large irregular migrant worker population and employees on temporary work visas in the United States.<sup>[35]</sup> Some notable areas where improvements can be made to reduce the vulnerability to slavery include increasing protection measures for the most vulnerable, particularly increasing transparency in temporary worker visas and labour recruitment reforms, particularly prohibiting excessive recruitment fees.<sup>[36]</sup>

Poverty, drug rings, and corrupt judicial systems and border control are major contributors to the trafficking industry in the Americas.<sup>[37]</sup> People smugglers operating between Mexico and the USA provide illegal passage to migrants; however,

the cost is often a large debt and can involve payment through sexual slavery or forced labour.<sup>[38]</sup> Family members also act as human traffickers,<sup>[39]</sup> in addition to criminal networks acting as recruiters, and young male 'pimps'.<sup>[40]</sup> Large drug cartels and criminal gangs operating in Central and South America create hostile, violent conditions, increasing the risk of modern slavery and human trafficking for vulnerable populations. States are typically weak to respond to these instances of organised crime, thus allowing criminal syndicates to operate with relative immunity. High levels of corruption among police, governments and judicial systems compound the power of gangs.<sup>[41]</sup> In Brazil, police retaliation to gang violence served to escalate the level of violence and increase the incidence of homicide.<sup>[42]</sup>

Latin America reports high rates of violence against women, with El Salvador ranking as the top country for female homicides in the world.<sup>[43]</sup> Because of these crime rates, large numbers of women are seeking asylum in countries such as the United States.<sup>[44]</sup> However, asylum on the basis of gender violence remains a controversial issue and many domestic crimes remain unreported by police and hospital staff.<sup>[45]</sup> In the United States, women, children and transgender youth are particularly vulnerable to sexual exploitation.<sup>[46]</sup> There are also reports that lesbian, gay, bisexual and transgender individuals in Latin America and the

Caribbean are trafficked for the purposes of sexual exploitation to Western Europe.<sup>[47]</sup>

According to a Gallup poll in 2012 and 2013, women in the Americas were the least likely in the world to be treated with respect and dignity, perhaps due to *machismo* cultural attitudes and the pervasive violence in the region.<sup>[48]</sup> These factors, when combined with continued high demand for domestic workers in private homes, places these women at risk.<sup>[49]</sup> Discriminatory cultural attitudes also place the lesbian, gay, bisexual or transgender community at particular risk of human trafficking.<sup>[50]</sup>

Children, especially those in welfare systems or impoverished and high crime areas, are vulnerable to forced labour and sex trafficking.<sup>[51]</sup> Some children from the recent surge in unaccompanied minors and undocumented families entering the United States of America have been exploited by their state-appointed guardians.<sup>[52]</sup> Children living in poverty, on the streets, or in areas affected by extensive drug crime are also vulnerable, as organised crime syndicates use vulnerable children to transport and sell drugs.<sup>[53]</sup> Cultural attitudes regarding children at work are also a contributing factor to labour exploitation of children; for example, in Ecuador, it is suggested that attitudes surrounding child street beggars are positive in that these working children will alleviate the strain on poverty-stricken families, particularly in indigenous communities.<sup>[54]</sup> Legal ambiguity between legitimate child work and exploitation and/or trafficking continues to hamper efforts to protect children.<sup>[55]</sup>

The relative wealth and work opportunities in the United States and Canada are attractive draws for vulnerable migrant populations from their countries of origin. Unaccompanied children are at particular risk of modern slavery and exploitation. Transnational flows show a trend towards the United States and Canada;<sup>[56]</sup> however, migration flows also occur between South American states.<sup>[57]</sup> In October–November 2015, 10,558 children crossed the border from Mexico to United States—an increase of more than 100 percent from the previous year's figure of 5,129.<sup>[58]</sup> The legal situation of these children is fraught with uncertainty—legislators and government agencies in the United States are currently confronting the issue of children travelling alone in the hope of obtaining asylum. In 2015, the United States Government provided millions in funding to assist the government of Mexico to crack down on these migrants, some

of whom include refugees, crossing the US–Mexico border,<sup>[59]</sup> and provided funding to Guatemala, Honduras and El Salvador to assist the reintegration of forcibly-returned migrants.<sup>[60]</sup>

**Systemic discrimination in the Americas towards indigenous groups<sup>[61]</sup> increases their risk of exploitation.<sup>[62]</sup> In Mexico, the extreme poverty of and historic discrimination against the Tarahumara indigenous group make the community "easy prey for traffickers."<sup>[63]</sup> The dire situation of approximately 3 million indigenous girls exploited in the domestic service and sex industries led the lower house of the Mexican Congress to label them as the most vulnerable group in Mexico.<sup>[64]</sup>**

Similarly, in Bolivia, the indigenous *Guaraní* community is exploited in the agricultural industry, where they work under conditions of forced labour.<sup>[65]</sup> The risk factors of poverty, lack of education, sexual abuse, lack of social support, and physical or mental health challenges are prevalent in Native American populations in the United States, which heightens the risk of sex trafficking for young indigenous women and girls.<sup>[66]</sup> These issues are replicated in Colombia, where the civil war has displaced 6.5 million of the population, placing already vulnerable indigenous women and children at risk of forced prostitution, commercial sexual exploitation of children and forced begging.<sup>[67]</sup> In 2016, Canada will launch an investigation into an estimated 4,000 murdered or missing indigenous women.<sup>[68]</sup> Experts believe a percentage of these women may be victims of commercial sexual exploitation.<sup>[69]</sup>

## GOVERNMENT RESPONSE

Within the Americas, the highest government response rankings were held by the United States, Argentina, Canada and Brazil. In 2015, the United States passed the *Justice for Victims of Trafficking Act*, which expanded anti-trafficking training and the amount of compensation provided to victims.<sup>[70]</sup> The United States offered a model for survivor leadership. President Obama formed an Advisory Council on Human Trafficking made up entirely of survivors. While having a markedly-different risk profile and access to resources than the United States, it is notable that Haiti's efforts to combat trafficking improved markedly with the introduction of its *Law on the Fight Against Trafficking in Persons*. The new law criminalised all forms of human trafficking, established victim protection measures along with an anti-trafficking committee and enabled victims to receive compensation.<sup>[71]</sup> Additionally, Argentina adopted a new NAP to combat trafficking and gender-based violence<sup>[72]</sup> and Paraguay adopted new guidelines for the identification and screening of trafficking victims.<sup>[73]</sup>

Government responses were particularly poor in Cuba and Suriname. While Cuba's Government has successfully prosecuted sex traffickers,<sup>[74]</sup> it continues to deny the existence of forced labour as a problem within its borders and has not taken any action to address this issue.<sup>[75]</sup> Indeed, there have been allegations that the government coerces medical practitioners to work in overseas' medical institutions for its own financial gain.<sup>[76]</sup> Suriname's record was similarly poor. The country has no national plan of action to address trafficking, no legislation criminalising modern slavery outside of trafficking and has not conducted any awareness campaigns since 2010. While Brazil maintained a high ranking in the 2016 Index, it is important to note that the country was forced to suspend its public register of companies fined for the use of forced labour by court order.<sup>[77]</sup>

Response rating	Country	Survivors supported	Criminal justice	Coordination & accountability	Addressing risk	Government & business	Total score
BBB*	United States	96.30	79.63	68.75	78.57	75.00	82.84
BB	Argentina	49.26	59.81	87.50	78.57	0.00	59.79
BB	Canada	57.41	68.52	62.50	64.29	0.00	58.13
BB	Brazil	45.56	34.44	87.50	78.57	37.50	56.85
BB	Jamaica	47.78	61.85	81.25	54.76	0.00	52.91
BB	Mexico	45.00	63.15	50.00	73.81	0.00	52.59
BB	Dominican Republic	49.26	59.07	62.50	64.29	0.00	52.49
BB	Costa Rica	56.48	45.56	37.50	71.43	0.00	51.13
B	Nicaragua	44.07	66.11	56.25	52.38	0.00	49.46
B	Chile	44.63	52.59	50.00	69.05	0.00	49.02
B	Uruguay	40.56	43.70	43.75	78.57	0.00	48.29
B	Colombia	44.07	41.85	43.75	73.81	0.00	47.84
B	Guatemala	37.59	51.48	56.25	64.29	0.00	47.22
B	Paraguay	35.93	55.56	37.50	76.19	0.00	46.86
B	Ecuador	37.22	62.22	25.00	71.43	0.00	45.73
B	Peru	47.78	28.33	62.50	61.90	0.00	44.83
CCC	Trinidad and Tobago	31.11	44.63	31.25	66.67	0.00	39.69
CCC	Panama	11.85	73.15	37.50	57.14	0.00	38.13
CCC	El Salvador	32.96	28.89	50.00	57.14	0.00	37.21
CCC	Bolivia	17.59	36.67	50.00	57.14	0.00	34.94
CCC	Guyana	25.74	50.74	25.00	52.38	0.00	34.81
CCC	Barbados	39.44	29.26	50.00	38.10	0.00	34.62
CCC	Honduras	24.63	31.67	37.50	59.52	0.00	33.94
CCC	Haiti	33.52	37.22	50.00	28.57	0.00	32.04
CC	Venezuela	25.00	40.93	12.50	40.48	0.00	28.71
CC	Suriname	20.56	19.44	31.25	40.48	0.00	25.36
CC	Cuba	25.00	17.78	12.50	38.10	0.00	22.15

\* No country could score above BBB if there was evidence of criminalisation and or deportation of victims.

Overall government response trends in the region were mixed. While all countries provided victim support services and 20 of 27 countries had a toll-free reporting mechanism available to all demographics, only six countries had formal guidelines for identifying victims and only two had functioning referral mechanisms. While the existence of toll free reporting mechanisms are a good first step, efforts to build awareness of the mechanism, and training and equipping those responding to complaints are critical to improving response. Similar observations can be made for criminal penalties and enforcement. While 22 countries in this region have criminalised human trafficking and allow victims of the practice to receive compensation, only nine have criminalised forced labour.<sup>[78]</sup> This fact is particularly alarming given the prevalence of forced labour in the Americas. Additionally, only eight countries have adequately criminalised child prostitution, six have criminalised forced marriage and five have criminalised the use of children in armed conflict. While 24 countries provided anti-trafficking training to front-line police and 23 provided anti-trafficking training to the judiciary, this was only delivered systematically in two cases for the police and six cases for the judiciary. Similarly, while 20 countries had an NAP to combat some form of modern slavery, only four had an independent body to monitor its implementation—Argentina, Brazil, Jamaica and

Uruguay. Furthermore, evidence of adequate funding for these plans was only found in Brazil and Canada.

Efforts to prevent governments from sourcing goods linked to forced labour continued to be observed in this region, principally by the United States and Brazil.

**Despite the loss of its forced labour register, Brazil maintained policies against the use of forced labour in government and corporate supply chains.<sup>[79]</sup>**

The United States maintained similar policies<sup>[80]</sup> and the State of California continued to require the production of annual reports on the use of forced labour in government supply chains.<sup>[81]</sup>



*In plain sight: modern day slavery in the United States. Nilda came to the United States when a friend of her employer in Guatemala City offered her a job working as a domestic worker...Once in the United States she entered a hellish situation of working about 16 hours a day for almost no pay. Her employers, who were Honduran, sent her mother \$100 per month, but withheld her passport and put her under strict psychological control.*

*Photo credit, Jon Lowenstein/ NOOR*



# SELECTED COUNTRY STUDIES





*A young Cambodian migrant worker loads barrels onto his boat at Songkhla Port, Thailand, March 9, 2014. Reports of forced labour, physical abuse, and withholding of wages of migrant workers are widespread in the Thai fishing industry.*

*Photo credit, Chris Kelly*

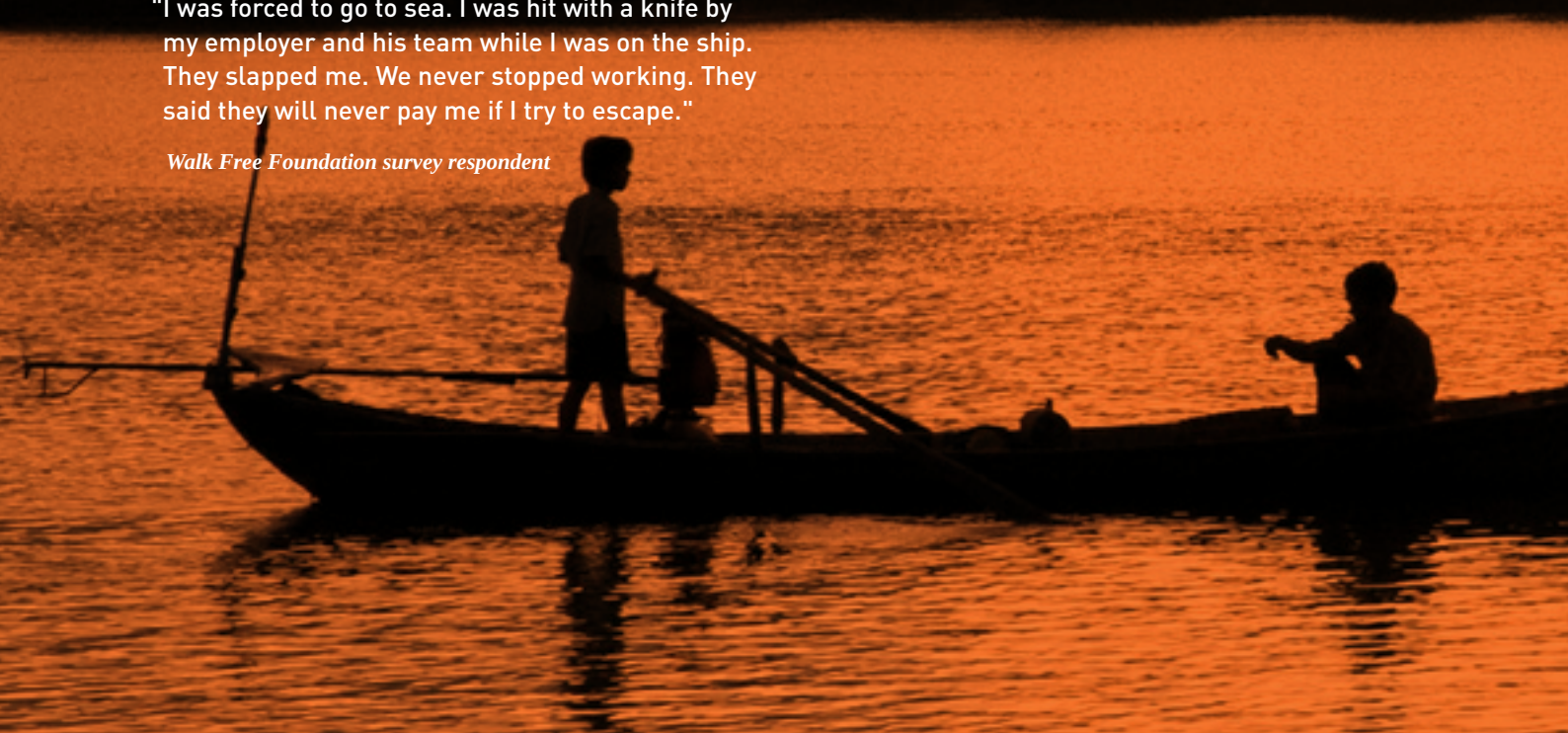
# 3

Prevalence Index Rank

# CAMBODIA

"I was forced to go to sea. I was hit with a knife by my employer and his team while I was on the ship. They slapped me. We never stopped working. They said they will never pay me if I try to escape."

Walk Free Foundation survey respondent



Estimated Number Living in Modern Slavery

**256,800**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**41.51%**



Government Response Rating

**CCC**



Population

**15,578,000**



GDP (PPP)

**\$3,263**

## PREVALENCE

Cambodia is a source and destination for exploitation of men, women and children in all forms of modern slavery, including forced labour, debt bondage and forced marriage. The 2016 Global Slavery Index estimates 256,800 people or 1.65 percent of the total population live in conditions of modern slavery in Cambodia. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (survey conducted in Khmer language).

### *Forced marriage*

Walk Free Foundation survey results suggest some 55,800 people are victims of forced marriage in Cambodia (22 percent of the estimated 256,800 people in modern slavery in Cambodia).

A literature review found no available research on forced marriage, highlighting the need for further investigation. Some limited figures are available on the prevalence of early marriages. In 2014, UNICEF reported 18 percent of Cambodian women marry under the age of 18.<sup>[1]</sup> Article 5 of the Law on Marriage and Family (1989) allows for the marriage of children upon the consent of their parents or guardians if the girl becomes pregnant.<sup>[2]</sup> While this may increase the risk of girls being forced to marry, and girls being forced to marry if they fall pregnant through rape, there is insufficient data to suggest this is widespread. NGOs report early marriage among teens aged 14 to 17 is common in certain ethnic groups and geographical locations, particularly the north-east; however, these unions are commonly performed with the consent of the children.<sup>[3]</sup>

### *Trafficking for marriage*

The growing demand for foreign brides in China has created an emerging market for traffickers in the region. Cambodian women, eager to escape impoverished lives in rural villages, are entering brokered marriages to Chinese men in the hope of a more lucrative life. In reality, many women find themselves deceived about their new living conditions, with many resettled in rural China<sup>[4]</sup> forced to work on farms or as domestic helpers, with some experiencing abuse at the hands of their husbands.<sup>[5]</sup> Other women are recruited for factory jobs and find themselves forced into marriage.<sup>[6]</sup> Victims rescued in the past 18 months have mostly originated from Kampong Cham, Kampong Thom and Kandal provinces.<sup>[7]</sup> Cambodian women are also forced into marriage to Korean and Taiwanese men,<sup>[8]</sup> some of whom are subsequently forced into prostitution.<sup>[9]</sup> No research has been conducted on the extent of this emerging trafficking trend though in 2015 NGOs were routinely responding to the needs of victims.

### *Forced labour*

Cambodian men, often highly transient because of their need to travel to secure employment, are subjected to forced labour on fishing vessels in Thailand, Malaysia and Indonesia.<sup>[10]</sup> In 2013, when significant media exposure and international pressure brought this issue to global attention, ILO figures suggested 9 percent of Cambodian fishers were subject to forced labour,<sup>[11]</sup> with Cambodians accounting for 40 percent of fishers across four major Thai ports. To date, Cambodian victims of forced labour on fishing vessels continue to be repatriated, including a group of 59 trafficked fishermen who experienced slave-like conditions on Thai vessels fishing in Indonesian waters in 2015.<sup>[12]</sup>

Out of the estimated 201,000 people in forced labour, the Walk Free Foundation survey found an estimated 60 percent of victims of forced labour were in the manufacturing sector, some of whom may have been employed in the apparel sector.

In 2014, the Cambodian apparel industry exported US\$5.7 billion worth of goods, roughly one-third of Cambodia's GDP.<sup>[13]</sup> The sector employs an estimated 600,000–700,000 garment workers, nearly 4 percent of Cambodia's population, and indirectly supports many millions more family members.<sup>[14]</sup> The apparel sector draws a large proportion of its workers from rural areas—the 2015 Cambodia Apparel Workers Survey revealed 97 percent of workers moved to Phnom Penh for their job.<sup>[15]</sup> Garment workers producing for international apparel brands experience high levels of serious labour rights abuses—conditions which sometimes amount to modern slavery. Workers continue to experience forced and excessive overtime as a result of factory practices and pressure from actors along the supply chain.<sup>[16]</sup> Workers unable or unwilling to perform overtime are subject to dismissal, wage reductions and punitive transfers from a monthly wage to a piece-rate wage where income is dependent on the number of garments individuals produce.<sup>[17]</sup> Poor wages, poor health and safety conditions, excessive noise, poor air quality, unsanitary environments and employer abuse are common. In some smaller factories that operate as subcontractors for export-oriented factories, workers are employed as casual workers or on short-term contracts that allow employers to easily dismiss employees and intimidate workers against speaking out about abuse for fear their contract will not be renewed.<sup>[18]</sup>

Increasing demand for cheap domestic workers in private homes in the Middle East, Malaysia and Singapore, coupled with the possibility of earning up to three times the salary than that at home, is encouraging Cambodian women to travel abroad, often through informal channels, for employment as maids, nannies and carers. In 2011, the government placed a moratorium on sending maids to Malaysia amid reports of serious abuse; however, workers continue to travel there through informal channels. In 2015, exploited Cambodian domestic workers continued to be repatriated from Malaysia,<sup>[19]</sup> with many suffering serious mental health issues upon return.<sup>[20]</sup> Government estimates suggest 8,000 domestic workers remain employed in Malaysia.<sup>[21]</sup> Despite the governments of Cambodia and Qatar signing a MoU in 2011 to begin sending Cambodian workers to the Gulf state, in 2015 workers were still prevented from travelling to Qatar amid concerns of a 'high risk' of sexual abuse, low wages and harsh laws.<sup>[22]</sup> There is also demand for domestic workers within homes in Phnom Penh.<sup>[23]</sup> Walk Free Foundation survey data revealed that of an estimated total of 201,000 people in forced labour, five percent were exploited in the domestic service sector.

### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	201,000	78	38	62
Forced marriage	55,800	22	5	95
Modern slavery total	256,800	100	31	69

#### Forced labour by sector of exploitation

	%
Domestic work	5
Construction	11
Manufacturing	60
Other manufacturing	0
Farming	18
Sex industry	0
Drug production	0
Retail sector	2
Other	3
Don't know	1
Refused	1
Total	100*

\* Due to rounding, some totals may not correspond with the sum of the separate figures.

### Commercial sexual exploitation

Cambodia was renowned as a sex tourism destination in the 1990s and this legacy is still prevalent today with women and girls trafficked within the thriving sex industry in Cambodia's major cities.<sup>[24]</sup> Despite significant attempts to curb Commercial Sexual Exploitation (CSE), NGOs report the industry has been pushed underground and sex offenders are still able to purchase sex with

children through an intermediary rather than more overt selling of sex in brothels.<sup>[25]</sup> Boys and young men are also vulnerable to sexual exploitation, with many entering the massage industry due to a lack of training and skills.<sup>[26]</sup> The presence of the sex tourism industry has led to the sexual exploitation of street children. The majority of street children who have been identified as victims of this abuse are boys, with many citing foreign nationals as the perpetrators. Despite this, research suggests that both Cambodian men, and men from neighbouring Asian countries are perhaps larger but less visible abusers of children in the sex industry.<sup>[27]</sup>

Despite existing literature giving evidence of CSE cases in Cambodia, the Walk Free survey did not identify any victims in this sector. The survey result may not indicate an absence of cases but possibly a lack of willingness to self-identify or report this issue. Work will continue with experts to identify the most robust ways to ensure the issue of sexual exploitation is fully accounted for in future survey results.

### Forced begging

Cambodian children are exploited as beggars in Cambodian cities and surrounding tourist hot spots like Angkor Wat, as well as abroad in Thailand and Vietnam. There is limited data indicating the extent of children trafficked into this situation; however, estimates from Friends International research suggest as many as 80 percent of child beggars in Thailand are Cambodian.<sup>[28]</sup>

### Orphanage tourism

In 2011, UNICEF reported a 75 percent increase in the number of orphanages established in Cambodia between 2005 and 2010.<sup>[29]</sup> Funding from foreign donors coupled with increasing numbers of tourists attempting to add value to their vacations by volunteering at orphanages has driven the increase in residential care facilities. Poverty, particularly the inability of some parents to provide adequate living conditions or education for their children, and in some sinister cases, the opportunity to profit from the sale of their children into care, supplies this trend. When in care, some children are forced to perform dances for tourists, distribute flyers or perform farm work to raise sufficient funds for their maintenance.<sup>[30]</sup> In 2016, NGOs continue to report a high number of residential care facilities being used as tourist attractions.<sup>[31]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Cambodia	53.68	42.96	57.40	12.00	41.51

The mass genocide of an estimated 2.2–2.8 million people under the Khmer Rouge regime of 1975–1979 dramatically shaped the current demographics of Cambodia. More than 50 percent of the population are under 25,<sup>[32]</sup> placing immense strain on the national economy to provide employment opportunities for the young burgeoning workforce.<sup>[33]</sup>

Cambodia is a low-income country plagued by high levels of poverty; with more than 40 percent of the population living on less than US\$2 per day.<sup>[34]</sup> In 2014, almost 80 percent of the country's population lived in rural areas and suffered comparably high rates of poverty.<sup>[35]</sup> Cambodians living in rural areas are susceptible to land grabbing in the form of economic land concessions by large companies. Between 2003 and 2013, 2.2 million hectares of land was seized affecting 420,000 Cambodians, 300,000 of

which were forcibly evicted.<sup>[36]</sup> The loss of land and, therefore, livelihood, coupled with few employment opportunities in rural regions, is increasingly driving irregular and uninformed internal and cross-border migration. The economic desperation of many migrants, coupled with limited education or awareness of human trafficking, creates ideal conditions for recruitment agents and labour brokers to trap people into situations of debt bondage or offer lucrative jobs that frequently result in exploitation.

As tourism in Cambodia continues to boom—increasing from only 700,000 visitors in 2003 to more than 4.5 million in 2014<sup>[37]</sup>—the vulnerability of children to sex tourists and an increasing phenomenon of orphanage tourism increases the risk of children being exploited at the hands of international visitors. Despite ongoing efforts to eliminate the child sex industry, men

from other Asian nations, the USA, Australia, South Africa and Europe continue to engage in child sex tourism in Cambodia.<sup>[38]</sup>

Corruption in Cambodia continues to plague anti-trafficking efforts, particularly the prosecution of perpetrators and the acceptance of bribes by officials. Transparency International found Cambodia to be the most corrupt country of the ten ASEAN states.<sup>[39]</sup> Government officials continue to avoid investigation and prosecution for extensive human rights abuses including torture and assassinations.<sup>[40]</sup> In 2015, no government employees complicit in trafficking were prosecuted, and Phnom Penh's former anti-trafficking police chief convicted for human trafficking in 2011 had his sentence overturned.<sup>[41]</sup> Protests by labour rights unions in early 2014 demanding a minimum wage of US\$177 per month were suppressed, and the leaders involved were prosecuted.<sup>[42]</sup> Such corruption can play a central

role in both facilitating and furthering the prevalence of human trafficking in the country.

Significant discrimination against girls and women persists, with traditional gender roles championed in the school curriculum. *Chbab Srey* - a customary code of what respectable women say and do - continues to be taught to students.<sup>[43]</sup> The code promotes ideas that women bring honour to and serve their husband, maintain virginity before marriage and remain monogamous thereafter, to refrain from drawing attention to themselves, to remain inside the home at night and to not leave the home without permission. The observance of these rules has significant implications for female victims of trafficking - ideas of subservience to men and shame for their conduct often restrict victims from coming forward to report abuse, and societal stigma for breaching cultural codes challenges successful reintegration of victims.<sup>[44]</sup>

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## GOVERNMENT RESPONSE

The Government of Cambodia is making progress in combating trafficking. However this progress has been slow, and there are many challenges ahead. In 2014, the government released a five-year National Plan of Action (NPA) (2014–2018) devised by the National Committee for Counter Trafficking (NCCT)<sup>[45]</sup> in collaboration with USAID and both international and national NGOs. This plan was designed to replace the 2011–2013 NPA, which was never successfully implemented.<sup>[46]</sup> The NCCT has stated that it has requested US\$25,000 for funding from the Cambodia Government but hopes that the majority of funding will be provided by the partnered NGOs and INGOs.<sup>[47]</sup> The plan calls for increased government resources to combat trafficking, policy reform to aid the prosecution process and greater involvement at the regional and local levels.<sup>[48]</sup> Although the plan holds promise for improving the country's stance on trafficking in persons, it has yet to be implemented.<sup>[49]</sup>

The Cambodian Government has been a member of the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT), of which United Nations Action for Cooperation against Trafficking in Persons (UNACT) is secretariat, since its foundation in 2004.<sup>[50]</sup> COMMIT is run by task forces that are the decisions makers for all policy and programming relating to trafficking within their country.<sup>[51]</sup> At the fourth inter-ministerial meeting of COMMIT early in 2015, Cambodia pledged to eradicate any situation that could cause a person to be exploited.<sup>[52]</sup> Over the past five years, the government has been developing nationwide guidelines relating to the identification of victims within vulnerable populations of society. These guidelines have been tested in five provinces throughout the country but are yet to be finalised.<sup>[53]</sup>

The victim response and support network in Cambodia relies heavily on NGOs who provide services and use methods based on their particular missions and capacities. This creates a patchwork of response mechanisms throughout the country with no comprehensive unified national institutional response. Due to the ever-changing nature of the NGO responses, victims may be missing out on critical support due to a lack of awareness of services available.<sup>[54]</sup>

Within the government, some ministries are involved in the human trafficking response, including the Ministry of Interior (MOI), Labour and Vocational Training (MOLVT), Women's Affairs (MOWA), NCCT and Social Affairs, Veteran and Youth Rehabilitation (MOSVY). Working with these ministries are

workforces, task forces and committees. Although the extensive involvement of government agencies demonstrates that government is making a concerted effort to combat trafficking, it has also had the unintended consequence of creating undefined boundaries of responsibility of the actors involved. This, in turn, has resulted in discrepancies within services provided to victims, with some areas being overly resourced while other areas are completely lacking resources. Further, despite a concerted effort at the national level, implementation at the local level is largely lacking support. Law enforcement task forces lack the resources and training necessary to provide an effective response to trafficking. Similarly, although 2008 and 2009 saw the introduction of the Law on the Suppression of Human Trafficking and Sexual Exploitation and the renewed Penal Code, local practitioners lack the capacity to effectively enforce them.<sup>[55]</sup>

Many victims in Cambodia do not receive adequate services. The government is yet to develop a policy or practice that would allow NGOs to take children into care, without risk of liability and court action. If guardians of children refuse to allow their child to attend a shelter, the children are often returned to their homes where they may face a high risk of re-trafficking.

Male victims, in particular, lack sufficient shelter and associated services. Foreign victims located in Cambodia are usually repatriated to their home country and provided no legal alternative regarding any hardship or risk they faced on return. Similarly, Cambodian victims identified abroad lacked access to government assistance particularly if located in countries that lack Cambodian representation. These victims were largely forced to rely on support from NGOs and INGOs.<sup>[56]</sup>

The Cambodian Government is obligated under international law to ensure that the rights of workers are respected and redress mechanisms are available. However, despite thousands of factory inspections between 2010 and 2013, only ten fines were imposed on factories violating labour regulations.<sup>[57]</sup>

In October 2015, prompted by years of ongoing violent protests by garment workers and international pressure by rights groups, the government raised the minimum wage for workers in the apparel industry to US\$140 a month.<sup>[58]</sup> Though this goes some way to meeting worker demands, greater inspections and increased punishments for perpetrating employers must occur.

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## RECOMMENDATIONS

### *Government*

- Increase specialist human trafficking support staff at embassies where high numbers of Cambodian victims have been identified, particularly in China, Thailand, Malaysia and Vietnam. Ensure that embassies/consulates have sufficient budgets to provide immediate emergency care, and establish shelter options for exploited Cambodians to recuperate while their situation is resolved (particularly pertinent for the Royal Cambodian Embassy to Thailand, which is understaffed and unable to address the needs of the volume of Cambodian's in need).
- Ensure embassy staff have sufficient training to provide support to victims of modern slavery and to collaborate with NGOs (both regional and local) to provide for the voluntary return of victims.
- Sign a MoU between Cambodia and China to combat trafficking for marriage in China. This MoU should define trafficking to reduce the definitional discrepancy between both countries when handling these cases.
- Regulate recruitment agencies and standardise information provided to overseas job seekers.
- Increase training for police officers in the identification of victims and handling of trafficking cases. Provide specialised training in technologies designed to identify and track foreign child sex offenders travelling to Cambodia.
- Continue and upscale awareness campaigns to prevent the sexual abuse of children, targeting school teachers, parents, children and tourists.
- Improve the amount and quality of labour inspections, particularly in the apparel industry, focusing on forced overtime, non-payment of wages and working conditions.
- Monitor and issue public progress reports on enforcement actions.
- Discipline or prosecute, where appropriate, law enforcement personnel found complicit in cases of modern slavery.
- Conduct widespread awareness campaigns on the risks of exploitative work abroad, particularly for men in the fishing sector.

### *Business*

- Conduct social audits on suppliers identified as high risk.
- Travel and tourism businesses to adopt child-safe tourism policies.
- Promote respect for workers' rights in the supply chain, including both direct suppliers and subcontractor factories.





Phnom Penh, Cambodia, January 2, 2014. Garment workers tried to help workers leave a factory during a strike but were prevented by military forces from a nearby army base. Two women take shelter during a clash between protestors and police when a garment workers' strike turned violent.

Photo credit, Luc Forsyth / Ruom



Phnom Penh 2014. In this image, Special Forces soldiers assault non-profit employees observing a violent stand-off between the military and striking garment workers.

Photo credit, Luc Forsyth

# 8

Prevalence Index Rank

## DOMINICAN REPUBLIC

"They talked to us as if they were selling a product. All the traffickers see is the money. We were told the girls would do anything we wanted, however we wanted... [They] never in their wildest dreams thought they were going to get arrested. We want to break this cycle of impunity."

*Interview conducted by Reuters with an agent who ran a sting operation against a child prostitution ring, 4 January 2015.<sup>[1]</sup>*



Estimated Number Living in Modern Slavery

**104,800**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**38.13%**



Government Response Rating

**BB**



Population

**10,528,000**



GDP (PPP)

**\$13,262**

## PREVALENCE

The 2016 Global Slavery Index estimates 104,800 people or 1.00 percent of the total population live in conditions of modern slavery in the Dominican Republic. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (surveys conducted in Spanish language).

### Commercial sexual exploitation

White sand beaches attract around five million tourists to the Dominican Republic each year,<sup>[2]</sup> making it the most visited Caribbean destination and accounting for 16 percent of GDP.<sup>[3]</sup> Unfortunately, this has been accompanied by clear patterns of child sexual exploitation in tourist and nightclub destinations, such as beaches, parks, bars and nightclubs. An NGO reports foreigners account for between 23 and 25 percent of customers engaging in commercial sexual exploitation of children, which simultaneously indicates a large proportion of CSE buyers are Dominican.<sup>[4]</sup> It is estimated one in four sex workers in outdoor locations is a teenager, most aged between 15 and 17.<sup>[5]</sup> There is a cultural tolerance of older teenage girls aged 15 and above engaging in sex with tourists.<sup>[6]</sup> Minors can be sourced from *motoconchos* (motorbike taxi drivers) and taken to *cabañas* (auto-motels) in Santo Domingo, Santiago de los Caballeros and coastal towns, where customers pay by the hour.<sup>[7]</sup> There are serious concerns that police are complicit in or turn a blind eye to the abuse of people working in the sex industry, including in areas known for child sex trafficking.<sup>[8]</sup>

Dominican women and children are also subject to trafficking for CSE abroad. Victims have been identified in neighbouring Haiti and throughout the Caribbean, as well as in Argentina, and some other Latin and Central American countries.<sup>[9]</sup> In the past five years, the International Organisation for Migration has provided assistance to Dominican girls rescued from the Haitian sex industry, as well as returning victims from several islands in the Caribbean.<sup>[10]</sup> Dominican victims of CSE have also been identified in Europe, notably the Netherlands, Spain, Italy, Portugal and Greece, as well as in the USA, Japan and throughout the Middle East.<sup>[11]</sup>

Despite existing literature giving evidence of CSE cases in the Dominican Republic, the Walk Free Foundation survey did not identify any victims in this sector. The survey result may not indicate an absence of cases but possibly a lack of willingness to self-identify or report this issue. Work will continue with experts to identify the most robust ways to ensure the issue of sexual exploitation is fully accounted for in future survey results.

### Forced labour

Haitians, Dominicans of Haitian descent and Dominicans themselves experience exploitative labour conditions that sometimes amount to forced labour in various occupations including construction, agriculture, private security services, domestic services and the informal sector. Some 65 percent of the total 104,800 cases of forced labour identified in the Walk Free survey reported the exploitation having occurred in the construction sector. Evidence of slavery-like practices on sugar cane plantations and farms growing tomatoes and rice persists with some workers labouring under the threat of deportation, having their wage withheld or reduced, and having no formal contract (though oral employment contracts are legally valid in the Dominican Republic).<sup>[12]</sup> Most live in *bateyes* (communities attached to plantations) characterised by no fresh water,

sanitation or electricity.<sup>[13]</sup> There is some evidence of children working alongside their families on plantations.

Children in the Dominican Republic are also at risk of exploitation in domestic service, street vending (shining shoes and washing car windows), begging, construction and the movement of illicit narcotics.<sup>[14]</sup> There is evidence of children being trafficked from rural to urban locations within the country, as well as Haitian children being trafficked across the border.<sup>[15]</sup>

### Forced marriage

Walk Free Foundation survey data revealed a small number of forced marriage cases in the Dominican Republic, with one percent of the total of all cases of modern slavery identified as forced marriage. Little recent empirical evidence exists on forced and child marriage. Data from 2007 suggests a national average of 40 percent of girls married before 18.<sup>[16]</sup>

#### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	103,800	99	93	7
Forced marriage	900	1	100	0
Modern slavery total	104,800	100	94	6

#### Forced labour by sector of exploitation

	%
Domestic work	4
Construction	65
Manufacturing	0
Other manufacturing	0
Farming	20
Sex industry	0
Drug production	1
Retail sector	0
Other	0
Don't know	0
Refused	10
Total	100

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Dominican Republic	47.97	33.84	46.38	24.33	38.13

Despite the Dominican Republic's high rates of economic growth, more than 40 percent of the multi-ethnic, multicultural population lives in poverty.<sup>[17]</sup> Unemployment is rife, with many workers resorting to unstable informal work where they face precarious working conditions. Women, in particular, are vulnerable to informal employment where they commonly earn incomes below minimum wage.<sup>[18]</sup> Dominicans frequently seek opportunities to travel abroad for employment—the latest survey by the Americas Barometer found 28.9 percent of citizens intended to live or work in a third country within the next three years.<sup>[19]</sup> Only Jamaicans and Haitians had a higher intention to leave their country.<sup>[20]</sup> The desire to seek better employment opportunities abroad drives labour brokers to exploit jobseekers, often resulting in irregular migration and sometimes in situations of debt bondage and forced labour.<sup>[21]</sup>

Uneven access to obtaining birth certificates and identification documents denies many children admission to primary and secondary schools.<sup>[22]</sup> This contradicts the *General Education Act* which provides for education as "a permanent and inalienable human right...without any discrimination on the grounds of race, sex, belief, economic and social status or any other basis".<sup>[23]</sup> NGOs report that the misapplication of this right means some children are pushed into work while others attend school but are

restricted from sitting national exams to obtain a diploma.<sup>[24]</sup> This limits opportunities for children to pursue higher education and access formal sector employment and may increase their risk of accepting exploitative work as adults. As a result, women accept offers of low or semi-skilled work as waitresses, dancers or models, which in practice can manifest as commercial sexual exploitation at the hand of a trafficker.<sup>[25]</sup>

Discrimination against certain ethnic groups in Dominican society results in a significant disparity in employment, and access to basic public services.<sup>[26]</sup> Haitians provide a cheap source of labour for construction, agriculture and domestic work. Undocumented or stateless Haitians and Dominicans of Haitian descent are most vulnerable to modern slavery. The most recent government figures from 2012 suggest that more than 458,000 Haitians live in the Dominican Republic, while NGOs estimated in 2015 that as many as one million Haitians live in the country, many of whom are stateless and vulnerable to deportation.<sup>[27]</sup> In 2013, the Dominican Constitutional Tribunal stripped citizenship from children born to people 'in transit', the vast majority of whom were undocumented Haitian immigrants.<sup>[28]</sup> The porous border between Haiti and the Dominican Republic continues to provide an escape to those in search of economic opportunities and ensures traffickers can transport people without detection.

## GOVERNMENT RESPONSE

The Dominican Republic has enacted legislation criminalising all forms of human trafficking<sup>[29]</sup> and in 2013 reformed the Criminal Code to include slavery and increase penalties for commercial sexual exploitation of children.<sup>[30]</sup> The Criminal Code includes penalties for illegal travel, child labour and commercial sexual exploitation.<sup>[31]</sup> To meet the legal mandate, two inter-institutional groups were formed: the Inter-Agency Committee Protection of Migrant Women (CIPROM) (Decree No. 97-99 of 1999) and the Inter-agency Commission on Combating Trafficking in Persons and Smuggling of Migrants (CITIM) (Decree No.575-07 of 2007). The latter drafted and promoted the implementation of the First National Plan against trafficking 2009–2014. Combating trafficking in persons has been added to the National Human Rights Plan.

In 2013, the Attorney General's Office shared letter No. 00788, instructing all members of the Public Prosecution Service to take immediate and forceful action against "pimping and human trafficking". Since this time, to enhance investigation and prosecution, the National Police, Migration Directorate, Attorney General's Office and the three largest Prosecutors' Offices (Santo Domingo, Distrito Nacional and Santiago) have created specialised units to combat human trafficking. In particular, the role of the Specialized Prosecutor against the Smuggling of Migrants and Trafficking in Persons has created a comprehensive policy to combat trafficking in persons and migrant smuggling. The Prosecutors Office has created standard operating procedures with the support of the Specialized Prosecutor Office against TiP (Políticas para la Persecución Penal de los Fenómenos Criminales: Tráfico Ilícito de Migrantes y Trata de Personas). With the support of international organisations,

these government departments tasked with combating trafficking have been provided specialised training and equipment to aid in the investigation and prosecution of human trafficking cases.<sup>[32]</sup> This has included capacity building activities such as training in Creole, the language spoken in neighbouring Haiti and by many victims of modern slavery, and the administration of a certificate course in Human Trafficking and Sexual Exploitation undertaken by 40 prosecutors.<sup>[33]</sup> The combination of improved public policy and intensive training of law enforcement bodies has increased investigations, prosecutions and convictions. Between January 2014 and March 2015, 18 cases were prosecuted against traffickers and 20 cases have been prosecuted for CSE.<sup>[34]</sup>

**Despite these initial improvements, NGOs report a vital need for increased inspection in all sectors where children are known to be exploited.**

Language training must be rolled out more broadly, as labour inspections continue to be hampered by translation issues between Spanish-speaking inspectors responsible for interviewing Creole-speaking workers with limited or no Spanish-language abilities.<sup>[35]</sup> There are also serious concerns about official complicity in trafficking cases, with police reportedly failing to identify minor victims of CSE, physically or sexually-abusing minors, and in one case, a police officer is to be tried for his participation in a sex trafficking ring that involved child victims.<sup>[36]</sup>

There are ongoing efforts to combat sex tourism where many victims are sexually exploited at the hand of traffickers. Tourists with sex convictions have been denied entry to the country by immigration officials.<sup>[37]</sup> The Specialized Corps for Tourist Safety (CESTUR) work in partnership with UNICEF to build capacity and train members of the tourism industry.<sup>[38]</sup> Hotels have signed codes of conduct and frequently display signs saying: "It is prohibited to take minors into hotel rooms" and "Trafficking and sexual exploitation are crimes punishable by law."<sup>[39]</sup> While UNICEF reports that CESTUR is working to prevent child sex abuse in tourist areas, rescuing minors and arresting and bringing to justice child sex offenders, local NGOs have not seen evidence of this.<sup>[40]</sup>

In 2015, the Inter-Agency Commission Against Trafficking in Persons (CITIM), in collaboration with the IOM, developed a protocol to detect, refer and assist child and adolescent victims of trafficking. However, some reports indicate that CITIM did not convene all relevant agencies during the reporting period and that its efforts were otherwise limited.<sup>[41]</sup> In 2015, the IOM also assisted the government in the creation of a second protocol—to identify, assist and reintegrate survivors of trafficking in persons.<sup>[42]</sup> Local organisations largely welcomed the protocols but reported concerns about the limited efforts being made to implement the protocols.<sup>[43]</sup>

Victim assistance continues to be largely provided by international and local organisations. In late 2015, the government remodelled a house that it intends to open as a shelter for human trafficking survivors immediately after their rescue. The funding for the remodelling was secured from a private donor. NGOs report that the shelter is scheduled to open in 2016.<sup>[44]</sup> This is a positive development considering no government agency currently provides case management, therapy, job training or other economic empowerment opportunities.<sup>[45]</sup> One NGO reported

that many survivors of slavery, particularly minors, are often quickly returned to their family without sufficient screening and often left to seek support on their own.

To address the unregistered status of many people in the country, the 2014 Naturalization Law was passed to recognise the nationality of those already registered as Dominicans, and to establish a registration process for those entitled to citizenship but who lacked official documentation.<sup>[46]</sup> The *Plan Nacional de Regularización de Extranjeros*, (National Plan for the Regularization of Foreigners) was established by Presidential Decree No. 327-13 and began accepting applications from June 2014 to May 2015.<sup>[47]</sup> Following the expiration of the registration period in June 2015, thousands of people have crossed the border into Haiti, either spontaneously out of fear of arrest or have been forcibly returned by Dominican authorities.<sup>[48]</sup> In June 2015, there were reports people were deported on the basis of appearance with little or no verification of their identity and nationality.<sup>[49]</sup> In January 2016, international organisations reported that Dominican migration authorities have established stronger procedures including case-by-case handling, verification of migration status and dignified shelter, all of which were being monitored by the UN country team.<sup>[50]</sup>

Deportations are creating a complex migrant situation, whereby stateless people are returning to Anse-Pitre in South-East Haiti where prolonged drought is resulting in food insecurity and malnutrition. As of September 2015, four informal settlements have sprung up in Haiti to house up to 3,000 people.<sup>[51]</sup> Lack of basic services and health care means many men cross the border back into the Dominican Republic each day seeking low-paid work. Without identification documents proving they are either Haitian or Dominican, this stateless group will remain extremely vulnerable to exploitation.

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## RECOMMENDATIONS

### Government

- Investigate cases of children being solicited for sex in tourist areas, prosecute offenders and refer victims to shelters.
- Follow up on the regularisation of all migrants, and ensure that nationality is granted to those who are entitled, that consular services (especially Haitian) are available to assure access to birth registration and ID documents.
- Assure access to Dominican Nationality to those who would become stateless unless otherwise granted.
- Ensure that all children and adults can obtain identity documents to reduce their vulnerability to forced labour.
- Continue to train police and labour inspectors in Creole to ensure exploited workers are identified.
- Ensure the National Police and Public Ministry commit to increasing the capacity of law enforcement officials to investigate human trafficking.
- Investigate and record the rates of forced and child marriage.
- Commit to developing specialised services for victims, particularly child victims, through CONANI (Child Welfare Agency).

# 4

Prevalence Index Rank

# INDIA

“No one can imagine such a painful life. There is much torture on me and I am punished even at my minor mistakes like a child. My family is always living under threats. There is also physical violence against me and my family members.”

Survey respondent, India State Survey, 2016.



Estimated Number Living in Modern Slavery

## 18,354,700



Vulnerability Score. A higher score indicates a higher level of vulnerability.

## 51.35%



Government Response Rating

## B



Population

## 1,311,051,000



GDP (PPP)

## 5,701

## PREVALENCE

India is undergoing a remarkable 'triple transition', in which economic growth is both driving and is being affected by rapid social and political change.<sup>[1]</sup> Economic growth has rapidly transformed the country over the past 20 years, including the creation of a burgeoning middle-class.<sup>[2]</sup> In 1993, some 45 percent of the population were living in poverty; by 2011 that had been reduced to 21 percent.<sup>[3]</sup> In addition to economic growth, ambitious programmes of legal and social reform are being undertaken right across the board, from regulation of labour relations to systems of social insurance for the most vulnerable.

Even with such remarkable change, given India has a population of more than 1.3 billion people, there are still at least 270 million people living on less than US\$1.90 per day. While laws, systems and attitudes regarding key 'fault lines' such as the caste system, gender and feudalism are rapidly changing, social change of this depth and scale necessarily takes time.<sup>[4]</sup> In this context, it is perhaps unsurprising that existing research suggests that all forms of modern slavery continue to exist in India, including intergenerational bonded labour, forced child labour, commercial sexual exploitation, forced begging, forced recruitment into non-state armed groups and forced marriage.

Quantification of modern slavery in any country is difficult, but is doubly so in a country as large and complex as India. Whereas in other countries, a national survey was used to estimate prevalence, in India, we chose to proceed with surveys at the state level. In 2016, random-sample surveys were conducted by Gallup in 15 states.<sup>[5]</sup> Collectively these surveys account for nearly 80 percent of the Indian population.

The survey data suggest that there are more than 18 million people or 1.4 percent of the total population, who are living in conditions of modern slavery in India. Industries implicated in the survey data include domestic work, the construction and sex industries, agriculture, fishing, manufacturing, manual labour, and forced begging.

### Bonded labour

While bonded labour has been outlawed for decades, survey data and pre-existing research confirms that this practice still persists. Narratives available from 2016 survey respondents identify that some respondents perceived their situation to be one of bonded labour, some of which is inter-generational:

*"Sir, it is the sin of my father that I have to repay the debts unless I shall have to beg. I have a threat against my family. I am prone to physical violence everyday."* (Survey respondent, 2016)

*"This is an old disease in the village that if you are not able to pay off your debts you will have to work as a bonded labor in the field of a powerful person. My husband was employed far from the village so that he can not run away."* (Survey respondent, 2016)

In other cases, it appeared that bonded labour reflected debt lending practices and continuation of a feudal mindset:

*"There are many people in the village who were working with me as a bonded labourer. I was physically and sexually assaulted when I was working in the field. I had also threat on my life and on my family. I was also threatened that I had to leave the village."* (Survey respondent, 2016)

*"It's very common in this village that we have to work for repay the amount, our family borrowed. I was one of them. My motto was just repay the amount as soon as I could. They threatened*

*to evict us from our homeland, shown their anger if I denied to perform any task. Sometimes the consequence extended to my family and they used physical torture in several time."* (Survey respondent, 2016).

Bonded labour is not only illegal, research confirms that it has serious negative health impacts for those affected, who typically work in unsanitary and dangerous working conditions with no access to health care.<sup>[6]</sup>

### Domestic service

Examples of forced labour of domestic workers were described by survey respondents. While not all domestic workers are abused, domestic workers are a particularly vulnerable group as work takes place in private homes and largely out of the reach of regulation. Official figures in India suggest that there are more than 4.2 million men, women and children working as cooks, cleaners, drivers, gardeners and caregivers across the country.<sup>[7]</sup> These estimates are from 2004<sup>[8]</sup> and experts suggest that there may be many more workers unaccounted for in these statistics.<sup>[9]</sup>

Domestic workers in some states are excluded from labour laws and can experience excessive overtime, withholding of wages or receive insufficient remuneration. It is reported that girls as young as ten continue to be hired in private homes.<sup>[10]</sup> Domestic workers can be subject to threats of and actual physical violence and in, some cases, sexual abuse.

*"You are well aware that if a young lady works as a domestic servant she is always a soft target of being easily molested. So with me. I have not paid a single amount and in the name of debt I was made a victim of the sexual violence."* (Survey respondent, 2016)

### Forced begging

Street begging by adults and children is a prominent feature of many Indian cities. Though many beggars do so out of economic desperation, survey data confirms that criminals also force people to beg:

*"Though I am begging I am not paid a single amount. I have to deposit all to them. I am deprived of food and good sleep. I am not paid my wages only working as a bonded labourer."* (Survey respondent, 2016)

*"I was forced to do begging and still begging with the others...I can't say anything to you because I am in constant fear. I am threatened by my employer not to open my mouth to anybody otherwise I will be punished severely."* (Survey respondent, 2016)

### Commercial sexual exploitation

Existing research and the 2016 survey data confirm the existence of forced prostitution. As one survey respondent said:

*"My wife is kept in the locked room and sexually harassed and being forced to work as a prostitute. She is physically punished whenever she refuse to have sex. My family is under death threat. We are also threatened of legal action against us."* (Survey respondent, 2016)

Another reported:

*"I was forced to work in the flesh trade... Can you imagine that I kept in a locked room for the whole day when I refused to work under pressure? It is because they had always threatened me and my family for physical violence and tortured."* (Survey respondent, 2016).

Existing National Crime Records Bureau data indicate there were almost 5,500 cases across India under existing human trafficking laws in 2014. As the law does not differentiate between human trafficking and sex work, and there are no formal guidelines on who is identified in rescue and raid situations, it is impossible to know if every one of these cases involved force or children, or whether some were simply cases of economic survival.<sup>[11]</sup>

### *Forced marriage*

More than 50 percent of women are married in India before the legal age of 18.<sup>[12]</sup> Despite the illegality of sex-selective termination of female foetuses, the introduction of sex-determination by ultrasound<sup>[13]</sup> has seen some areas of India experience significant gender disparity and a dearth of available brides. The subsequent demand for brides, particularly in rural communities where many girls of marriageable age have migrated to cities for employment, has fuelled the trafficking of women for forced marriage. It is reported that in some instances, girls are forced into marriage and then used as unpaid labourers—local day labourers cost US\$140 for a season but a bride can cost only US\$100 as a once off payment.<sup>[14]</sup> The northern state of Haryana has India's most distorted sex ratio—114 males for every 100 females.<sup>[15]</sup>

The Walk Free Foundation survey questions have been carefully designed to draw a very clear distinction between arranged marriages (which are not in scope), and forced marriages (which are in scope). Cases of forced marriage were identified through the survey process.

### *Forced recruitment for armed services*

A number of regions in India continue to experience armed violence and conflict between state-armed forces and Armed Opposition Groups (AOGs).<sup>[16]</sup> There is ongoing evidence to suggest that children are forcibly recruited into AOGs in Jammu & Kashmir, Punjab, Rajasthan, Bihar, Orissa, Jharkhand and West Bengal, Assam, Manipur and Tripura, Uttar Pradesh, Chhattisgarh and Madhya Pradesh, Maharashtra, Kerala, Tamil Nadu, Andhra Pradesh and Karnataka.<sup>[17]</sup> Some children as young as six are used by Naxalites as informers and trained to fight with crude weapons, such as sticks.<sup>[18]</sup> Once children reach 12 years, they receive training in weapon handling and the use of improvised explosive devices. Some women and girls have reported experiencing sexual violence in militant camps.<sup>[19]</sup>



*Man carpet weaving, working under a fair trade model, having been liberated from intergenerational debt bondage.*

*Photo credit, Grace Forrest*



## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
India	37.07	36.68	43.88	87.78	51.35

There are more than 270 million people living below the poverty line in India.<sup>[20]</sup> Homelessness, including of children, remains a major concern. For example, a census of children living on the street in Mumbai in 2013 found a total of more than 37,000 children, primarily concentrated in commercial areas with a bustling informal economy. Seventy percent were boys and thirty percent were girls, and 18 percent were in the 10–12 year old age bracket.<sup>[21]</sup>

The informal nature of much of India's labour economy also impacts on vulnerability. According to government statistics, some 75 percent of rural workers and 69 percent of urban workers are in the informal economy.<sup>[22]</sup> These workers face risks associated with a highly unregulated and unmonitored work environment, particularly in the country's many brick kilns. The country's steady population growth and the corresponding demand for improvement of infrastructure and increased dwellings have enabled the 'blood bricks' produced in these industries to continue.<sup>[23]</sup>

Vulnerability to slavery in India has some common elements, with poverty and the lack of capacity to absorb shocks, and deep structural inequalities reflecting gender, caste and tribe all being highly relevant.<sup>[24]</sup> However, vulnerability is also distinct state by state. For example, in Bihar, agricultural shocks, high prevalence within the population of members of the Scheduled Castes, combined with borders to Nepal, result in forced labour connected to migration for work both within and from India. Also, Bihar is one of the states affected by the Naxalite conflict. According to the UN Security Council, Naxalites in Bihar, Chhattisgarh, Jharkhand and Odisha states recruited boys and girls between six and 12 years of age into specific children's units. Uttar Pradesh which has the highest proportion of castes and tribes of all Indian states, the issues are quite different. For example, so-called 'manual scavenging' is reported to be still widely practised, in which members of a certain caste are

required to clean out dry latrines. When they seek to leave or refuse to do this work, they face violence and abuse.<sup>[25]</sup>

Women and girls face significant discrimination and high rates of sexual violence across India, and this is particularly true for women and girls from the Scheduled Castes and Tribes.<sup>[26]</sup> While Prime Minister Narendra Modi referred to a string of rapes as a national 'shame', and there has been a raft of legislative and criminal justice reforms signalling some progress, women are still at very high risk of sexual assault and domestic violence.

While factors such as dowry payments and a desire to avoid sexual violence are commonly given as reasons for early and child marriage, recent research suggests that these are symptoms of deeper risk factors. Vulnerability to early and child marriage has been attributed to a complex matrix of underlying risk factors, reflecting the interplay of patriarchy, class, caste, religion and sexuality, that all impact on decision making.<sup>[27]</sup> Overlaid with this are the economics of marriage, dominant concepts of sexuality, widely-accepted gender norms including concepts of masculinity, educational and institutional gaps, the centrality of marriage in Indian society, and the desire for parents to exercise control over their children as they become young adults.<sup>[28]</sup>

Across India, but particularly in some southern states, Indian migrant workers actively seek jobs in construction and care industries, primarily in the Gulf, Europe and North America. There are reported to be 14 million Indian men and women working overseas, primarily in the Gulf, many of whom will have sought work through their networks rather than formal channels.<sup>[29]</sup> Official migration processes are complex and often tainted by corruption, which further encourages irregular migration. These channels leave migrants with little recourse against practices such as unilateral contracts, dangerous working and living conditions, limited movement and access to communications, withholding of passports and wages, and physical and sexual abuse.<sup>[30]</sup>

## Promising practices in responding to bonded labour

Uttar Pradesh (UP) is India's most populous state with a population of nearly 200 million people. In UP, statistics on bonded labour suggest remarkable improvements, reflecting the work of NGOs that work with local communities to bring people out of bonded labour.

In 2013, a group of labourers from Chhattisgarh went to Jammu and Kashmir (J & K) to work as daily-wage labourers in a brick kiln. What began with a promise of better life soon turned into drudgery, perennial hunger, abuse and physical violence. After enduring these conditions for 12 months, the labourers were sold by the employer to another brick kiln owner.

A young man named Deepak Das (name

changed) broke this cycle of exploitation when he escaped from the kiln. Back in his village, he met the NGO team who were there to establish a Community Vigilance Committee (village-level self-help groups). On hearing Deepak's account, the NGO played a crucial role in convincing the J & K officials to take action. The Bonded Labour Act establishes a system to release and rehabilitate of bonded labourers, and prosecute offenders but it requires action from local authorities.

The brick kiln was raided by a joint team from the police, labour and social welfare departments. All of Deepak's 48 co-workers were rescued. The NGO ensured that the freed labourers received their release certificate and had their

statements recorded under the Bonded Labour Act. This enabled the victims to receive rehabilitation benefits and entitlements from the government. The freed labourers were also sensitised on the larger issue of enslavement and trafficking, which encouraged them to help the NGO identify new cases in their area.

Civil society action, organised by the people, for the people, is the backbone of the anti-slavery movement in India. It provides support to law enforcement while creating the conditions of trust that victims of abuse, exploitation and neglect require. Continued cooperation between civil society organisations and law enforcement is key to ending bonded labour.

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## GOVERNMENT RESPONSE

Given the scale and complexity of the issue in India, it is significant that the government of India has taken many steps designed to address vulnerability on a broad scale. Recent amendments to the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act makes it an offence to, among other things, compel a member of a Scheduled Caste or a Scheduled Tribe to do begar or other forms of forced or bonded labour; dispose or carry human or animal carcasses, or dig graves; or do manual scavenging. The 2016 amendments also make it an offence to promote dedicating a Scheduled Caste or a Scheduled Tribe woman to a deity, idol, object of worship, temple, or other religious institution as a devadasi or any other similar practice.<sup>[31]</sup>

The government has also drafted a 'National Policy for Domestic Workers', which is currently awaiting Union Cabinet approval. If enacted, the Policy would safeguard a minimum salary of Rs9,000 (approximately US\$135) per month for skilled full-time domestic workers, paid leave and maternity leave, social security, and the right to collectively bargain. It also includes calls for provisions against sexual harassment and bonded labour for domestic workers.<sup>[32]</sup> The fact that domestic workers were identified in forced labour in the 2016 Walk Free Foundation state surveys underscores the urgency of policy change on this issue.

In June 2015, the Ministry of Women and Child Development launched 'Khoya Paya', a Lost and Found website, which operates in addition to the Ministry of Home Affairs' 'Track Child' site. 'Track Child' provides a forum for police to exchange information on missing children, while the new site extends to the public, allowing registration of missing children by their families in coordination with police efforts.<sup>[33]</sup>

In terms of more specific responses to modern slavery, India has criminalised most forms of modern slavery, including trafficking, slavery, forced labour, child prostitution and forced marriage, as part of its *Penal Code* or under specific legislation. However, there is no distinction drawn under the existing trafficking legislation between human trafficking and sex work which

makes interpretation of results difficult. There is also no current legislation covering the use of children in armed conflict.<sup>[34]</sup>

Responsibility for the national government's response is divided between three ministries: Ministry of Labour, Ministry of Home Affairs, and Ministry of Women and Child Development. While each agency has different mandates and areas to cover, the absence of strong, continuing coordination across these agencies had led to a fragmented and complex response to modern slavery.

Implementation of anti-trafficking laws in the Penal Code is the responsibility of the Ministry of Home Affairs, which provides information about cross-government efforts on its anti-trafficking portal. The portal includes criminal justice statistics, details of anti-trafficking police units, information on government and law enforcement training, and information on anti-trafficking legislation and reporting mechanisms, including the ChildLine hotline.<sup>[35]</sup> Criminal justice statistics, both on human trafficking and bonded labour crimes, are published by the National Crime Records Bureau.<sup>[36]</sup>

Laws prohibiting bonded labour have been on the statute books for decades.<sup>[37]</sup> The response to bonded labour is coordinated by the Ministry of Labour while the district and sub-divisional level vigilance committees provide advice to the courts on bonded labour issues.<sup>[38]</sup> The National Human Rights Commission monitors the government response, regularly reviews existing government policies and practices from a human rights perspective,<sup>[39]</sup> and provides training to district Magistrates, Deputy Commissioners and other government officials.<sup>[40]</sup> Statistics suggest that many states are yet to implement the Supreme Court order which required district vigilance committees to undertake surveys to identify and release those in bonded labour, as many still submit an official report of zero cases.<sup>[41]</sup> The state of Karnataka has made progress on the Order, as reflected in the numbers of cases of bonded labourer identified in official crime statistics. Outside this, there are concerns about the effectiveness of the response to bonded labour in India.<sup>[42]</sup>

## The importance of law enforcement

With the population of most Indian states being larger than the population of many countries, the role of state police in combatting modern slavery is critical.

The active approach of state police in several states has lent early successes to the national government's ambitious programme of establishing specialist anti-trafficking police units throughout India. Known as the Integrated Anti Human Trafficking Units (IAHTUs), these specialist units comprise trained police officials, prosecutors and NGO workers who work as an integrated task force to prevent and combat human trafficking.

In July 2015, the AHTU of Telangana state police removed 39 women and girls who had been trapped working in squalid conditions in a brothel in Chandrapur,

a city in Maharashtra. The operation is an example of successful cross-state cooperation, as police and NGOs from both States worked together to get the women to safety and prosecute the perpetrators.

The operation was initiated by the Crime Investigation Department of Telangana police after gathering information from a victim, who had escaped the brothel and returned to her village. The police team undertook days of preparatory work, including a reconnaissance of the area, briefing the local police department in the neighbouring state and training on proper conduct during the operation.

The AHTU raid found women and girls living in unhygienic conditions in cramped rooms. Of the 39 victims, a number were HIV positive and some were pregnant.

Children of the women were living in the custody of the traffickers. Charging 150 Rupees for every client, the women received half, and half was taken away by the traffickers. The women were denied food when they tried to refuse clients.

The AHTU arrested the perpetrators and presented them to the local magistrate. The victims were taken safely back to shelters in Hyderabad. The police presented the minor victims to Child Welfare with assistance from relevant NGOs. The accused were sent to judicial custody and the Preventive Detention Act was invoked against the repeat offenders.

## The importance of successful prosecutions

Prosecution of perpetrators is a critical part of any response to modern slavery. In any country, securing a prosecution is typically a long and hard process, but this is particularly true in India, given the millions of cases pending in the overworked judicial system. Legal support for the victim can make the difference between case failure and successful prosecution.

In March 2016, lawyers associated with an NGO in Bihar, won a three-year long

case that resulted in sentencing of four traffickers and financial restitution for the 14-year-old victim who had been kidnapped, sexually abused, enslaved and then sold by her handler in a ten-month-long ordeal. The four accused were given between seven and ten year sentences and fined Rupees 286,000 (US\$4,300). The victim received 60 percent of the fine amount. The lawyers who fought the case provided legal support to the victim

throughout the trial, which can be a very difficult and emotionally-fraught process. The lawyers also worked with the public prosecutor to build a strong case against the accused.

Every successful prosecution helps to change the current balance of risk, in which modern slavery is a high-profit low-risk activity for perpetrators.

The Indian National Government has undertaken an ambitious programme to establish specialist anti-trafficking police units throughout the country. These are mandated to facilitate interagency coordination for the rescue of children and post-rescue care efforts, to monitor interventions and provide feedback, and to collect and analyse data related to trafficking to be shared with state governments and the media as appropriate. The government continued to expand the number of units across the country, reaching 225 units by December 2014, with the aim to establish 330 anti-human trafficking units.<sup>[43]</sup> While these efforts are commendable, it is also clear that some units are working well and others are not. It is reported that one issue relates to budget, but there are also numerous systemic issues that result in investigations stopping at state boundaries. Reflecting these concerns, a recent National Legal Services Authority submission to the Supreme Court called for a central investigations bureau to be established to investigate cross-border crimes.<sup>[44]</sup>

Both the judiciary and law enforcement have received training; more than 20,000 police personnel have been trained on victim identification, implementation of the new legal framework, and victim-centred investigations. The government victim compensation scheme also extends to victims of human trafficking; however, the amount and efficiency of dispersal is largely dependent on the state administration and is not available country-wide.<sup>[45]</sup> In a recent landmark case, four traffickers were prosecuted following a three-day trial for kidnapping a 14-year-old Haryana girl and forcing her into domestic servitude and sexual exploitation; they were sentenced to between seven and ten years in jail, with half of the fine paid to the victim as restitution.<sup>[46]</sup>

The Indian Government funds victim support services, however, efforts need to be directed at improving these both in terms of approach and quality of care. The Ujjawala project is one of the primary support systems in India for children and young women at risk, but this does not necessarily equate to specialist services for victims of trafficking. Most shelters have limited facilities and resources to provide holistic support.<sup>[47]</sup> Government shelters are required to register; however, services vary as there are no standards attached to registration, and no inspections or follow-up. Furthermore, under existing laws, survivors under the age of 21 can and are subject to extended periods of court ordered custody in protective homes, effectively resulting in their detention.<sup>[48]</sup> Specific government trafficking shelters are currently available only for women and girls.<sup>[49]</sup>

India continued to take steps toward collaborating across the region to respond to transnational trafficking crimes and provide

protection for Indian citizens migrating overseas. Indian police have cooperated with regional counterparts on transnational human trafficking investigations. In 2014, Indian and Bangladeshi police undertook a joint investigation to identify two Bangladeshi girls sold into commercial sexual exploitation in India. Both girls were found and successfully repatriated; the offenders are being prosecuted under new anti-trafficking provisions.<sup>[50]</sup> In March 2016, India and Bahrain agreed to increase bilateral cooperation on human trafficking issues, especially women and children in the Gulf.<sup>[51]</sup> This agreement provides protection for victims, including repatriation, and provides for close cooperation and information exchange between police and other concerned authorities.<sup>[53]</sup> In April 2016, media reports suggested India will sign a similar agreement on anti-human trafficking collaboration with the United Arab Emirates shortly.<sup>[54]</sup>

In December 2015, in response to public interest litigation initiated by an NGO, the Supreme Court of India took note of evidence of the deficiencies of the existing victim support network.<sup>[55]</sup> The Supreme Court of India disposed of the litigation when the Ministry of Women and Child Development stated that it was taking steps to establish the 'Organised Crime Investigative Agency' (OCIA) and had established a committee to prepare new 'comprehensive anti-trafficking legislation' to ensure, among other things, that victims are not treated as criminals and provided with adequate shelter homes. The Supreme Court also highlighted the need for stronger victim protection legislation and protocols and provision of adequate shelters.<sup>[56]</sup> This is critical as recent research suggests that rescue efforts involving children are not always operating in the best interests of victims, and are not resulting in appropriate criminal action against employers or traffickers, leaving children at risk of retaliation and re-trafficking.<sup>[57]</sup>

Early indications are that many steps have resulted from this Supreme Court order. An inter-ministerial committee has been formed, legislation has been drafted and certain outcomes appear close to completion. For example, efforts to develop a comprehensive standard operating procedure on rescue, rehabilitation and prevention of trafficking of women and children for sexual exploitation was being finalised at the time of print.<sup>[58]</sup> It is not yet clear how this will impact on the existing laws and infrastructure, such as the anti-human trafficking units, already established. Part of the challenge will be to ensure that gains already made are not lost in efforts to create a new system, while the new system does not add another layer of complexity to an already overcrowded system.

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## RECOMMENDATIONS

### Government

- With many of the necessary laws in place and under development, the focus must be on implementation and tracking improvements in implementation. For example, given the high levels of internal migration, there is a clear need to ensure State police are encouraged and enabled to continue investigations across borders. This needs to be in addition to any central investigations bureau which will likely focus on only the most complex cases.
- Ratify and implement the Convention on the Worst Forms of Child Labour.
- Ratify and implement the Domestic Workers Convention.
- Proactively require all states to follow up on the Supreme Court Judgment of October 15, 2012, to identify and release those in bonded labour, and report on progress. Require States who report zero cases of bonded labour to show what steps have been taken to actually find and assist bonded labourers.
- Update regulations and processes for the implementation of the *Bonded Labour Act*, and report on its implementation.
- Focus on practical ways to regulate and monitor practices of placement agencies.
- Implement a new National Action Plan that targets the full spectrum of modern slavery, while recognising the differences between highly organised crime (which is likely to be cross-border) and more localised practices of bonded labour.
- Ensure that victims are not criminalised or detained both by law enforcement and in the shelter system. Victims must be protected (including protecting their identities) throughout the duration of their court cases. Repeal laws which permit detention of victims.
- Increase the proportion of female police officers in enforcement.
- Create and monitor implementation of standard operating procedures for shelter homes to support quality and rights based post-rescue rehabilitation of survivors.
- Prevent the recruitment of children into armed opposition groups and provide targeted rehabilitative services to rescued children.

### Business

- Partner with civil society organisations to provide safe work and vocational training to survivors of modern slavery, under the *Company Act 2013* corporate social responsibility requirements.
- Export-oriented industries such as textiles, agriculture and carpet weaving should work through their industry bodies and with appropriate third parties to create industry-wide supply chains that are free of modern slavery.
- Domestic industries, such as construction, manufacturing and brick kilns, should work with state governments and local organisations to find innovative ways of eliminating the need for child and bonded labour in their businesses.

## STATE STUDY 1 – Problem description and state government responses in Uttar Pradesh

POPULATION	GSDP (2014–2015)
<b>199,812,341</b> <sup>[59]</sup>	<b>US\$161.1</b> Billion <sup>[60]</sup>

As the most populous state in India, Uttar Pradesh (UP) is a centre of agriculture, industry and tourism. Though poverty across the state is declining, UP's poverty rate remains higher than the national average.<sup>[61]</sup> A combination of population growth and persistent migration flows from neighbouring states, predominantly Bihar, Madhya Pradesh and West Bengal, have increased the available workforce despite limited employment opportunities. This, coupled with the highest prevalence of Scheduled Castes in India (the official term for Hindu, Sikh and Buddhist Dalits)<sup>[62]</sup> and prevailing discrimination against women,<sup>[63]</sup> heightens people's vulnerability to modern slavery in UP.

UP is a source, transit and destination state for modern slavery. UP's 619 km stretch of open borders with Nepal,<sup>[64]</sup> proximity to Bangladesh and New Delhi, and home to tourist destinations of Varanasi and Agra, facilitate the flow of vulnerable people and impede the ability of law enforcement to detect human traffickers. Following the 2015 earthquake in Nepal, migrants from earthquake affected areas poured into UP,<sup>[65]</sup> some of whom were vulnerable to accepting exploitative jobs in the informal economy.

Children in UP are at particular risk of forced labour and commercial sexual exploitation. A 2015 study found a 13 percent rise in child labour in UP despite the fact that child labour is gradually declining across India.<sup>[66]</sup> Nationally, one in five child labourers in India is exploited in UP,<sup>[67]</sup> with almost 900,000 children aged 5–14 years in the workforce in 2011.<sup>[68]</sup> Many children are engaged in the worst forms of child labour—forced begging in Varanasi and Agra, and forced labour in embroidery, carpet weaving, leather work, sports ball stitching and bangle making.<sup>[69]</sup> Despite the efforts of some international brands to sever contracts with factories manufacturing with child labour, the illegal work of many children in UP goes undetected as they work from home for meagre piece-rate wages.

UP's 40 million people belonging to Scheduled Castes<sup>[70]</sup> are particularly vulnerable to caste-based slavery such as manual scavenging. Despite legislation prohibiting manual scavenging,<sup>[71]</sup> the act of removing faeces from non-flush systems and septic tanks by hand for little or no pay remains common.<sup>[72]</sup> Persisting hierarchical attitudes ensure manual scavengers remain entrapped in this lifestyle, subject to violence, stigma, debt bondage and discrimination.

UP has the highest proportion of child marriages in India, with more than 2.8 million children married in the 10–19 years category.<sup>[73]</sup> Children and young women are vulnerable to short-term contract marriages with tourists who temporarily marry for the duration of their visit to UP.<sup>[74]</sup>

Uttar Pradesh does not have state-level legislation specifically targeting slavery; however, some elements of trafficking are criminalised under the Goonda Act and the Gangster Act of UP, which recently received Presidential assent.<sup>[75]</sup> The legally-mandated Uttar Pradesh Victim Compensation Scheme 2014 provides for financial compensation to victims of trafficking who have suffered loss or injury,<sup>[76]</sup> though no data exists on how many victims accessed this fund.

Under the national anti-trafficking initiative, 35 anti-human trafficking units were functional in UP and will receive technical support from UNICEF during 2016–2017.<sup>[77]</sup> Considerable efforts were made at the state level to combat modern slavery including the training of 2,076 stakeholders, rescue missions across a range of districts and the approval of a State Task Force in 2015.<sup>[78]</sup> Operation Smile, a 2014 initiative of the Ghaziabad Police which rescues children from child labour, and tracks missing and trafficked children,<sup>[79]</sup> continued operations in 2016.<sup>[80]</sup> Following the earthquake in Nepal, the government of UP installed CCTV cameras on border crossings to monitor human trafficking though it is unclear whether any victims were identified in this way.<sup>[81]</sup>

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## STATE STUDY 2 – Problem description and state government responses in Bihar

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POPULATION  
**104,099,452**<sup>[82]</sup>

GSDP (2014–2015)  
**US\$66.4** Billion<sup>[83]</sup>

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In Bihar, a combination of chronic poverty, distress migration, open borders, caste, ethnicity and gender drive the prevalence of modern slavery. According to the National Sample Survey Office's most recent report, 34 percent of Bihar's population are below the poverty line, with 56 percent of children under five years of age underweight.<sup>[84]</sup>

Despite a wealth of fertile land and natural resources, ongoing flooding and drought have reduced agricultural output and hindered the state's growth. With reduced livelihood opportunities, distress migration is common. The 2011 Census showed that net migration out of Bihar stood at 1.7 million people,<sup>[85]</sup> making it the second-highest state in India for out-migration. Other reports have suggested as many as 4.42 million people migrate out of Bihar every year.<sup>[86]</sup> The use of migration as a survival strategy across all age groups in Bihar, often under extremely vulnerable circumstances, exacerbates vulnerability to slavery.<sup>[87]</sup>

Ongoing crimes against Scheduled Castes, 25 percent higher than the national average (3.5 per 100,000 population, compared with 2.8 per 100,000 nationally),<sup>[88]</sup> coupled with more desperate economic status and severe social exclusion, increase vulnerability to exploitation. Although many new government initiatives are starting to have a positive effect on discrimination against marginalised groups, more than 56 percent of women in Bihar aged between 15 and 49 report that they are subject to physical and sexual violence.<sup>[89]</sup>

Bihar's proximity to Bangladesh and its 800 km stretch of open borders with Nepal, facilitate the ease with which traffickers cross internationally without identification. Major transport hubs in these border areas have become hotspots for trafficking, as well as sites of commercial sexual exploitation. Bihar acts as a transit and destination for girls and women trafficked from Nepal, Bangladesh, West Bengal and northeastern states. An estimated 40 red light areas exist in Bihar, many of which are home to intergenerational sex workers from the Natt tribal group.<sup>[90]</sup>

Children in and from Bihar are subject to forced labour, forced marriage, forced begging and forced recruitment into non-state Armed Opposition Groups (AOGs). Persistent civil unrest between the Naxalite-Maoist insurgency and the government has resulted in Bihari children as young as six recruited into service and taught to handle weapons as part of their training. Throughout 2015–2016, local newspapers continued to report on the rescue of Bihari children trapped in forced labour in a variety of sectors, including jacket-manufacturing,<sup>[91]</sup> bangle making,<sup>[92]</sup> textiles,<sup>[93]</sup> food manufacturing<sup>[94]</sup> and waste recycling.<sup>[95]</sup>

Efforts to combat slavery and the corresponding attempts to address the corruption of local services is still at an early stage. Bihar does not have state-specific laws addressing slavery, although they are considering drafting legislation for anti-trafficking protection. Under the national initiative, Bihar State Police created anti-human trafficking units (AHTUs) and this has led to the identification and rescue of victims in 14 of 38 districts.<sup>[96]</sup> Data collection and reporting remains an issue, especially in the management of missing persons by police despite previously receiving training in tracing and rehabilitating missing children. The Astiva Action Plan for Preventing and Combating Trafficking 2008—that coordinates state, district and Panchayat (village) task forces in order to "*care and protect trafficking victims at all stages of rehabilitation and also ensure strong prosecution of cases*"<sup>[97]</sup> commenced strongly, but efforts since appear to have diminished. The 2015 'Operation Mahavir', to trace and free child victims of trafficking, saw police in 38 districts of Bihar monitoring places like brick kilns, roadside hotels, markets, bus stands and railway stations.<sup>[98]</sup> However, at the time of writing, no data was available on the number of cases identified in this operation. Many of the gaps in government implementation of anti-slavery policies and legislation are a legacy of Bihar's decades of misrule. They reflect deep-seated, long-term challenges that will require continued and determined efforts.

### STATE STUDY 3 – Problem description and state government responses in Maharashtra

POPULATION	GSDP (2014–2015)
<b>112,374,333</b> <sup>[99]</sup>	<b>US\$264.80</b> Billion <sup>[100]</sup>

Maharashtra is one of the wealthiest states in India and is considered the trade and commercial hub of the country. According to the 2011 Census, 45 percent of Maharashtra's population is urban.<sup>[101]</sup> The wealth disparity between rich and poor is particularly evident in Mumbai with 54 percent of the capital city's population residing in slums. Mumbai is home to 22 million people<sup>[102]</sup> and is notorious for being the commercial sex capital of India.<sup>[103]</sup>

Human trafficking and commercial sexual exploitation is witnessed throughout Maharashtra. Rural Maharashtra continues to be a major source of trafficking victims. Due to poverty and a lack of livelihood prospects, men, women and children from rural tribes are pushed to search for opportunities in urban cities, increasing their vulnerability to modern slavery. Commonly, women and girls are trafficked and exploited by independent recruitment agencies largely unregulated by state authorities.<sup>[104]</sup> Many human traffickers also pose as matchmakers arranging false marriages within India where, instead of marriage, the women are sold and subjected to forced prostitution and forced labour within the domestic service.<sup>[105]</sup>

Debt bondage is reported to be widespread in Maharashtra, particularly in unregulated industries such as construction, agriculture, mining and brick manufacturing.<sup>[106]</sup> For example, borrowing money for marriages, festivals and funerals is a common practice among some tribal groups in the State, which can result in debt bondage.<sup>[107] [108]</sup> The Supreme Court has established vigilance committees directed to pay attention to specific sectors where debt bondage is prevalent such as brick kilns, quarries, carpet weaving, construction, agriculture, manufacturing, fishing and many others.<sup>[109]</sup> The vigilance committees must conduct surveys on a District and Sub-Divisional District level every three years and report their findings to the National Human Rights Commission.<sup>[110] [111]</sup> Despite these efforts, some perpetrators of modern slavery, such as brick kiln owners, are reported to be politically connected, enabling them to avoid prosecution.<sup>[112]</sup> In this way, the effectiveness of the committees and monitoring mechanisms is reduced by ongoing corruption.

The Government of Maharashtra has made efforts to implement legal mechanisms to protect vulnerable populations from modern slavery. Maharashtra is the first state in the country to have prepared a state action plan for the elimination of child labour.<sup>[113]</sup> It is also one of the first states to adopt various acts specific to issues of *mathadis* (manual labourers who load and unload trucks),<sup>[114]</sup> migrant labourers and domestic workers.<sup>[115]</sup> In accordance with the Maharashtra Domestic Workers Welfare Act (2008), the Maharashtra Domestic Workers Welfare Board has registered many domestic workers within the state so that they are privy to the benefits outlined in the Act.<sup>[116] [117]</sup>

In 2008, Maharashtra established Anti Human Trafficking police Units (AHTUs) and various rescue operations have been conducted since then. By 2012, the AHTUs had rescued 2,683 victims across 478 operations, arrested 1,558 traffickers and registered 372 cases.<sup>[118]</sup> AHTUs have repatriated 26 Bangladeshi women rescued from Pune, Mumbai and Thane.<sup>[119]</sup> The Crime Branch's Social Service Branch (SSB), which investigates trafficking crimes in Mumbai, have reported increasing success in identifying and rescuing victims from 159 women and nine minors (2013) to 308 women and 23 minors (2014).<sup>[120]</sup> Despite these successes, inter-departmental coordination remains a serious challenge to human trafficking law enforcement, particularly between the local police, AHTUs and SSB.<sup>[121]</sup>

In 2014, the government of West Bengal and Maharashtra signed a memorandum of understanding (MoU) to ensure the identification and repatriation of women and children who are victims of trafficking.<sup>[122]</sup> The MoU established a standard operating procedure to ensure the verification of identities and family tracing of rescued human trafficking victims.<sup>[123]</sup> In addition to this, it was reported in June 2015 that the governments of Jharkhand, Delhi, West Bengal, Uttar Pradesh and Maharashtra will sign an MoU to closely collaborate and jointly combat modern slavery.<sup>[124]</sup> These efforts contribute to the collaboration of states to combat modern slavery through the exchange and sharing of information and the unification of inter-state modern slavery data.

# 6

Prevalence Index Rank

## IRAQ

"The Islamic State didn't come to kill the women and girls, but to use us as spoils of war, as objects to be sold with little or to be gifted for free. Their cruelty was not merely opportunistic. The IS soldiers came with a pre-established policy to commit such crimes."

*Excerpt from a statement by Nadia Murad Basee Taha, Trafficking Survivor, to the UN Security Council on December 18, 2015. On August 15, 2014, Nadia was captured by Islamic State militants in Iraq; she was raped and tortured for three months until she successfully escaped.*



Estimated Number Living in Modern Slavery

**403,800**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**63.83%**



Government Response Rating

**No Data**



Population

**35,730,000**



GDP (PPP)

**\$15,057**



## PREVALENCE

The 2016 Global Slavery Index estimates 403,800 people or 1.13 percent of the total population live in conditions of modern slavery in Iraq. Though Walk Free Foundation did not conduct a survey in Iraq, respondents in other survey countries—Bangladesh, Cambodia and Nepal reported a family member exploited in Iraq.

### Forced labour

The current armed conflict and the subsequent humanitarian crisis in Iraq continue to significantly impact the security of civilians and migrant workers in the country. Before the outbreak of violence, Iraq was gaining popularity as a destination for migrant workers, particularly from Bangladesh, Indonesia, Nepal, the Philippines, Sri Lanka, India and Thailand.<sup>[1]</sup> Migrant workers, either knowingly or unknowingly, came to Iraq to meet manpower demands in growing sectors such as health, construction, domestic work and hospitality. There are also reports of Asian migrants forced into prostitution.<sup>[2]</sup> To attract more local and foreign investors, Iraq passed an investment law in 2006, which ensured the right of companies to employ foreign workers and for non-Iraqi workers to remit their salaries.<sup>[3]</sup>

Before the violence escalated, migrant workers in Iraq were already vulnerable to forced labour and debt bondage commensurate with regional trends. However, the current crisis has magnified these issues and introduced new risks and threats. In mid-2014, hundreds of South Asian migrant workers in Iraq were caught in the crossfire between the Iraqi military and Islamic State (IS). Those wanting to leave the country faced a difficult situation as employers retained worker passports. There are reports of Indian migrant workers striking because they wanted to return home but could not access their passports.<sup>[4]</sup> During an intense period of conflict in Tikrit, north of Baghdad, IS militants briefly captured Bangladeshi workers<sup>[5]</sup> while 41 Indian construction workers were detained indefinitely in Najaf, south of Baghdad<sup>[6]</sup> and 46 Indian nurses were left stranded in a hospital.<sup>[7]</sup> Reports of IS holding migrant workers in situations of debt bondage in Iraq have emerged since their rise to prominence in 2014, as well as their use for forced labour, sexual exploitation and as human shields in conflict.<sup>[8]</sup>

### Sexual slavery

There are verified reports of women and children being captured, sold into slavery and held in barbarous conditions by IS. In 2014, IS captured 3,000 women and children, mostly from the Kurdish-speaking Yazidi minority group—the largest single capture of women this century. IS propaganda claimed that the captured Yazidi women and girls were 'spoils of war' to be divided among fighters.<sup>[9]</sup> Publications released by IS<sup>[10]</sup> provide an extreme interpretation of Shari'a describing the legality and illegalities of dealing with slaves - "*it is permissible to buy, sell, or give as a gift female captives and slaves, for they are merely property, which can be disposed of...*" This alarming resurgence of slavery is evident in Raqqa, the self-proclaimed IS capital, and surrounding IS-occupied territory where women can be bought and sold at the market. There are reports of IS offering to sell women back to their families for as much as US\$40,000.<sup>[11]</sup>

### Forced recruitment of children into militia groups

There are grave concerns for Iraqi children being used in armed combat by IS, emerging militias and within existing, expanding and government groups such as the Popular Mobilization Forces (PMF)<sup>[12]</sup> which operate under the control of the Prime Minister's

Office (PMO).<sup>[13]</sup> The forced recruitment of children by IS has resulted in their use as suicide bombers, informants, bomb makers and human shields. There are also reports of families selling disabled children to IS.<sup>[14]</sup>

**Online video footage released by IS shows children, some as young as ten, undergoing military training at camps, carrying out assassinations and completing suicide bombing missions, as well as graphic images of a child shooting dead two alleged Russian spies and another showing a child carrying out a suicide bombing.**<sup>[15]</sup>

PMF elements also recruit children, though it is unclear to what extent children join alongside relatives and caregivers versus those forcibly recruited. There are reliable testimonies of children confirming that they were tricked into believing they were joining the police but instead were taken to PMF training camps.<sup>[16]</sup> There are unconfirmed reports the PMF abducts children. However, it is unclear whether they are being abducted for ransom, leverage, recruitment or other purposes.<sup>[17]</sup>

### Forced marriage

Despite legislation preventing girls under 18 from marrying, widespread evidence of forced and temporary marriage persists. Forced marriages are often used as a tool to strengthen familial ties within tribes and tribal allegiances.<sup>[18]</sup> *Fasliyya*, the practice of marrying off a woman from one tribe to settle a feud with another, continues with girls being traded as compensation for crimes.<sup>[19]</sup> This practice reportedly increased throughout 2015–2016 in the southern provinces of Iraq, namely Missan, Basrah, Thi-Qar, Muthanna, and Babel, where the role of government is increasingly being overtaken by local tribes.<sup>[20]</sup> In Iraqi Kurdistan, the tradition of *jin be jin* (a woman for a woman) persists whereby brides are exchanged between tribes to avoid payments of dowries.<sup>[21]</sup>

Dowry payments received by fathers of child brides continues to provide an economic incentive to marry daughters early. New research from November 2015 found economic incentives played a role in 51.4 percent of forced marriages, out of a representative sample of 1,249 cases.<sup>[22]</sup> Parental fear of inter-ethnic marriage has also been noted as a cause for forced marriage. The socio-tribal tradition of marrying daughters to relatives continues in 2016.<sup>[23]</sup>

According to research published in November 2015, 80.2 percent of forced marriages in Iraq would end a girl's education.<sup>[24]</sup> This lack of education is particularly concerning when coupled with the reality of many girls being abandoned by their husbands or widowed. Without education, and unable to financially depend on their husband, girls find it incredibly difficult to access another source of income. This is compounded by a lack of legal rights, as many marriages are conducted outside of the court system by a cleric. Another 2015 study which investigated 4,265 marriage cases in Iraq across the governorates of Baghdad, Basrah, Thi-Qar, Muthanna, Missan, Babil, Al Anbar, Diyala and Nineveh

found more than one-third were conducted outside of the court system. Of those marriages, 22 percent involved girls under the age of 14.<sup>[25]</sup>

Reports suggest that the practice of *muta'a*, 'temporary marriage' for the purpose of forced prostitution, is increasing due to the dire lack of income in many households.<sup>[26]</sup> One NGO reported encountering cases of 12-year-old girls who had already been married two or three times.<sup>[27]</sup> Some of these girls are exploited by their 'husbands' outside of Iraq in Jordan, Syria, the UAE and Yemen.<sup>[28]</sup> *Muta'a* is unique to the Shiite community

(predominantly in Karbala, Najaf and Baghdad). However, Sunni-Muslims have a similar marriage contract called *misyar*.<sup>[29]</sup>

*IS's Women of the Islamic State: Manifesto and Case Study* publication claims it is legitimate to marry girls as young as nine.<sup>[30]</sup> There is evidence of captured children, often from minority groups, being married at very early ages, however, it is unclear to what extent such marriages occur. There are reports of Sunni women from Mosul, Ramadi and Salah Al-Din forced into marrying IS fighters. However, strong tribal ties have prevented many families from publicly discussing this.<sup>[31]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Iraq	71.22	44.91	58.04	81.13	63.83

The brutal rise of the self-proclaimed Islamic State<sup>[32]</sup> in 2014–15 has seen almost 3.2 million Iraqis flee their homes<sup>[33]</sup> with a further 8.2 million requiring immediate humanitarian support as at June 2015.<sup>[34]</sup> As many as two million war widows and more than one million orphans have been left destitute across the country<sup>[35]</sup> with internally-displaced persons (IDPs) residing in roughly 3,550 locations.<sup>[36]</sup> Chronic lack of funding, resulting in emergency food distribution delays and health care cuts, has left millions unable to meet their basic daily needs.<sup>[37]</sup>

There is a strong link between high levels of instability within a country and increases in that population's vulnerability to modern slavery.<sup>[38]</sup> In cases of armed conflict, there is often a corresponding weakening of the rule of law, providing fertile ground for traffickers to profit with impunity.<sup>[39]</sup> The demand for the State to respond to other humanitarian emergencies, coupled with few human-trafficking specific services or organisations in these countries, means protection of vulnerable migrants, IDPs and ethnic minorities, and support for victims of human trafficking in times of crisis is limited.<sup>[40]</sup> In Iraq, a combination of protracted displacement, dwindling financial resources, limited employment opportunities and loss of assets, coupled with missing identification documentation,<sup>[41]</sup> is creating fertile ground for modern slavery.

The rapid onset of violence in some provinces meant many fled without an opportunity to secure vital proof of identity documentation<sup>[42]</sup> which is essential to access medical care, education, food rations, employment and government social-welfare schemes. The situation is particularly precarious for women without a male companion, as ID cards often bear the name of the male head of the household, without whom she is unable to access services and assistance.<sup>[43]</sup> These women, particularly girls and those refugees who originally fled Iraq into Syria now subsequently returning to Iraq, are easy targets for exploitation.<sup>[44]</sup> Some women are resorting to survival sex while others are vulnerable to trafficking for commercial sexual exploitation or forced marriages with men who abduct them. This, in turn, increases their risk of falling victim of honour crimes.<sup>[45]</sup> Some girls sold into commercial sexual exploitation (CSE) are imprisoned for their protection from reprisals for dishonouring their family.<sup>[46]</sup> Impunity for perpetrators of child sexual offences exists if they subsequently enter a valid marriage with the child victim.<sup>[47]</sup>

Many government institutions are riddled with corruption while others have merged due to financial constraints—as evidenced by

the merging of the Ministry for Women's Affairs and the Ministry for Human Rights with other Ministries in August 2015.<sup>[48]</sup> The birth registration system remains weak, particularly in rural and remote areas. Children in Iraq, already vulnerable to recruitment into the armed forces and militia groups, are even more exposed to risk when unable to prove their age.<sup>[49]</sup> Sixty-seven separate attacks on schools in 2014,<sup>[50]</sup> including targeted murders of teachers, has left many children without access to education.

Deeply entrenched religious and ethnic divisions continue to expose some sectors of the community to modern slavery.

### Yazidis, Assyrians, Christians and other minorities are particularly vulnerable to exploitation at the hands of IS.

Fleeing IDPs of particular ethnicities and religious sects have been prevented from entering certain governorates, exposing them to danger and heightening their risk of seeking help from opportunistic traffickers. In April 2015, thousands of Sunni-Muslims fleeing IS in Anbar were prevented from entering Shia Baghdad, stranding them in no man's land without shelter or food.<sup>[51]</sup>

Forced marriage and early marriage are prohibited by the *Iraqi Personal Status Code*.<sup>[52]</sup> However, in February 2014, the draft *Jaafari Personal Status Law* was approved by the Council of Ministers. This law permits the marriage of girls as young as nine, forbids wives to leave the house without permission and waives the husband's responsibility to pay financial support (*nafaqah*) when a wife is either a minor or a senior and hence unable to sexually satisfy him. To date, the draft law remains dormant, but it remains of significant concern, particularly as it would apply only to Shiite Muslims thereby dividing the now unified judicial courts into religious courts headed by clerics. Many clerics in Iraq continue to perform underage marriages because they believe the minimum legal age for marriage contradicts Islamic principles. There are some encouraging practices emerging—in Dohuk, the Islamic Religious Committee cooperates with the Personal Status Court to ensure that couples have legally registered their marriage before conducting a religious marriage.<sup>[53]</sup>

## GOVERNMENT RESPONSE

At present, the Government of Iraq has fragmented control over some areas of the country, faces sectarian and ethnic divisions, and is largely reliant on international aid to deliver essential services to large swathes of its displaced population. The information that follows on government responses should be understood in that context, recognising this response, in reality, does not reach all portions of the population outside of government-controlled areas.

Despite the protracted conflict, in the past ten years the Iraqi Government has passed some key pieces of legislation with the aim of strengthening the country's counter-trafficking framework. In 2005, Article 37 of the new constitution outlined that, alongside prohibitions against torture, "*forced labor, slavery, slave trade, trafficking in women or children, and sex trade shall be prohibited*".<sup>[54]</sup> *Law No.28 on Trafficking in Persons* covers prosecution of perpetrators (sentences of a maximum jail term of life imprisonment and fines of up to 25 million dinars), protection of victims and prevention. The law protects victims by providing medical care, witness protection and financial assistance. The Act largely adopts the UN definition of trafficking in persons,<sup>[55]</sup> however, there are omissions such as the facilitating of child prostitution is not considered an act of trafficking.

There is almost no proactive identification of victims in Iraq and low levels of understanding of what constitutes a trafficking-in-persons crime among law enforcement personnel.<sup>[56]</sup> The Ministry of Labour and Social Affairs (MOLSA) is responsible for the inspection of workplaces according to the Labour Law. Despite this, no MOLSA staff has been trained on labour inspections.<sup>[57]</sup> A large number of vulnerable migrant workers working across the country means even training a few staff could not possibly account for all of the workplaces that need review. Migrant workers are extremely vulnerable to exploitation as the conditions at workplaces are determined solely by employers and remain unregulated.

Very limited support is available to victims in Iraq, and of those services that exist, they assist a range of people including orphans, the elderly, victims of domestic violence and victims

of trafficking. Recognising that the recovery needs of trafficking victims require specialised support, a government shelter has been built to accommodate 100–150 female victims, but it has not yet begun accepting victims. It is uncertain when the shelter will open—it currently lacks sufficient funds to operate, has inadequate safety protections<sup>[58]</sup> and requires Ministry of Justice approval to open.<sup>[59]</sup> Specialised staff within MOLSA can provide psycho-social and medical care to victims, but it is unclear if any victims are given this support.<sup>[60]</sup>

Workers abandoned by their employer in Iraq have little to no protection or humanitarian services to turn to. There are no NGOs specialising in anti-human trafficking, and there are strict government restrictions on an NGO's capacity to provide long-term assistance such as accommodation or vocational training.<sup>[61]</sup> Workers without passports or permits (many employers allow permits to expire and fail to renew them) have no clear access to help. NGOs are unable to assist victims who have been designated for deportation by law enforcement. Many victims of trafficking are imprisoned for infractions such as overstaying visas, illegal border crossing, missing identity documents, forged entry visa and forged residency documents.<sup>[62]</sup>

In June 2015, Iraq's Prime Minister Al-Abadi urged the UN to consider IS's recruitment and use of children as crimes against humanity.<sup>[63]</sup> However, this disregarded the government's own use of children in the PMF militias that he formally commands.<sup>[64]</sup> There are no comprehensive policies or strategies addressing child recruitment and use in armed conflict.<sup>[65]</sup> Furthermore, legislation criminalising the enlistment of children into armed forces, non-state armed groups, and their use as active participants in hostilities, only applies to offences committed from 17 July 1968 to 1 May 2003, therefore not to those committed subsequently.<sup>[66]</sup> The draft *National Guard Law* presented to the Council of Representatives in March 2015 includes exceptions related to the age of recruitment, which would allow children associated with pro-government militias to join the National Guard.<sup>[67]</sup> In December 2015, the UN Security Council announced their abhorrence of all acts of trafficking in human beings by IS, stating that certain acts might be considered crimes against humanity.<sup>[68]</sup>

## RECOMMENDATIONS

### Government

- Islamic scholars qualified to interpret *Shari'a* law must speak out against the practices of IS, particularly the enslavement and sale of women and girls.
- Rescue and rehabilitate children forcibly recruited into IS, PMF and other armed groups.
- Ensure all marriages are registered, punish clerics found to be conducting forced marriages and engage fathers in education on the minimum legal age of marriage.
- Coordinate and monitor the cross-border movement of Iraqi girls, screening for cases of *muta'a* marriages.
- Train members of the Ministry of Interior (police officers, staff at the Residency Department labour inspectors) and members of the High Judicial Council (judges, prosecutors, lawyers) on counter trafficking and build their abilities on the identification and protection of victims, including assistance delivery and recovery needs, to be the focal points for counter-trafficking efforts.
- Open the dedicated shelter for trafficking victims to provide essential accommodation, support and services.
- Allow NGOs to play a role in the provision of essential assistance for victims of modern slavery; encourage the creation of a specialised NGO with trained staff.
- Conduct widespread awareness campaigns, with the support of international organisations, on modern slavery and victim identification.

# 7

Prevalence Index Rank

# MAURITANIA

Former slave, Noura Mint Mourada. Noura escaped from the house of her owner with the help of the activist group Initiative for the Resurgence of Abolitionism in Mauritania, a group that fights for the end of slavery in Mauritania.

*Mauritania, Nr. Boutilimit*



Estimated Number Living in Modern Slavery

**43,000**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**46.77%**



Government Response Rating

**CC**



Population

**4,068,000**



GDP (PPP)

**\$3,912**

## PREVALENCE

The 2016 Global Slavery Index estimates 43,000 people or 1.06 percent of the total population live in conditions of modern and traditional slavery in Mauritania. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (surveys conducted in French, Hassanya, Poular, Wolof and Soninke languages).

Mauritania continues to host a high proportion of people living in slavery in the world. Slavery is entrenched in Mauritanian society. Slave status is inherited generation to generation and is deeply rooted in social castes and the wider social system. Those owned by masters often have no freedom to own land, cannot claim dowries from their marriages nor inherit property or possessions from their families.<sup>[1]</sup>

### Forced marriage

**Walk Free Foundation survey data reveals an estimated 23,000 victims of forced marriage in Mauritania.<sup>[2]</sup>**

The United Nations Population Fund (UNFPA) estimates as many as 35 percent of all marriages in the country are forced or early.<sup>[3]</sup> The dangerous and damaging practice of *leblouh* or *gavage*, the force-feeding of child brides to make them gain weight before marriage, continues across the country.<sup>[4]</sup> It is predominantly practised by *Arab Moors* seeking the highest dowry for their daughter.<sup>[5]</sup>

*Maslaha* marriages (kinship marriages) remain common between cousins with many girls being married early in a stated effort to prevent them from rape and sexual violence.<sup>[6]</sup> The desire to prevent pregnancies out-of-wedlock has similarly been noted as a driving factor fuelling the prevalence of forced marriages.<sup>[7]</sup>

The practice of *siriya* or 'temporary' marriages continues between Mauritanian girls and wealthy Middle Eastern men.<sup>[8]</sup> Some reports suggest young daughters are frequently married off to Saudi Arabian men as prepubescent brides who are later rejected once they reach puberty or become pregnant.<sup>[9]</sup> Mauritanian women and girls are also at risk of being forced into prostitution by their 'husbands' in the Middle East.

### Forced labour

Of a total 20,000 people estimated in forced labour, Walk Free Foundation survey results revealed 43 percent were exploited in the construction sector in Mauritania. Forced labour in the construction sector in Mauritania is a currently unidentified issue with no existing research or reports on its existence or prevalence. Field-based sources describe situations in which fathers send young sons to work as apprentices with a technical person, doing mechanical work or masonry. Sometimes those employers take advantage of the situation, exploiting children beyond their physical capacity. However, little more is known about these men's experience, indicating a need for organisations on the ground to further explore these cases.

Of a total 20,000 people estimated in forced labour, Walk Free survey results revealed an estimated 42 percent were exploited in domestic work. Forced labour in the domestic sector commonly includes women performing domestic chores, such as fetching water, gathering firewood, preparing food, pounding millet and caring for their master's children.<sup>[10]</sup> Men and boys enslaved in

the domestic sector typically herd animals (camels, cows, goats) or are forced to work in the fields.<sup>[11]</sup>

There is an increasing demand for Mauritanian domestic workers in the Middle East. In September 2015, Mauritanian trade unions reported 900 Mauritanian women were trafficked to work in Saudi Arabia.<sup>[12]</sup> These women believed they had accepted roles as nurses, teachers and childminders, but instead were expected to perform domestic work in private homes. These women experienced physical confinement in the home, passport confiscation, and some reported physical and sexual harassment.<sup>[13]</sup> As traditional migrant labour sending countries, such as the Philippines and Indonesia, implement stricter bans on the recruitment of their nationals for domestic work in the Middle East, the hiring of Mauritanian women to fill the void is likely to continue.

### Forced begging

Religion and slavery are closely interrelated in Mauritania and religion has reportedly been called upon by masters as justification for ownership over another person.<sup>[14]</sup> There have been cases of *Talibes*, boys who attend Qur'anic school, being forced into begging on the streets.<sup>[15]</sup> Forced begging is practised primarily by Black Mauritians.<sup>[16]</sup> Boys from low-income families in the Halpulaar community were most vulnerable to forced begging.<sup>[17]</sup>

### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	20,000	47	71	29
Forced marriage	23,000	53	28	72
Modern slavery total	43,000	100	48	52

### Forced labour by sector of exploitation

	%
Domestic work	42
Construction	43
Manufacturing	4
Other manufacturing	1
Farming	1
Sex industry	0
Drug production	3
Retail sector	3
Other	0
Don't know	0
Refused	3
Total	100

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Mauritania	65.96	40.54	49.85	30.74	46.77

Men, women and children in Mauritania continue to be vulnerable to a range of risk factors associated with entering into and remaining in situations of modern slavery. Mauritanian society is deeply divided by ethnicity, descent, castes and class<sup>[18]</sup> which continue to influence the vulnerability of some groups to hereditary or chattel slavery—whereby slave status is inherited generation to generation.

The Black Moors (also known as Haratines) were historically enslaved by the Arab Moors, the minority rulers. Today, due to their entrenched marginalised status, many remain under the direct or indirect control of their traditional masters.<sup>[19]</sup> The psychological nature of slavery means it is not uncommon for masters and slaves to form bonds<sup>[20]</sup> which can hinder efforts to shift the traditional cultural mindset that slavery is acceptable. Many Black Moors remain caught in an isolating system perpetuated by a lack of education and knowledge of life outside of servitude.<sup>[21]</sup> Some AfroMauritanians, including the Peuhl, Soninke, Wolof and Bambara, continue to be vulnerable to modern slavery as a result of their discriminatory status.

The systematic exclusion of Black Moors and AfroMauritanians from political and economic life results in a corresponding economic disparity between groups.<sup>[22]</sup> An estimated 42 percent of Mauritanians are living in poverty,<sup>[23]</sup> many of whom reside in rural communities reliant on the precarious agriculture and pastoralist sectors for their livelihood. Mauritania is subject to harsh climatic conditions—including frequent droughts and floods—which result in persistent severe food crises.<sup>[24]</sup> The lack of alternative livelihood opportunities provides little incentive for enslaved workers to seek work outside of their master's home or farm.

Despite a constitutional guarantee of free compulsory primary education, many children do not attend school.<sup>[25]</sup> In 2014, the UN Special Rapporteur on Contemporary Forms of Racism reported

as many as 80 percent of children in Haratine communities in Nouakchott were not in school.<sup>[26]</sup> Lack of education increases the vulnerability of children to the worst forms of child labour and forced marriage, as a lack of future economic or employment options leads many parents to marry their daughters early.

Some children continue to lack birth registration certificates which deny them access to essential health and education services, limits an individual's ability to assert property rights, and reduces legal work options—this makes individuals highly vulnerable to accepting jobs in the informal market where they are denied appropriate protection. Some Mauritanian refugee children who fled to neighbouring Mali remain stateless although this situation is improving following the 2015 decision of the Malian Government to extend birth certificates to 7,807 Mauritanian children.<sup>[27]</sup>

The opposing flow of Malian refugees into Mauritania following the 2012 conflict has seen the creation of the M'bera refugee camp. New refugees continued to arrive throughout 2015.<sup>[28]</sup> The traditional caste hierarchy persists in the camp affecting equitable aid distribution. Bella children, already vulnerable to exploitation and forced labour as domestic workers in the homes of Arabs and Tuaregs in Mali, are particularly vulnerable to food shortages and ill-treatment in the camp.<sup>[29]</sup> UNHCR continues to advocate for the adoption of national asylum law and provision of civil status documentation for refugees,<sup>[30]</sup> many of whom are vulnerable to human trafficking. The government does not provide legal alternatives to the removal of foreign victims of modern slavery to countries where they may face hardship or retribution.<sup>[31]</sup>

Mauritanians and other Sub-Saharan African migrants continue to be vulnerable to human trafficking as they travel within the country and onto North Africa. The vast, poorly-patrolled borders increase the accessibility of transit through the country and the ability of traffickers to exploit victims with impunity.<sup>[32]</sup>

## GOVERNMENT RESPONSE

Slavery in Mauritania was abolished in 1981, criminalised in 2007 and designated as a crime against humanity under the constitutional reform in 2012.<sup>[33]</sup> In August 2015, a new anti-slavery law was enacted that increased the maximum prison sentence for the crime of slavery from 10 to 20 years.<sup>[34]</sup> All forms of trafficking, except hereditary slavery, are prohibited by the 2003 Law Against Trafficking in Persons, which prescribes penalties of five to 10 years' imprisonment for violations.<sup>[35]</sup> Despite these legislative advancements, a 'deliberate and systematic failure' of both the government and local organisations to enforce laws allows exploitation of citizens to continue.<sup>[36]</sup> In 2011, the first and only slave owner was convicted in Mauritania, receiving an inadequate sentence of six months imprisonment.<sup>[37]</sup> Despite this unprecedented conviction, the government has not pursued investigations, prosecutions or convictions for slavery crimes since.<sup>[38]</sup>

In March 2013, the President of Mauritania established the National Agency to Fight against the Vestiges of Slavery, Integration, and Fight against Poverty (*known as Tadamouns*) which outlined a National Plan of Action.<sup>[39]</sup> In March 2014, the plan was formally adopted by the government of Mauritania in cooperation with the OHCHR Field Office in Nouakchott and a special Tribunal to prosecute crimes of slavery was established.<sup>[40]</sup> The Tribunal has not prosecuted any cases of slavery and field sources suggest there is no evidence that such a Tribunal exists.<sup>[41]</sup> In December 2015, the government ordered the creation of special courts to try slavery cases—further details on the timeframe for their creation were not found.<sup>[42]</sup> The UN Special Rapporteur on Trafficking has expressed concerns that *Tadamoun* was not independent of the government.<sup>[43]</sup> To date, it is unclear what effect the activities undertaken by the body has had on victims.

**In March 2016, Mauritania became the second African nation to commit to ending modern slavery by ratifying the 2014 Protocol to the Forced Labour Convention, 1930.<sup>[44]</sup>**

Some experts believe this signifies a growing government commitment to addressing forced labour throughout the country.

In the 2014 Global Slavery Index, we reported that advocacy and awareness to address hereditary slavery was incrementally building momentum in Mauritania, with prominent anti-slavery activist Biram Dah Abeid drawing attention to the issue through his candidacy in the June 2014 Presidential elections.<sup>[45]</sup> However, since then, the Mauritanian Government has arrested Biram alongside eight other anti-slavery activists during a peaceful protest march in November 2014. In 2015, the government increased its clampdown of anti-slavery activists, particularly those linked to the IRA-Mauritania (Initiative for the Resurgence of the Abolitionist Movement).<sup>[46]</sup> Biram and two other protesters have remained imprisoned for 18 months before finally being released in May 2016.

The government has taken some small steps to increasing public awareness of human trafficking, by televising two debates and three symposia on the Vestiges of Slavery.<sup>[47]</sup> In 2015, the government collaborated with the IOM allowing selected border officials at the Headquarters of the General Directorate for National Security (DGSN) in Nouakchott to participate in awareness training on human trafficking and migrant smuggling.<sup>[48]</sup> Further widespread training for law enforcement personnel and the judiciary is needed to combat the chronic lack of awareness of anti-slavery laws and the institutionalised acceptance of slavery by many members of society. The disinclination of authorities to assist victims of modern slavery, coupled with systemic barriers in victims accessing justice (such as the requirement that victims file complaints themselves despite many being illiterate and, therefore, unable to complete and file forms), means that cases are almost never pursued.<sup>[49]</sup>

Past editions of the Global Slavery Index have noted that the Qur'an has been used by some religious leaders to give grounds for the existence of modern slavery in Mauritania.<sup>[50]</sup> Activists say some imams continue to speak in favour of slavery in mosques, particularly in rural areas.<sup>[51]</sup> However, since December 2014, 1,000 mosques have committed to spreading anti-slavery messages revealing a growing commitment to combat slavery.<sup>[52]</sup>

## RECOMMENDATIONS

### Government

- Educate parents on the dangerous health impacts of *leblouh* or *gavage*, and prosecute those found forcing their daughters to participate.
- Create bi-lateral agreements with labour-receiving countries in the Middle East to ensure decent working conditions are met for Mauritanian domestic workers.
- Fully implement the recommendations made by the ILO Committee on the Application of Standards.
- Conduct a nationwide awareness campaign on the illegality of slavery and forms of modern slavery that persist in Mauritania today.<sup>[53]</sup>
- Increase support for victims by establishing a victim-support mechanism with emergency shelter and assistance, legal assistance and reintegration programmes for both adults and children.
- Increase support to civil society organisations and NGOs who are working to combat slavery and to implement new slavery policies.

### Business

- Import and export trading with any Mauritanian business should be considered high risk until there is evidence that the government is actively making progress in the Roadmap to End Slavery (particularly China, Mauritania's largest trading partner, importing more than 50 percent of goods from the country).<sup>[54]</sup>
- Draft a clause to include in contracts with major cattle and goat exporters, prohibiting the purchasing of livestock that has been sourced from farmers using forced labour in their herding practices.

# 36

Prevalence Index Rank

# MEXICO

"They took him to another state to work in a building site. And they keep him working day and night. He wanted to return home, but they say to him that if he wanted to go home before the construction was finished, he would have to do it with his own money and he wouldn't receive payment for his work. He accidentally spilled some material so they took money out of his salary. He had no money to travel home and had to stay until he was paid."

Walk Free Foundation survey respondent



Estimated Number Living in Modern Slavery

## 376,800



Vulnerability Score. A higher score indicates a higher level of vulnerability.

## 47.02%



Government Response Rating

## BB



Population

## 127,017,000



GDP (PPP)

## \$17,108



## PREVALENCE

The 2016 Global Slavery Index estimates 376,800 people or 0.30 percent of the total population live in conditions of modern slavery in Mexico. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (survey conducted in Spanish language).

Victims of modern slavery in Mexico are primarily Mexicans themselves or citizens of Central and South American countries.<sup>[1]</sup> There have been some isolated cases of victims from Eastern European countries, Asia and Africa.<sup>[2]</sup> By some estimates, 70 percent of modern slavery cases in Mexico are related to organised crime groups.<sup>[3]</sup> The various cartels<sup>[4]</sup> commit kidnappings for forced prostitution and forced labour across all age groups, often with the complicity of local, state and federal authorities.<sup>[5]</sup> Groups with increased vulnerability include women and children, indigenous people, the disabled, migrants and LGBTQ-identified persons.<sup>[6]</sup>

Anecdotal evidence from escapees indicates that Mexico's *desaparecidos* (the disappeared) crisis, where tens of thousands of men, women and children have vanished since 2006, involves camps in which forced prostitution, labour and criminal acts are sanctioned by the cartels.<sup>[7]</sup>

### Commercial sexual exploitation

The commercial sexual exploitation of Mexican women and children both within Mexico and in the USA persists. The city of Tenancingo, Tlaxcala is dubiously dubbed the sex trafficking capital of the world, with often poor, uneducated and indigenous girls duped into 'love relationships' with local men who essentially trap them into forced prostitution.<sup>[8]</sup> Some of these women and children are relocated to the infamous kerb-crawling district of La Merced, Mexico City where street and brothel-based prostitution is rife.<sup>[9]</sup>

Others are trafficked across the border into the USA, some serving clients in New York, others being transported around the country to service migrant farm workers in what is known as 'city to farm sex pipelines'.<sup>[10]</sup> Traffickers from Tenancingo rank on the USA Immigration and Customs Enforcement (ICE) list of most-wanted human traffickers. In 2015, ICE announced it had caught the 12th member of a Tenancingo trafficking ring, the outcome of a lengthy operation that rescued 25 Mexican commercial sex trafficking victims in New York City.<sup>[11]</sup>

NGOs in El Paso reveal the commercial sexual exploitation of Mexican girls continues on a daily basis in their city and across the USA, with highways in New Mexico and Texas rapidly transporting girls across the country within hours of their arrival across the border.<sup>[12]</sup>

The commercial sexual exploitation of children to service tourists continues, particularly in the areas of Acapulco, Cancun and Puerto Vallarta.<sup>[13]</sup> Studies of Mexican children forced to enter sex work found they experienced a higher prevalence of sexual violence and substance use risk, with associated health impacts.<sup>[14]</sup>

Despite verified evidence of CSE cases in Mexico, the Walk Free Foundation survey did not identify any victims in this sector. This is a limitation of the survey highlighting difficulties accessing victims of CSE, rather than a reflection of no cases of CSE occurring.

### Forced labour

Low, semi- and unskilled, domestic and foreign labourers are at risk of forced labour within the agricultural sector, particularly

in maize harvesting, tomato fields,<sup>[15]</sup> tomato processing plants<sup>[16]</sup> and other plantations such as chilli pepper, cucumber and eggplant,<sup>[17]</sup> in 18 states.<sup>[18]</sup> News media reported that 49 victims, including children, were found working in a cucumber field under modern slavery conditions in the Mexican region of Colima.<sup>[19]</sup> This added to the 452 persons found working in conditions of servitude from February to March 2015.<sup>[20]</sup> In July 2015, exploited agricultural workers from San Quintin Valley staged mass protests against their abusive treatment and conditions.<sup>[21]</sup>

Mexican seasonal farm workers are also found in conditions of forced labour in the USA, where they are subject to poor living and working conditions that may amount to forced labour—particularly, excessive working hours, withholding and non-payment of salaries, confinement to plantations, refusal of medical care, and physical and sexual abuse.<sup>[22]</sup> Under a loophole in US labour laws, children as young as 12 can work in agriculture with no minimum wage requirements or cap on working hours.<sup>[23]</sup> Mexican workers in the USA also fulfil low-paid and low-skilled roles in food processing, construction, janitorial/cleaning jobs, child/elderly care and manufacturing.<sup>[24]</sup> A recent study found the highest rate of reported trafficking violations and abusive labour practices occur in the construction industry, with janitorial and cleaning businesses the next worst.<sup>[25]</sup>

Forced labour is prevalent in the mining sector, with the coal and silver industries accounting for the poor labour conditions of men, women and children in Mexico.<sup>[26]</sup> There are also reports of modern slavery in the garment sector; in February 2015, a further 129 workers (121 women and eight men, including two adolescents under the age of 18) were rescued from forced labour conditions in a garment factory in Zapopan, Jalisco State.<sup>[27]</sup>

### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	376,800	100	95	5
Forced marriage	0	0	0	0
Modern slavery total	376,800	100	95	5

### Forced labour by sector of exploitation

	%
Domestic work	0
Construction	69
Manufacturing	0
Other manufacturing	20
Farming	5
Sex industry	0
Drug production	0
Retail sector	5
Other	0
Don't know	0
Refused	0
Total	100

The Walk Free Foundation Survey did not identify cases of domestic workers in forced labour. This is despite evidence of the historical exploitation of this group<sup>[28]</sup> and the fact that more than 2.3 million women are currently employed in this poorly regulated sector. Most domestic workers do not have formal contracts and many domestic-worker maltreatment cases continue to be brought to the attention of NGOs.<sup>[29]</sup>

### Forced marriage

Although the WFF survey results uncovered no cases of forced marriage, the literature suggests that forced and child marriage persists with UNICEF estimating as many as 28 percent of Mexican girls wed before the age of 18.<sup>[30]</sup>

### Other

There have been some reports of kidnapping of babies for illegal adoptions to couples throughout North America and Western Europe<sup>[31]</sup> though little recent data reveals the prevalence of this type of human trafficking.<sup>[32]</sup> Surrogacy continued to be a contentious political issue in Mexico in 2015 with some politicians conflating surrogacy with human trafficking. However, it remains unclear to what extent Mexican women are informed and willing to provide this service versus those who are exploited by agencies. On December 14, 2015, the state Congress of Tabasco State approved legislation preventing foreign couples paying women to carry their baby.<sup>[33]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Mexico	43.03	30.36	52.84	61.85	47.02

Endemic internal violence resulting from cartel activity, a high risk of kidnapping<sup>[34]</sup> and the weak rule of law all contribute to a high risk of modern slavery in Mexico. Cartel violence across North and Central America has displaced many men, women and children resulting in large-scale migration attempts to the United States. Migrants that reach the border of Mexico and the USA remain vulnerable to *coyotes* and *polleros* or border 'guides' who may elect to sell them into slavery or hold them in debt bondage once they have entered the United States.<sup>[35]</sup>

Limited formal employment opportunities for Mexican men in some smaller towns is reportedly driving them to become pimps and traffickers. In turn, they are deceptively recruiting women and children into the commercial sex industry. Women from poor southern states, particularly Chiapas, Oaxaca and Guerrero are highly vulnerable to recruitment into the sex industry in Northern Mexico and abroad, as limited livelihood opportunities exist in their villages.<sup>[36]</sup> Young indigenous girls and those from

the mestizo ethnic group are highly vulnerable to coercion into the commercial sex industry—mestizo women are favoured for their fair skin while traffickers can purchase indigenous women at the lowest price.<sup>[37]</sup>

Persisting government corruption and involvement at local, state and federal levels allows organised crime groups to operate freely in the country.<sup>[38]</sup> Some public officials are known to accept bribes from traffickers, extort bribes and sexual services from adults and children in the commercial sex sector and irregular migrants, and threaten victims with prosecution if they do not file official complaints against their traffickers.<sup>[39]</sup> Some cartel members have infiltrated institutions obligated to uphold the rule of law, leaving victims unwilling and often unable to come forward to authorities to report abuse without fear of re-victimisation. Ongoing, horrific, unpunished human rights violations in Mexico perpetuate the climate of impunity for perpetrators.

## GOVERNMENT RESPONSE

Despite initial hopes that Mexico's National Programme for the Prevention, Punishment and Eradication of Crimes on Trafficking in Persons and the Protection and Assistance to Victims 2014–2018 would reduce trafficking, at the time of writing, no funds were allocated to execute the plan. National activists report that the human trafficking response is fragmented with some states, such as Coahuila, actively policing and prosecuting cases, and others implementing localised anti-trafficking committees.<sup>[40]</sup> However, NGOs report that only half of Mexico's states are performing prevention and prosecution, leaving significant gaps in victim protection.

Mexico has taken steps to combat modern slavery crimes at a transnational level by signing agreements with some key countries including Guatemala, Peru and the USA to streamline and strengthen coordination. Particularly important is the Merida Initiative between the USA and Mexico, still operational from 2008, focusing on combating transnational organised crime including trafficking.<sup>[41]</sup> Gaps in Mexico's provision of victim shelters and *ad hoc* referral processes have resulted in victim identification and support as Mexico's weakest response area. NGOs reported a desperate need for government supported

compensation for victims and support services, with many services provided through private financing.<sup>[42]</sup>

Throughout 2015, criminal charges have been laid against traffickers, particularly for cases of sexual exploitation. In October 2015, six traffickers were charged for the exploitation of 27 people in Mexico City.<sup>[43]</sup> This follows success in sentencing the first person for child labour exploitation in 2014. Four people were sentenced to four years and six months in prison for forcing ten children aged between seven and 17 years to work and beg in the town of Texcoco.<sup>[44]</sup> In January 2016, after a lengthy police operation in Cancun, 16 trafficking victims were rescued, seven of whom were minors, and six people were arrested. NGOs reported this was indicative of better police awareness of and attention to trafficking crimes, particularly victims of commercial sexual exploitation.<sup>[45]</sup>

These are positive steps by the Mexican Government, which has previously displayed consistently low levels of convictions in cases of modern slavery.<sup>[46]</sup> Mexico's efforts to build the capacity of the legal profession through wide-ranging training programmes are contributing to a stronger criminal justice response. However,

these developments must be closely monitored considering the complicity of Mexican officials in human rights abuses and corruption in modern slavery cases.<sup>[47]</sup>

There is slow momentum to combat the sexual abuse of Mexican children in Puerto Vallarta—the Ministry of Tourism signed

a National Conduct Code for the Protection of Children in the Travel and Tourism Sector, which identifies hotels and accommodation establishments as free from human trafficking.<sup>[48]</sup> Although NGOs suggest that many hotels continue to turn a blind eye to blatant cases of child sexual abuse.<sup>[49]</sup>

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## RECOMMENDATIONS

### Government

- Investigate and prosecute government officials at all levels complicit in modern slavery cases in Mexico.
- Increase investigations and prosecutions of drug cartels for crimes relating to modern slavery including forced labour and forced prostitution.
- Strengthen victim identification processes at border crossings into the US, and at airports, bus and train stations, particularly around the human trafficking of children and young adults.
- Create a national coordination mechanism to streamline the implementation of each state's counter-trafficking legislation.
- Promote legal and regulated migration as the safest means of emigration to increase the number of Mexicans emigrating via formal channels.
- Develop a comprehensive strategy to raise awareness among labour migrants on their rights in destination countries.
- Strengthen workers' organisations and unions to empower workers through the delivery of information about human rights and labour rights.

### Business

- Businesses operating in the tourist sector should adopt the National Code of Conduct for the Protection of Children and Adolescents in Sector Travel and Tourism.
- Members of the National Association of Hotels and Motels (*Asociación de Hoteles y Moteles*) should continue to train employers on victim identification.
- Sectors particularly vulnerable to child labour, including agriculture and construction, should join efforts to implement industry-wide standards on policies and practices to address the use of forced child labour.
- Businesses employing Mexican citizens abroad should verify policies on the recruitment of migrant workers, ensuring all employers are employed via legal and regular channels.

# 24

Prevalence Index Rank

# POLAND

"We left Poland with a few belongings and 10 Zloty [£8] that I borrowed from a friend, I was worried, but happy that I would be working again....The room was cold and dirty. Black mould was on the walls, wallpaper was dropping off and the house was damp. My heart stopped. I paid my debt [for travel to the UK] after a month, but if I left I knew they would find me and kill me, so I had to stay.... I was their property and there was no escape. I lived every day in fear."

*A Polish migrant describes their experiences of forced labour while living in the UK<sup>(1)</sup>*



Estimated Number Living in Modern Slavery

## 181,100



Vulnerability Score. A higher score indicates a higher level of vulnerability.

## 26.66%



Government Response Rating

## BB



Population

## 38,025,000



GDP (PPP)

## \$24,744

## PREVALENCE

The 2016 Global Slavery Index estimates 181,100 people or 0.48 percent of the total population live in conditions of modern slavery in Poland. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (survey conducted in Polish language).

### Forced labour

Forced labour affects migrant populations within Poland and Polish citizens migrating overseas. Walk Free Foundation survey data suggests construction (45 percent), domestic labour (31 percent), other manual labour (eight percent), and manufacturing (six percent) were sectors of concern. Within Poland, migrant labourers from nearby Eastern European countries, such as Ukraine, Bulgaria and Romania,<sup>[2]</sup> and parts of South East Asia, are vulnerable to exploitation in the construction, agriculture, retail and domestic sectors.<sup>[3]</sup>

While previously victims of exploitation were predominately from the former Soviet Union, there has been a shift in recent years to an increase in the number of identified victims from Asia,<sup>[4]</sup> including Vietnam, the Philippines, China and Korea.<sup>[5]</sup> In 2014, the Border Guard identified 31 victims of forced labour, 19 of whom originated from the Philippines. When cases of domestic servitude are included, this figure increases to 34 forced labour victims, of which 21 were from the Philippines.<sup>[6]</sup> A study released by the European Alliance for Human Rights in North Korea implicated Polish firms in the use of North Korean forced labour. As many as 800 North Koreans are believed to be working in the country, primarily in shipyards and orchards.<sup>[7]</sup> Even those migrants who legally enter the country may become subject to forced labour. In 2010, 58 Thai migrant workers who entered the country with work permits, for example, were made to work excessive hours, received limited food and were not paid full wages.<sup>[8]</sup>

Polish nationals made up the fifth largest group of European Union (EU)-registered trafficking victims experiencing exploitation within the EU between 2010 and 2012.<sup>[9]</sup> Most of these individuals were identified in the UK (405), Poland (263) and the Netherlands (187).<sup>[10]</sup> In 2012, 54 individuals were identified as victims of labour exploitation;<sup>[11]</sup> victims are recruited online, attracted by the promise of employment and the provision of accommodation and transport.<sup>[12]</sup> Polish victims in the UK are most likely to be victims of labour exploitation and have been forced to work in agriculture, construction, factories and car washes.<sup>[13]</sup> Polish men and women have also experienced modern slavery in the UK, the Netherlands, Germany and France.<sup>[14]</sup>

### Forced begging

Regionally-organised crime syndicates are implicated in forced begging rings. Roma mothers from poor communities in Moldova and the Ukraine are offered jobs in the sales or care sectors in Poland but have their passports confiscated upon arrival.<sup>[15]</sup> Along with their children, they are forced to beg on the streets and report their daily intake back to the trafficker. Children as young as three and five have been identified in cases of Ukrainian nationals trafficked to Poland for forced begging.<sup>[16]</sup>

In 2014, the police identified only one case of forced begging. However the Border Guard found three suspected cases; in every instance, the victims were Romanian citizens.<sup>[17]</sup>

### Commercial sexual exploitation

Forced prostitution and commercial sexual exploitation affect women and girls trafficked in and out of Poland. Of 50 trafficking victims identified by Polish police in 2014, the majority were women. These women, including one minor, were trafficked for prostitution or pornography.<sup>[18]</sup> Most of the victims originated from the Ukraine.<sup>[19]</sup> The Polish Border Guards have also identified Bulgarian Roma people as victims, who are typically involved in 'roadside prostitution'. An investigation by the Maritime Border Guard identified two citizens of Bulgaria and one citizen of Poland as victims of human trafficking for prostitution.<sup>[20]</sup> A study of prosecutions for the crime of commercial sexual exploitation of children found that 14 children were trafficked within Poland and one child trafficked to Germany between September 2011 and February 2012.<sup>[21]</sup>

Despite existing literature giving evidence of CSE cases in Poland, the Walk Free Foundation survey did not identify any victims in this sector. The survey result may not indicate an absence of cases but possibly a lack of willingness to self-identify or report this issue. Work will continue with experts to identify the most robust ways to ensure the issue of sexual exploitation is fully accounted for in future survey results.

### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	181,100	100	56	44
Forced marriage	0	0	0	0
Modern slavery total	181,100	100	56	44

Forced labour by sector of exploitation	%
Domestic work	31
Construction	45
Manufacturing	6
Other manufacturing	8
Farming	0
Sex industry	0
Drug production	0
Retail sector	0
Other	0
Don't know	0
Refused	10
Total	100

### Exploitation of persons to obtain loans and benefits by deceit

An emerging issue in Poland is the exploitation of vulnerable persons to obtain benefits or loans by deceit. In recent years, there have been reported cases in the UK of Polish citizens forced to take out social benefits or loans, the proceeds of which go to criminal networks. In 2013, the Central Bureau of Investigation (UK) reported ten investigations of this type of crime.<sup>[22]</sup>

The Ministry of the Interior reported that Polish-based criminal gangs have targeted gaps in the financial and social welfare systems of the UK and Germany. These gangs target people in a precarious financial situation who are deceived to believe that they will receive a job at the end of the process. Most of the victims are middle-aged men, but these criminal networks have been known to transport entire families to receive greater social welfare benefits.<sup>[23]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Poland	34.76	19.50	29.07	23.33	26.66

High levels of unemployment in Poland, significant rates of emigration to Western Europe, the low socioeconomic status of citizens in neighbouring countries and regional instability contribute to the vulnerability of nationals and migrants to modern slavery both within Poland and in Western Europe.

Economic factors remain the chief motivator for Polish emigration.<sup>[24]</sup> Official unemployment figures have hovered around 10 percent since the end of 2012, although this has recently decreased to approximately 7 percent at the close of 2015.<sup>[25]</sup> Youth unemployment, however, has remained relatively high at nearly 21 percent in 2015.<sup>[26]</sup> The outflow of labour from Poland has stabilised,<sup>[27]</sup> but there are still around two million Polish people living abroad as of 2015, with 640,000 Polish residing in the United Kingdom (UK) alone.<sup>[28]</sup>

Polish migrants tend to be from rural areas and the main breadwinners of their families<sup>[29]</sup> and, as such, there is pressure to find work, often at the expense of basic labour conditions.

.....  
**Research conducted in the UK shows that migrants from Eastern European Accession countries, including Poland, suffer from discrimination, insecure conditions, substandard pay, racial stereotyping and skill degradation.<sup>[30]</sup>**

Significant emigration of Polish citizens, a growing economy,<sup>[31]</sup> and historical links with South East Asian Communist countries<sup>[32]</sup> has led to an influx of economic migrants from South East Asia. Migrants from Asia, in particular, face difficulties integrating into Polish society.<sup>[33]</sup> While Poland is considered a relatively peaceful country, discrimination towards migrant workers and minorities<sup>[34]</sup> can lead to isolation<sup>[35]</sup> and an increase in vulnerability to exploitation. According to a 2013 study from the Centre of Research on Prejudice at the University of Warsaw, up to 69 percent of Poles do not want 'non-whites' living in Poland, believing that they deprive Poles of employment and have a detrimental effect on the economy.<sup>[36]</sup> Coupled with a limited understanding of the Polish language, migrants are vulnerable to exploitation and have difficulties accessing support once exploitation has occurred.

Ongoing conflict and the economic crisis in the Ukraine has led to increasing numbers of refugees<sup>[37]</sup> and economic migrants leaving the Ukraine to neighbouring countries, including Poland.<sup>[38]</sup> Ukrainians make up the largest group of registered foreign workers in Poland, with an increase in the issuance of declarations of intent and work permits in recent years. In the first half of 2015, more than 20,000 permits were issued, twice that for the same period in 2012.<sup>[39]</sup> <sup>[40]</sup> Limited and contradicting data exists on the overall number of registered and unregistered migrants.<sup>[41]</sup> <sup>[42]</sup> However, there are estimates of between 300,000 and 500,000 Ukrainians working in Poland.<sup>[43]</sup> Those who are undocumented are vulnerable to exploitation and forced labour.<sup>[44]</sup> There have been cases, for example, where economic migrants have become vulnerable to traffickers en route to and in Poland, and in neighbouring Russia, Germany, Belarus and Israel.<sup>[45]</sup>

## GOVERNMENT RESPONSE

The Government of Poland has been largely reactive in responding to modern slavery in recent years<sup>[46]</sup> while it is unclear what steps the new government (elected in October 2015) will take to tackle this crime. The National Action Plan 2013–2015 (NAP) outlines provisions to address the most critical areas of response. Implementation of the NAP has been largely successful. The government succeeded in amending the legislation relating to third-country nationals,<sup>[47]</sup> expanding victim identification processes,<sup>[48]</sup> setting standards for the provision of assistance to victims,<sup>[49]</sup> and training employees of crisis centres, NGOs and consular staff on identification and assistance mechanisms.<sup>[50]</sup> The government set aside the equivalent of US\$363,000 for the

implementation of NAP activities in 2014,<sup>[51]</sup> which reflects a gradual increase in State funding over recent years for programs to combat human trafficking. However, legislation related to third-country nationals has been criticised for its complexity and ambiguity<sup>[52]</sup> while a lack of standardised data collection techniques prevents comparability of case data between different agencies. Some measures were also delayed due to a lack of financing or other difficulties.<sup>[53]</sup> The current NAP expired in December 2015; NAPs are typically issued every three years.<sup>[54]</sup> However, there is no indication when the new government will approve a new NAP or what the budget will be.<sup>[55]</sup>

The government is beginning to respond to the issue of forced labour, as opposed to focusing its efforts entirely on forced prostitution. While protection services are still geared towards protecting women and children who have experienced sexual exploitation,<sup>[56][57]</sup> the government has indicated that victims of forced labour are provided with support.<sup>[58]</sup> In 2010, the Penal Code was amended so that its definition of trafficking was more explicit about the inclusion of forced labour, and, therefore, better reflected the United Nations Trafficking Protocol of 2000.<sup>[59]</sup> To curb the exploitation of Polish citizens abroad, from 2014, the Police Unit cooperated with the Irish, English and Scottish police to prevent and address cases of forced labour.<sup>[60]</sup> The small number of criminal law cases of forced labour (only eight in 2014),<sup>[61]</sup> however, suggests that there is still low awareness of forced labour among police, prosecutors<sup>[62][63]</sup> and labour inspectors<sup>[64][65]</sup> as well as a low understanding of available mechanisms for recourse among migrant workers, particularly those working without documentation.<sup>[66]</sup>

As part of its NAP, the Government of Poland, through the International Organisation for Migration (IOM), organised a meeting for consular staff and government officials at the Embassy of the Philippines. This meeting detailed the dangers that migrant workers, particularly women, may encounter.<sup>[67]</sup>

**Poland also imposes licensing regulations on private employment agencies and, by law, it is an offence for job seekers to pay for their placement.<sup>[68]</sup> Despite such initiatives, the low awareness of migrant's rights remains an issue.**

Victims of trafficking are entitled to a three-month 'reflection period' in which they can decide whether to participate in criminal proceedings; however GRETA (Group of Experts on Action against Trafficking in Human Beings) notes that this was not effectively communicated to victims and as such the right was rarely exercised.<sup>[69]</sup>

Poland has made no visible attempts to work with businesses to address modern slavery. Businesses are not included in the previous National Action Plan while the level of knowledge of the effects of modern slavery in supply chains and how to engage business remains low.<sup>[70]</sup> Research suggests that business people do not consider it their responsibility to eliminate forced or exploitative labour,<sup>[71]</sup> contributing to high levels of exploitation in this sector.

## RECOMMENDATIONS

### Government

- Enact a new National Action Plan, with a corresponding budget.
- Develop and implement a campaign to shift community and business perception around forced and exploitative labour.
- Develop policies that require businesses to conduct audits and inspections to identify forced labour throughout their supply chains.
- Continue investigations of organised crime gangs in relation to human trafficking and forced begging.
- Conduct targeted and relevant raising-awareness campaigns among migrant populations to raise awareness of their rights. In particular, promote their entitlement to a three-month reflection period to decide whether to participate in the criminal process.
- Extend existing trafficking training for front-line law enforcement to include a systematic and comprehensive program on forced labour.
- Ensure trafficking training for prosecutors and judges is adequately financed and delivered in a systematic fashion.
- Develop and implement a standardised approach for collecting data on modern slavery.

### Business

- Ensure that employees are not paying recruitment fees to receive a job.
- Ensure that employees are only recruited from registered employment agencies.<sup>[72]</sup>
- Businesses should familiarise themselves with international labour standards, which are also enshrined in Polish Law, and introduce these standards into their Code of Conduct<sup>[73]</sup> and supplier contracts.

# 5

Prevalence Index Rank

# QATAR

"Qatar must change its ways in relation to the people it welcomes to the country. I am speaking as a player but it must be even worse for the workers over there. I have had the chance to see how it works. If Qatar does not change its ways, I have the courage to say that in 2022 we will have the World Cup of Shame and the World Cup of Slavery, for not respecting human rights, and I am brave enough to say it."

Abdeslam Ouaddou, Professional Footballer



Estimated Number Living in Modern Slavery

## 30,300



Vulnerability Score. A higher score indicates a higher level of vulnerability.

## 31.71%



Government Response Rating

## CCC



Population

## 2,235,000



GDP (PPP)

## \$140,649



## PREVALENCE

The 2016 Global Slavery Index estimates 30,300 people or 1.36 percent of the total population live in conditions of modern slavery in Qatar.

### Forced labour

Forced labour in the construction sector is one of the dominant forms of modern slavery in Qatar, reflecting the demand for cheap labour to build extensive infrastructure for the 2022 FIFA World Cup and National Vision 2030. The ongoing construction of football stadiums, and the huge infrastructure projects required to access and service these locations, continues to see massive influxes of migrant labour who are vulnerable to abuse.

The vast majority of construction workers are low, semi and unskilled. They are almost exclusively male (99.4 percent in 2012<sup>[1]</sup>) and are predominately from South and South East Asian nations—India, Nepal, the Philippines, Sri Lanka and Bangladesh. These men are vulnerable to exploitation at all stages of the recruitment process—from the initial stage where they often incur large debts to pay recruitment agents' fees to reliance on their sponsor for residency and legal status, and discrimination from laws that criminalise workers for leaving exploitative situations ('absconding').

The incidence of migrant construction workers taking out loans to pay recruitment fees in their respective home countries creates situations of debt bondage in Qatar. The average recruitment charges are as follows: India: US\$1,300, Nepal: US\$1,400, the Philippines: US\$1,130, Sri Lanka: US\$900 and Bangladesh: US\$925.<sup>[2]</sup> Interest on these loans is being charged at rates of between 30 and 60 percent p.a. This directly conflicts with the laws of Islamic Finance under which Qatar financial institutions have been able to attract ever larger investor contributions from parties seeking to ensure that their money is managed in accordance with the strict requirements of the Islamic faith.

Workers who incur debt through their recruitment, many of whom are deceived about their true salary and face employers who are indifferent to their predicament, face substantial pressure to continue their employment to service their debt. Between the recruitment fees, the interest rates and the fact that their wages, even when paid in full, are often substantially lower than the level misrepresented to them when accepting the job, many workers are completely unable to escape the cycle of debt.

Despite substantial international pressure to reform the treatment of migrant construction workers, reports continue to find workers facing conditions that may amount to those of slavery. These include work performed under the threat of penalty or deportation, deprivation of food, inadequate accommodation with limited or no privacy, physical confinement in the work location/labour camp severely restricting freedom of movement, misrepresentation and substitution of types and terms of work, confiscation of identity documents, non-payment, withholding and/or deductions from pay, and unsafe working conditions in extremely high temperatures.

Domestic workers in Qatar are almost exclusively female, aside from gardeners, drivers, cooks and guards/watchmen who are almost exclusively male. Traditionally, the majority of female domestic workers come from the Philippines, Indonesia, Sri Lanka, India and Nepal. Efforts by sending countries (particularly the Philippines) to address the low wages paid to domestic workers is resulting in a growing trend of hiring cheaper maids from Uganda, Kenya, Ethiopia and other Sub-Saharan African

nations.<sup>[3]</sup> Workers from nations without embassies in Qatar have few alternate options to flee to in cases of exploitation.

Domestic workers are excluded from protections contained within the Labour Law pursuant to Art 3(4) of the *Labour Law No.14 of 2004*. Draft legislation specifically relating to domestic workers is currently under consideration.<sup>[4]</sup> Qatar has not ratified nor does it comply with ILO Convention No.189, the *Domestic Workers Convention*. Domestic workers continue to report cases of serious maltreatment and abuse including physical, psychological and sexual violence. Rather than being able to access help, domestic workers risk imprisonment for 'illicit relations' if they report such abuse to authorities. Among female foreign nationals, domestic workers are particularly prone to being detained and deported for violating the Sponsorship Law.

**In March 2013, of the 378 women held in detention, 90–95 percent had been employed as domestic workers.<sup>[5]</sup>**

Information on the exploitation of migrant fishermen on Qatari boats is an emerging but under-researched area. Anecdotal evidence suggests Qatari shipowners are hiring migrant labourers, predominately men from India, Sri Lanka, Pakistan and the Philippines,<sup>[6]</sup> to work on small to medium-sized vessels often for months at a time.<sup>[7]</sup> Migrant fishermen are known to experience practices that may amount to forced labour such as limited and delayed payment of wages (for example, some men receive no wage and instead receive a percentage of that day's catch), forced overtime, poor living conditions and abandonment at sea.<sup>[8]</sup>

### Commercial sexual exploitation

Data on adult commercial sexual exploitation is scarce due to the significant social stigma of discussing sex and widespread denial of the existence of prostitution in Qatar. Both prostitution and sex outside of marriage are illegal in Qatar. Anecdotal evidence suggests some women travelling for employment in the domestic service sector or retail and service industries may be subjected to involuntary prostitution at the hands of traffickers or labour brokers. It is also believed women who 'abscond' from formal employment and those without No Objection Certificates (a legal document issued by a sponsor to certify he has no objections to his employee changing sponsor/moving to another job) may have few options but to turn to operators of the sex trade.

### Forced and early marriage

There is limited information available on forced and early marriage in Qatar. According to a 2010 government review in Qatar, 9.3 percent of marriages of Qatari women occur in the 15–19-year-old age category; while 16.6 percent of marriages of non-Qatari women in Qatar occur in the 15–19-year-old age category.<sup>[9]</sup> The circumstances surrounding these early marriages are unknown.

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Qatar	48.79	15.26	50.50	12.30	31.71

The population of Qatar has grown at an unprecedented rate; between 2004 and 2014, the population has almost tripled.<sup>[10]</sup> In 2015, 88 percent<sup>[11]</sup> of Qatar's population of 2,347,000 people<sup>[12]</sup> were non-Qatari, making Qatar the country with the largest population proportion of foreigners in the world.<sup>[13]</sup> This foreign population is predominantly made up of young, semi- or low-skilled workers who meet the demand for cheap in-house domestic help, as labourers for the booming construction industry and as low-paid workers in roles notoriously rejected by locals. Qatari citizens represent no more than 12 percent of the population; Qatari males constitute only 4.7 percent of the total male workforce and only one percent of the private sector.<sup>[14]</sup> Qatari leaders continue to hold strong and widespread fears of migrants gaining power via collective bargaining, asserting their labour rights, and eventually challenging the balance of power and control within their borders. Demonstrations, trade unions and associations dealing with public affairs continue to be banned in Qatar.<sup>[15]</sup>

Terminology on this issue continues to be a cause for concern and heated debate in Qatar. The word 'slavery' is deemed incorrect when discussing the exploitation of workers in Qatar and can create great offence to Qatari nationals. In 2007, Qatar's own National Human Rights Committee (NHRC) published a report which referred to the existence of modern-day 'slavery practices' in industries at that time. The backlash from the Qatari public and business sectors almost caused the government to close the NHRC completely. It has taken considerable time and effort by the NHRC to re-establish a trusted position and distance itself from the terminology/word 'slavery'. Human trafficking is acknowledged but largely misunderstood, and forced labour is equated with poor employment practices rather than human rights violations.

Prevailing attitudes about migrant workers suggest persistent and deep-seated racism. Media stereotyping of migrant workers as inferior, potential rapists (male workers)<sup>[16]</sup> and thieves (domestic workers)<sup>[17]</sup> drives discrimination and fear. All-male labour camp accommodation sites for construction workers are located away from Qatari residential areas as there is a belief that workers are culturally insensitive, with others fearing 'foreign bachelors' may sexually violate Qatari women and children.<sup>[18]</sup> In 2015, Doha's Central Municipal Council called on the government to more strictly enforce a five-year-old ban on blue-collar workers living in neighbourhoods populated by Qatari families.<sup>[19]</sup> These attitudes drive division and inequality.

Despite some reforms to the *kafala* system in 2015 (not yet in practice, discussed below), the sponsorship system increases the dependency of migrant workers on sponsors rendering them vulnerable to various forms of exploitation and abuse. The system is also open to abuse, particularly with the creation of what is termed the 'Loose Market'—a black market trading in visas for migrant workers which do not correspond to the work being undertaken by individuals. The process enables Qatari individuals and businesses to profit from the system's failings and allows workers to fraudulently enter the country. These workers are then open to exploitation on the black market due to their precarious legal status.

The *kafala* system, and limited local knowledge of the rights of foreign workers creates a starkly unequal platform for victims to assert their rights. Worker vulnerability is compounded by their limited access to mechanisms for legal redress. Generally, workers filing a court case need to stay in the country for the duration of the hearing which can take up to one year to be heard. During this time, the worker will likely have no job—which exacerbates debts and the inability to provide for dependents—no accommodation and no accepted legal status as the employer is unlikely to agree to transfer their sponsorship if they are being sued.

Women occupy an inferior status in Qatari society which affects a female victim's ability to access justice once exploited.

**For example, in Qatar, women's testimony is worth half of men's, so police frequently discount women's statements when refuted by male employers; and judges routinely sentence women for immorality and adultery stemming from associated sexual abuse claims.**

Being a woman not only increases vulnerability to being exploited but perpetuates victimisation once trapped.<sup>[20]</sup>

Statelessness is a key risk factor for vulnerability to trafficking, forced labour and forced marriage. The NHRC of Qatar maintains concerns that Qatari women married to non-Qatari men are subject to discrimination as their children cannot obtain Qatari citizenship, as per article 34 of the *Nationality Act for 2005*. The *Bidoon* (also referred to as *Bidun*), a stateless minority in the Gulf region, number approximately 1,200–1,500 in Qatar.<sup>[21]</sup> *Bidoon* are only allowed to apply for citizenship after living in the country for 25 consecutive years according to the *Nationality Act for 2005*. As only 50 citizenship applicants are accepted each year, most *Bidoon* remain unable to acquire citizenship. Furthermore, the government does not register the birth of *Bidoon* children.<sup>[22]</sup> These issues of statelessness must be addressed to reduce vulnerability to modern slavery.

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## GOVERNMENT RESPONSE

In October 2015, the Emir of Qatar issued Law Number 21 of 2015 on the regulation of the entry and exit of expatriates and their residency, thereby amending some aspects of the *kafala* system (expected to enter into force at the end of 2016). The new law addresses the issue of employees obtaining their sponsor's permission to change jobs or travel abroad, instead requiring the Ministry of Interior to approve these movements. The Ministry must still obtain the employer's consent for employee movement, but workers will have a right to appeal if permission is denied.

The new law allows migrant workers to change employers after their contracts expire or after five years of working for one employer. As the suggested maximum duration of contracts is five years, and the law will not come into force until the end of 2016, it may be 2022 (the year of the World Cup) before an employee can change jobs without permission from their employer.<sup>[23]</sup> Some safeguards have been enacted, such as the ability of the Ministries of Interior and Labour to transfer work visas in cases of "abuse or for the public good", however, it is unclear how accessible these safeguards will be to workers in practice.<sup>[24]</sup> The new law addresses the black market visa selling practice—Article 38 says employers will receive a jail term of no more than three years and/or a fine up to QR500,000. Likewise, employers who hire workers without authorisation may be fined QR12,000.

Some international groups have criticised these reforms saying they "add a new layer of repression for migrant workers and leave the *kafala* modern slavery system intact".<sup>[25]</sup> These reforms continue to exclude migrant domestic workers, who remain insufficiently protected in law and overwhelmingly exposed to abuse. Widespread reluctance to extend the rights of domestic workers persist, despite reports Qatar has worked on a draft law for domestic workers and despite the statement in the National Development Strategy wherein the government ostensibly

committed to devising "regulations, including standards and conditions, to better manage the recruitment and employment of domestic helpers". Urgent legislative and practical support is needed for this highly vulnerable cohort.

Another legislative reform was signed in February 2015, in which the Emir signed into law a requirement that companies pay their employees through direct bank transfers to be implemented on November 2, 2015. It is expected this will make it easier to settle disputes about non-payment of wages. Firms that flout the rules risk penalties of up to one month in prison and a maximum QR6,000 fine.<sup>[26]</sup>

In June 2014, at the 26th session of the United Nations Human Rights Council special dialogue, Qatar announced that it has adopted the Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab Countries. The Government of Qatar has committed to covering all costs of the Arab Initiative, to the amount of US\$6 million. This Initiative is being implemented in partnership with the QFCSR, the United Nations Office on Drugs and Crime and the Arab League. The government is making some efforts to engage with international trade unions and human rights groups to better understand and plan long-term interventions against trafficking, but their response to these issues still lack coordination. As a first step, the government will need to address the pervading perception of poor labour practices as separate from forced labour.

Positive developments, such as the requirement that companies set up bank accounts for workers and pay wages electronically, as well as bans on midday outdoor work, need to be reinforced with collective action from employers, police and the judiciary. The increase in routine and surprise raids of manpower agencies, including the cancellation of 15 agencies' licenses from 2014–2015, is an encouraging sign.

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## RECOMMENDATIONS

### Government

- Create an independent reform commission—labour rights, freedom of association, the right to bargain collectively.
- Amend Article 3 of the Labour Law to ensure domestic workers, drivers, cooks and gardeners have their labour rights legally protected.
- Establish a minimum wage for domestic workers.
- Monitor the non-payment of wages and prosecute offenders to effectively dissuade illegal practices by employers.
- Retract provisions in legislation about absconding and ensure that victims are not criminalised for fleeing exploitative situations.
- Ensure law enforcement actors and the judiciary are adequately trained and sensitised on forced labour practices.
- Enforce existing laws that facilitate migrant workers' access to redress mechanisms and actively promote these mechanisms among highly vulnerable populations.
- Provide new individual sponsors with information and/or training on their legal obligations to safeguard the wellbeing of migrant workers.
- Amend provisions in the Penal Code about 'illicit relations' to ensure victims of CSE are not criminalised.

### Business

- Must ensure employers are trained in the new wage payment system, and penalise employers for non-compliance with this requirement.
- Must comply with restrictions on midday work and alert authorities about businesses breaching this requirement.
- International businesses operating in Qatar must update the Code of Conduct and contractual provisions to include specific clauses on passport retention and the recruitment of employees for suppliers and sub-suppliers operating in Qatar.
- Investigate the recruitment practices of suppliers and sub-suppliers and work with suppliers to compensate staff that have paid excessive recruitment fees.
- Ensure suppliers are paying staff to the contracted amount or national minimum wage, including premiums for overtime work.
- Work with suppliers to develop corrective action plans and recourse for workers found exploited in supply chains.

# 6

Prevalence Index Rank

## RUSSIA

"Ayauly and Bibihul were among 12 migrants from Kazakhstan and Uzbekistan, including three children, who were held captive for 10 years in a supermarket after being promised employment in Russia. In Russia, they were beaten and forced to work without pay by the couple who owned the supermarket. Their passports were confiscated by their traffickers who said they needed the documents to officially register them as workers with authorities. The passports were never returned...The couple used threats of violence, beatings, and sexual violence to demand subservience."

United States Department of State's Trafficking in Persons Report 2013.



Estimated Number Living in Modern Slavery

1,048,500



Vulnerability Score. A higher score indicates a higher level of vulnerability.

43.45%



Government Response Rating

CC



Population

143,335,000



GDP (PPP)

\$25,636

## PREVALENCE

The 2016 Global Slavery Index estimates 1,048,500 people or 0.73 percent of the total population live in conditions of modern slavery in Russia. This is based on a random-sample, nationally-representative survey undertaken in 2014, that sought to identify instances of both forced marriage and forced labour within the general population (surveys conducted in Russian language).

### *Forced labour*

With 98 percent of cases in the survey in forced labour, our data suggests that construction (55 percent), drug production (14 percent), manufacturing (6 percent), and domestic work (2 percent) are sectors of concern. Research suggests that Russian and foreign workers, particularly from former Soviet Union states such as Tajikistan, Uzbekistan, Azerbaijan and Kyrgyzstan, and neighbouring Ukraine and North Korea have experienced labour practices that amounted to modern slavery in Russia. There are reported instances and victims of modern slavery in the agricultural and construction sector, within factories (garment factories predominantly, also brick factories) and private homes, in salvage/trash, forestry (gathering of berries/nuts/flowers or illegal logging), automobiles and fishing.<sup>[1]</sup> Victims from Ukraine have also experienced forced labour in the fisheries and seafaring sectors, with the alleged complicity of recruitment agencies,<sup>[2]</sup> as well as forced labour in clothes sorting, illegal vodka packaging and domestic servitude.<sup>[3]</sup>

In response to the shooting down of a Russian jet on the Syrian-Turkish border, Russia announced economic sanctions against Turkey.<sup>[4]</sup> Turkish companies operating in Russia, including the Turkish workforce numbering around 90,000, will now face operational restrictions.<sup>[5]</sup> Experts have raised concerns that Turkish employees will be substituted with more vulnerable and less qualified workers.<sup>[6]</sup>

There is some evidence that Russians are being trafficked abroad and exploited. Russian nationals predominantly move to nearby Eastern European countries such as the Ukraine, Kazakhstan and Belarus, but sizeable populations are also present in Israel and across Western Europe.<sup>[7]</sup> Distinct trafficking routes have been identified with victims being taken to (or tricked into going to) Greece and Cyprus, the Middle East, Egypt and Israel, China and the Mediterranean including Spain and Malta.<sup>[8]</sup> In 2013, a high-profile trafficker was exposed after it was proven that he and his associates had trafficked their victims from villages and towns in Russia with promises of jobs as dancers and waitresses in Israel.<sup>[9]</sup>

There is some evidence to suggest conscripted soldiers are exploited by their commanders or someone who their commander has rented them to. There are also cases in which people in positions of power, including prison officials, heads of state orphanages, etc., unlawfully use the labour of people under their care. Due to the position of dependence and power imbalance between victims and perpetrators, these situations can be characterised as highly exploitative. When soldiers try to escape the situation and return home, the military usually charges them with desertion.<sup>[10]</sup>

### *Commercial sexual exploitation*

Evidence of Russian women being commercially sexually exploited in prostitution and pornography abroad, as well as local and foreign women sexually exploited within Russia, persisted throughout 2015. Russian victims of forced prostitution have been identified in EU countries (Spain, Germany, Italy, Greece,

Netherlands, Norway, Cyprus, Malta), the Middle East (UAE, Turkey, Bahrain, Israel, Egypt, Lebanon) and the Far East (China, South Korea, Kazakhstan).<sup>[11]</sup> Foreign women from across the globe—Uzbekistan, Ukraine, Belarus, Moldova, Tajikistan, Vietnam and various countries in Africa—have been identified as CSE victims in the Russian sex industry.<sup>[12]</sup>

The profile of Russian victims vulnerable to CSE abroad is shifting from well-educated women looking for economic opportunities abroad to impoverished women, frequently with dysfunctional family backgrounds or from state orphanage facilities, seeking to escape their current situation.<sup>[13]</sup> The lure of lucrative employment, coupled with a new location increases the vulnerability of women. Targeting women who are unlikely to be missed or turn to the police also reduces the likelihood of detection for the small, local, organised crime groups facilitating CSE in Russia.<sup>[14]</sup>

Despite existing literature giving evidence of CSE cases in Russia, the Walk Free Foundation survey did not identify any victims in this sector. The survey result may not indicate an absence of cases but possibly a lack of willingness to self-identify or report this issue. Work will continue with experts to identify the most robust ways to ensure the issue of sexual exploitation is fully accounted for in future survey results.

### *Commercial sexual exploitation - children*

Russian children are reportedly trafficked through St. Petersburg to Europe and from smaller towns and villages to larger cities throughout Russia for CSE.<sup>[15]</sup> Russian law does not prohibit the possession of child pornography,<sup>[16]</sup> and reports of children, particularly orphans, street children and migrant children being used in the production of pornography persisted in 2015.<sup>[17]</sup> Russia continues to host foreign sex tourists, some of whom target children. This has been identified in the north-west regions of Russia (Karelia, Vyborg, Murmansk) which are close to Europe and also in the Far East (Vladivostok) which is close to China.<sup>[18]</sup>

### *Forced recruitment - children*

There are reports of children being used by combined Russian-separatist forces in the conflict in eastern Ukraine.<sup>[19]</sup> The United States (US) Government has reported that children have received arms in Russian-occupied Crimea or military training in Russian-occupied South Ossetia,<sup>[20]</sup> however, limited verified information exists on the involvement of children in the conflict.

### *Forced begging*

Adults and children, including the disabled, are recruited from the smaller towns and provinces with promises of jobs, brought to larger cities and stationed in the metro or on the street to beg. They are expected to reach a certain quota of money each day and are punished by their traffickers when they do not.<sup>[21]</sup>

### *Forced marriage*

In the 2014 survey, Walk Free Foundation found two percent of cases involved forced marriage. Evidence suggests that the problem of forced marriage in Russia is concentrated in regions where there is a strongly patriarchal view of marriage, primarily in Chechnya and Dagestan. However, there is limited research on forced marriages in Russia to confirm this.<sup>[22]</sup> Some female migrants in Russia, particularly those from Central Asia, may have experienced forced marriages in their country of origin and have since migrated to Russia with their husbands.

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Russia	57.21	18.47	40.66	57.47	43.45

Continuing economic decline coupled with ongoing regional instability and cross-border migration flows has created new pockets of vulnerability among both Russian citizens and migrants. Among Russian citizens, increased unemployment, poverty, demands for cheap labour in unregulated markets and a lack of social safety nets creates opportunities for labour exploitation. This is especially true for those residing outside the major regional centres with limited employment prospects who are forced to travel for employment.

**Russia is the second largest migrant receiving country in the world,<sup>[23]</sup> with approximately seven million or more said to have irregular employment or living status.<sup>[24]</sup>**

Irregular migrants who are willing to engage in high-risk social behaviour, including illegal migration and informal work, are susceptible to human trafficking and forced labour into and within Russia.

In some cases, these are not active decisions by migrant groups, but rather attributed to a lack of general education on safe migration and deceptive recruitment. Persistent conflict in neighbouring Ukraine has entrenched a fertile passage for human traffickers from both countries to flourish. As the second poorest country in Europe by GDP,<sup>[25]</sup> Ukrainian citizens are desperately seeking employment, often compromising the need for employment contracts. Although Russia, as an employment destination country for Ukrainians, has declined since the conflict,<sup>[26]</sup> it was still within the top five destination choices for Ukrainians in 2015.<sup>[27]</sup> Some 41 percent of Ukrainian's abroad remained engaged in unofficial work in 2015 compared to 28 percent in 2011.<sup>[28]</sup>

This reflects patterns among other migrant groups who are willing to accept jobs without knowing exactly what work and conditions they are committing to. Migrant workers in Russia often rely on underground networks and intermediaries (generally within

the diaspora) to get work permits and registration which often operate outside of formal channels. Once operating outside of regulated channels, irregular migrants and their families face few opportunities for recourse. Children of irregular migrants thus lack the documentation needed to access education and social services, exacerbating their likelihood of participation in the informal labour force.

Refugees crossing into Russia are often met by a deficient processing system, leaving asylum seekers without robust protection systems. The complex asylum process has seen refugees in recent months continuously crossing borders with little confirmation from the government on if/how asylum claims will be processed. This lack of assurance and protection mechanisms places refugees in Russia at risk. As of January 2016, up to 5,500 mainly Syrian refugees who crossed the border from Russia to Norway on bike, began being transported back to Russia.<sup>[29]</sup>

Negative or indifferent societal attitudes toward immigration do little to bolster support or promote government action on the issue. Indeed, corrupt law enforcement officials enable trafficking networks to operate, both in situations of forced labour and commercial sexual exploitation.

In 2015, economic contraction in Russia slashed migrant job opportunities while depreciation of the ruble has reduced the real incomes of migrant workers.<sup>[30]</sup> This has had serious impacts on both migrant workers within Russia and their dependent families abroad - remittances to Ukraine declined by 27 percent, to Uzbekistan by 16 percent, Armenia by 11 percent and Tajikistan by 8 percent.<sup>[31]</sup> Job-poor Tajikistan is the most remittance-dependent country in the world—the latest figures from 2013 reveal 49 percent of their GDP constituted remittances. In 2015, 25 percent of Tajik migrant workers in Russia were expected to return home despite having no job prospects,<sup>[32]</sup> creating increasingly dire options. The defection of Tajik special-forces commander Colonel Gumurod Khalimov to IS in 2015 resulted in him calling on Tajik migrant labourers in Russia to follow him.<sup>[33]</sup> IS are known to be offering significant sums of cash to desperate, unemployed workers in Russia. It remains to be seen whether the drop in remittances and economic recession will affect the prevalence of modern slavery; this will be essential to monitor over 2016.

## GOVERNMENT RESPONSE

The Russian Government continues to make few efforts to address the exploitation of their own and foreign citizens. On January 1, 2015, a new migration law was implemented requiring foreign workers from countries outside the Eurasian economic union to pass Russian language and history tests, acquire expensive permits and pay steep monthly fees.<sup>[34]</sup> Furthermore, Tajik citizens who could previously travel in Russia using national identity cards will now have to produce an international passport<sup>[35]</sup> and many face a re-entry ban.<sup>[36]</sup> For those Tajik workers already in the country, this change of law gives workers neither the right to remain nor the right to leave.<sup>[37]</sup> There are

concerns that this new law will further increase the vulnerability of workers in already precarious situations by facilitating their dependence on informal verbal agreements with traffickers and illegal brokers to secure visas and jobs in the informal market.

In June 2015, a new law on 'undesirable foreign organisations' came into force, authorising the extrajudicial banning of foreign or international groups which allegedly undermine Russia's security, defence, or constitutional order.<sup>[38]</sup> This follows enactment of the 2012 Law on Foreign Agents which demanded that many Russian civil society organisations register as 'foreign

agents' if they engaged in political activities and accepted foreign funds. Amendments to the law in June 2014, which gave the Justice Ministry power to brand groups as 'foreign agents' without their consent, made the operation of many NGOs in Russia even more complicated and precarious.<sup>[39]</sup> These developments have made the operation of NGOs combating modern slavery and working with victims difficult. No NGO in Russia is currently devoted purely to anti-slavery efforts and no NGO working with victims of forced marriage exists. Government-funded care remains unavailable to victims of trafficking.<sup>[40]</sup>

Russia continues to lack a dedicated human trafficking law; however, modifications to the Russian Criminal Code, namely Articles 127.1 and 127.2, prohibit human trafficking and the use of slave labour. Articles 240 and 241 address the inducement to and organisation of prostitution, and are often used to prosecute offences.<sup>[41]</sup> A pending human trafficking law has yet to be passed.

There were several legislative developments in 2015. In July 2015, new amendments to the Administrative Code and the Federal Law on the Legal Status of Foreign Citizens in the Russian Federation entered into force.<sup>[42]</sup> These amendments now allow authorities to deport migrant workers if they work in a profession that is not indicated in their patent (work visa) and fine the employers for hiring such workers. Employees' visas will not be tied to their Russian employer and workers will be able to change the profession listed in their patent in some cases.<sup>[43]</sup> A draft article 10.13 for the new Administrative Code expected to be adopted in 2016 requires the government to shut down the activity of a legal entity if it created conditions for trafficking in minors and child pornography. Elena Mizulina, a Senator, also planned an amendment to the Criminal Code, article 127.1 Trafficking in Human Beings, prohibiting commercial surrogate motherhood.

A new amendment to the Labor Code, Tax Code and Federal Law on Employment limiting out-staffing (employment agency work) came into force on January 1, 2016. Out-staffing is work that an employee fulfils at his/her employer's instruction, but for an individual or legal entity, not his/her boss. Employment agencies were able to 'rent out' an employee to any enterprise, leaving them with fewer labour rights, creating loopholes for trafficking

and increasing their vulnerability to slave-like practices.<sup>[44]</sup> Outsourcing now has strict provisions, including limitations on the duration people may be employed as out-staffers, equal pay to permanent workers in the same position and compensation for hazardous work.

**In 2015, a shelter for victims of modern slavery was not identified nor was a national coordinator on trafficking in human beings. The government has failed to develop a national referral mechanism that would allow formerly-enslaved persons to receive adequate medical, social, judicial and other types of assistance after being discovered by law enforcement.**

The Federal Law on Government Protection of Victims, Witnesses and other Participants of Criminal Proceedings provides for the protection of "victims, witnesses and other participants in criminal court proceedings", but the protection is only offered on a case-by-case basis, and the programme suffers from a lack of funding. There do not seem to be protocols in place to ensure that victims of trafficking are not prosecuted for crimes committed as a result of being trafficked. Migrant victims are not offered reflection periods or residence permits, however, if a victim cooperates with law enforcement, he/she may be granted temporary residence, security and legal aid, but these agreements are informal and decisions are made on a case-by-case basis. Therefore, aside from established deportation procedures for migrants who have been found in violation of immigration law,<sup>[45]</sup> Russia continues to rely on international organisations to safely repatriate victims to their country of origin or social reintegration in Russia.<sup>[46]</sup>

## RECOMMENDATIONS

### Government

- Draft and approve a comprehensive law on human trafficking, using international definitions.
- Train law enforcement personnel on human trafficking, with a particular focus on attitudinal change.
- Criminalise the possession of child pornography.
- Sign and ratify the Council of Europe Convention on Action against Trafficking in Human Beings, and other international treaties and conventions.
- Establish a national referral mechanism for identification of human trafficking victims.
- Provide the financial and human resources to strengthen the capacity for the Labour Inspectorate to conduct rigorous onsite inspections.
- Allocate funding for the creation of shelters and other outreach centres that can assist in identifying and referring victims and providing them with direct services.

- Publicly report statistics on the number of identified victims, prosecutions and court outcomes related to modern slavery.
- Ensure that forced labour and human trafficking are prevented in the construction of FIFA sites in Russia and during the games themselves.

### Business

- Develop a National Action Plan on Business and Human Rights.
- Ensure that migrant workers have legal documentation to work in Russia.
- Ensure that migrant workers have full access to their identity documents, safe accommodation and receive a fair and full payment. In cases of non-compliance, companies must work with suppliers to compensate workers, including payment of overtime allowance.

27

Prevalence Index Rank

# SOUTH AFRICA

"There is, however, no sector and no region that is not affected. We have seen fishermen from the Far East arrive in Cape Town after years at sea without breaks or remuneration. We have seen girls come in to work as waitresses but end up in prostitution, and little boys as young as seven years being trafficked from West Africa to South Africa, having been told that they will become famous soccer players here."

*Richard Ots, Chief of Mission for IOM South Africa, October 9, 2015.<sup>[1]</sup>*



Estimated Number Living in Modern Slavery

**248,700**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**45.87%**



Government Response Rating

**B**



Population

**54,954,000**



GDP (PPP)

**\$13,046**



## PREVALENCE

The 2016 Global Slavery Index estimates 248,700 people or 0.45 percent of the total population live in conditions of modern slavery in South Africa. This is based on a random-sample, nationally-representative survey undertaken in 2015, that sought to identify instances of both forced marriage and forced labour within the general population (survey conducted in Afrikaans, English, Sotho, Zulu, Xhosa languages).

### Commercial sexual exploitation

Forty-three percent of victims in forced labour in South Africa identified in the 2015 Walk Free Foundation survey were subjected to commercial sexual exploitation. Though the purchasing of sex is criminalised,<sup>[2]</sup> the sex industry thrives on the street and in brothels and private residences. South African women, women from neighbouring states and Thai, Chinese, Russian and Brazilian women have been identified as victims of commercial sexual exploitation in South Africa.<sup>[3]</sup> South African women have also been trafficked abroad, predominantly to Europe.<sup>[4]</sup> Throughout 2015, the Directorate for Priority Crime Investigation (DPCI), known as the Hawks, continued to identify Nigerian sex trafficking syndicates operating between the North West, Gauteng and KwaZulu-Natal provinces.<sup>[5]</sup>

### Forced marriage

Walk Free Foundation survey results reveal an estimated 10,600 women are victims of forced marriage. Although UNICEF data from 2015 reveals that South Africa has one of the lowest rates of child marriage in Sub-Saharan Africa,<sup>[6]</sup> the persistence of some traditional practices have been noted by academics as fuelling early and forced marriages. *Ukuthwala*, meaning 'to carry' in *isiXhosa* and *isiZulu*, is a customary practice used to bypass extensive and lengthy marriage rituals.<sup>[7]</sup> It often involves the kidnapping and rape of a girl or young woman by a man or group of men with the intention of compelling the girl or young woman's family to endorse marriage negotiations.<sup>[8]</sup> Traditionally, *ukuthwala* was an accepted path to marriage, however, it did not involve rape or consensual sex until the marriage negotiations concluded. Today, girls as young as 12 are abducted and raped, often by significantly older men, and routinely exposed to HIV/AIDS transmission. One study on HIV/AIDS-positive young girls aged 12–19 found 56 percent were forcibly married through *ukuthwala*.<sup>[9]</sup> The financial burden of daughters, coupled with the continuing tradition of grooms providing a *lobola* payment (dowry), reportedly incentivises some parents to force their daughters into early marriage. The continued existence of *ukuthwala*, coupled with Walk Free Foundation estimates of more than 10,000 victims of forced marriage, necessitates further studies of marriage practices in South Africa.

### Forced labour

The Walk Free Foundation survey suggests that more than 200,000 workers are subject to forced labour in South Africa. Both women and children are employed as domestic workers in South Africa. The legacy of apartheid, leaving many African and coloured women without education, has created a labour pool of unskilled workers who are funnelled into low-paying domestic work.<sup>[10]</sup> Economic necessity is the key driver of women accepting work in the domestic service sector.<sup>[11]</sup> On December 1, 2015, new minimum wage rates came into effect for domestic workers,<sup>[12]</sup> however, critics have slammed the rise for not ensuring a living wage.<sup>[13]</sup> Domestic workers in South Africa have reported withholding of wages and unpaid overtime, and physical, sexual and psychological abuse.

Walk Free Foundation survey results revealed an estimated 11 percent of victims are exploited in construction, five percent in farming, and eight percent in drug production. This reflects existing research which notes that foreign and domestic modern slavery victims have been exploited in agriculture,<sup>[14]</sup> mining,<sup>[15]</sup> construction, street work and hospitality industries.<sup>[16]</sup>

### Child labour

Though the *Basic Conditions of Employment Act* sets the minimum age for employment at 15 years,<sup>[17]</sup> young children labouring in the agricultural and domestic service sectors persists, as well as in food services, street vending and forced begging.<sup>[18]</sup> Children in South Africa are trafficked from rural to urban areas, including to Bloemfontein, Cape Town, Durban and Johannesburg.<sup>[19]</sup>

### Walk Free Foundation 2015 survey data

	Number	%	% male victims	% female victims
Forced labour	238,000	96	46	54
Forced marriage	10,600	4	0	100
Modern slavery total	248,700	100	44	56

### Forced labour by sector of exploitation

	%
Domestic work	4
Construction	11
Manufacturing	0
Other manufacturing	6
Farming	5
Sex industry	43
Drug production	8
Retail sector	4
Other	19
Don't know	0
Refused	0
Total	100

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
South Africa	40.27	43.06	58.30	41.84	45.87

The legacy of apartheid, perpetuating beliefs about racial superiority and inferiority,<sup>[20]</sup> coupled with concerning economic disparity, rising violence against minorities, and widespread discrimination and brutality against women increased people's vulnerability to exploitation.<sup>[21]</sup>

In 2015, the violent crime rate in South Africa increased for the third consecutive year.<sup>[22]</sup> Statistics from 2014 show increases in the rate of homicide, attempted homicide, aggravated burglary, carjacking and robbery at private residences and businesses.<sup>[23]</sup> There was a small reduction in sexual offences, kidnapping and grievous bodily harm, however, in reality, this amounted to 62,649 reported sexual offences. South Africa does not separate 'sexual offences' into specific categories i.e. 'rape', 'sexual assault' or 'trafficking in persons for sexual offences' which obscures understanding of the prevalence of each distinct crime.<sup>[24]</sup>

South Africa's unemployment rates increased to an 11-year high in 2015.<sup>[25]</sup> This was attributable to a combination of power outages which obstructed economic activity in mines and factories, a persistent drought, and widespread pessimism among local youth regarding the bleak economic outlook across the country.<sup>[26]</sup> By the third quarter of the 2015 financial year, 5.4 million people in the labour force were unemployed, and 14.9 million were not economically active—resulting in an unemployment rate of 25.5 percent.<sup>[27]</sup> The World Bank forecasts South Africa risks entering a recession unless bold economic policy is undertaken.<sup>[28]</sup>

Immigrants, particularly those from Zimbabwe, Ethiopia and Somalia, are at risk of violent economic attacks. In 2015, rising xenophobia resulted in the street attack and murder of migrants from Durban to Johannesburg,<sup>[29]</sup> sparking protests in Cape Town.<sup>[30]</sup> Reports suggest that the catalyst fuelling the violence is rooted in the South African economy's systemic inequality<sup>[31]</sup> and a perception among unemployed youth that the few job opportunities available had been taken by African immigrants. In response, the government deployed troops to stem further attacks.<sup>[32]</sup> Despite 22 arrests following the violence in February 2016, no investigations or prosecutions had occurred.<sup>[33]</sup>

Women and children are the primary targets of many violent crimes. In 2012, it was estimated that every eight hours a woman is killed by her intimate partner in South Africa.<sup>[34]</sup>

**Sexual abuse is endemic—in the Gauteng province, 25.3 percent of women self-identified as victims of at least one instance of rape and 37.4 percent of men in the province admitted to having committed rape at least once in their lifetime.<sup>[35]</sup>**

Media analysis of high-profile cases such as the gang-rape and murder of teenager Anene Booysen in 2013<sup>[36]</sup> and of a national football star Eudy Simelane in 2009<sup>[37]</sup> indicate that the hyper-masculinity and 'macho' demeanour of some men in South Africa is a contributing factor to the high rate of sexual assault cases.<sup>[38]</sup> This also impacts women from the LGTBQI community who are at risk of 'corrective rape'—one recent case in 2014 involved a teenager who was gang-raped and murdered.<sup>[39]</sup> Unlike the majority of cases, particularly those related to the Lesbian Gay Bisexual Transgender Queer (LGBTQ)-identified community, one perpetrator was sentenced to two terms of life imprisonment for the murder of the victim, Gift Makau.<sup>[40]</sup> Children are also at high risk of sexual assault in South Africa. In 2014, there were 51 daily cases of child rape reported to police, equating to 18,524 cases over the year.<sup>[41]</sup> Domestic violence and abuse in the home are often precursors to women and children fleeing home and accepting jobs in the informal economy where they may suffer exploitation.

In 2015, according to the 2015 Edelman Trust Barometer, only 16 percent of South African respondents reported trusting their government—making the country one of the least-trusted governments globally, including developing nations.<sup>[42]</sup> Corruption and mistrust of public authorities heighten vulnerability for victims—they are less likely to report abuse, risk being returned to situations of abuse by complicit authorities, and risk being criminalised for conduct that occurred to them while in the trafficking situation. One expert described a lack of specialised skills and knowledge by police officers in responding to large-scale organised crime, as well as poor collaboration between NGOs and authorities in the handling of cases.<sup>[43]</sup>

## GOVERNMENT RESPONSE

On August 9, 2015, President Zuma officially proclaimed entry into force of the *Prevention and Combating of Trafficking in Persons Act (7/2013)*.<sup>[44]</sup> This Act rectifies significant previous gaps in legislation that largely prevented prosecutors bringing forward cases of trafficking for forced labour,<sup>[45]</sup> provides for the payment of compensation to victims<sup>[46]</sup> and requires internet service providers to take all reasonable steps to prevent and report trafficking.<sup>[47]</sup> Chapter 3 of the Act attaches positive duties on the State to provide support to foreign victims including a rest and recovery period and accompanying visitor's visa. Though it is important to note that, at the time of writing, the sections

concerning the protection of and services to foreign victims have not yet become operational.<sup>[48]</sup>

The enactment of this legislation will arguably provide clearer data on the prevalence of modern slavery, particularly efforts to prosecute and punishment perpetrators. Until August 2015, cases of trafficking have been brought under other acts, such as the *Sexual Offences Amendment Act or the Children's Amendment Act*, where traffickers were charged for trafficking in persons, but were often also charged with kidnapping and rape.<sup>[49]</sup> This creates what one expert has dubbed "*an elusive statistical nightmare*" for understanding the extent of modern slavery in South Africa,<sup>[50]</sup>

a situation exacerbated by the continuing lack of an official government database on modern slavery. Under section 42 of the new Act, Ministries responsible for combating trafficking are required to submit annual reports on the implementation of the Act.<sup>[51]</sup>

As of January 2016, no cases had been tried under the new trafficking act. However, some recent prominent cases indicate the government are making concerted efforts to prosecute offenders of modern slavery.

**In 2015, the government welcomed the Western Cape High Court's rejection of an appeal by Mvumeleni Jezile (aged 33) who was sentenced to 22 years imprisonment after forcibly marrying a 14-year-old girl.**<sup>[52]</sup>

This high-profile *ukuthwala* case was used as evidence by the Minister in the Presidency responsible for Women, Susan Shabangu, that the government is continuing endeavours to ensure the rights of women, emphasising that cultural practices must not violate rights and reminding perpetrators that time will not erase crimes committed.<sup>[53]</sup> This followed the well-documented 2014 conviction of 62-year-old businessman Nyambi Mabuza who was handed down eight life sentences for the trafficking of Mozambican girls, between the ages of 11 and 17 for sexual exploitation.<sup>[54]</sup> Despite these positive developments, to date, none of the international syndicates facilitating the commercial sexual exploitation of women have been successfully prosecuted.<sup>[55]</sup>

Also in 2015, in an effort to curb illegal movement of children across borders, the government enacted new immigration regulations requiring all minors under the age of 18 years to produce, in addition to their passport, an Unabridged Birth Certificate (showing the particulars of both parents) when exiting and entering South African ports of entry.<sup>[56]</sup> For children

travelling with only one parent or unaccompanied, an affidavit providing consent must also be carried. While admirable in its attempts to address the ongoing exploitation of children, experts have questioned whether such onerous requirements will curb trafficking considering the frequently illegal and clandestine border movements that traffickers use and the inability of immigration guards to verify the authenticity of birth certificates at borders.<sup>[57]</sup> However, one expert noted that in the week preceding the implementation of the regulations, immigration authorities discovered three incidences of children travelling abroad in suspicious circumstances. One of these cases involved authorities preventing the travel of a 7-year-old girl to Pakistan to visit her father - authorities subsequently established the girl had no father in Pakistan and was a victim of child sexual abuse.<sup>[58]</sup>

International and local organisations working with victims continued to express concerns of victims being criminalised for illegal conduct, such as prostitution, instead of being identified as victims of trafficking.<sup>[59]</sup> Studies have also highlighted the unwillingness of women to turn to the police for support because of stigmatisation and fear that police would inform others in the community about the victim's involvement in the sex industry.<sup>[60]</sup> There are also concerns that victims and authorities alike are unable to correctly identify victims despite ongoing awareness programs and training being conducted throughout 2015.<sup>[61]</sup> Local groups are concerned that there is no formal strategy to address the abuse, both physical and sexual, of sex workers by authorities.<sup>[62]</sup>

During 2015, key government and civil society stakeholders met to improve the coordination and integration of services to better support victims of trafficking.<sup>[63]</sup> The multi-sectoral national task team, comprised of the Departments of Justice and Constitutional Development, Home Affairs and Social Development, as well as the National Prosecuting Authority, South African Police Service, civil society representatives and international organisations, are tasked with implementing the National Action Plan to Fight Human Trafficking in South Africa. The Child Protection and International Social Services directorates in the Department of Social Development continue to implement a strategy for the prevention of child trafficking. The Child Protection Directorate also ensures the safe return of South African child victims and unaccompanied South African minors to their families and legal guardians in South Africa.<sup>[64]</sup>

## RECOMMENDATIONS

### Government

- Implement a wide-scale awareness campaign to educate South Africans about the new *Prevention and Combating of Trafficking in Persons Act*.
- Establish a national database on modern slavery cases and convictions.
- Initiate a comprehensive counter-corruption strategy.
- Conduct targeted educational programs in schools and rural communities about the dangers of *ukuthwala* and the physical and psychological damage caused by early marriage.
- Consult with NGOs and victims to ensure policies and services match the needs of victims.
- Review and increase the minimum wage rate for domestic workers to ensure a living wage.
- Investigate, prosecute and imprison members of known criminal syndicates sexually exploiting and trafficking people for commercial gain, especially young women and children.

# 20

Prevalence Index Rank

# THAILAND

"Every morning at 2 a.m., they heard a kick on the door and a threat: Get up or get beaten. For the next 16 hours, No. 31 and his wife stood in the factory that owned them with their aching hands in ice water."

*Excerpt from an interview conducted by the Associated Press with victims of forced labour in Thailand in December, 2015.<sup>[1]</sup>*



Estimated Number Living in Modern Slavery

## 425,500



Vulnerability Score. A higher score indicates a higher level of vulnerability.

## 47.54%



Government Response Rating

## B



Population

## 67,959,000



GDP (PPP)

## \$15,735

## PREVALENCE

The 2016 Global Slavery Index estimates 425,500 people or 0.63 percent of the total population live in conditions of modern slavery in Thailand.

### *Forced labour*

Human trafficking for forced labour in the Thai fishing industry (on both the seafaring and processing sides) enslaves men, children and women from the Greater Mekong Subregion (GMS).<sup>[2]</sup> In the US\$7 billion industry,<sup>[3]</sup> seafaring labourers, often young men and boys, endure brutal treatment that includes severe and frequent physical abuse and threats thereof, excessive and inhumane working hours, sleep and food deprivation, forced use of methamphetamines, and long trips at sea confined to the vessel.<sup>[4]</sup> Thailand's fishing industry is reliant on trans-shipments at sea to reduce expenditure on fuel and sustain constant fishing<sup>[5]</sup> meaning that some long-haul trawlers and the fishermen remain at sea for years at a time. Traumatized victims have reported witnessing the vessels' captains violently abusing and murdering other workers, and captains abandoning overboard workers at sea.<sup>[6]</sup> Due to overfishing in the Gulf of Thailand and Andaman Sea, fishing vessels are forced to operate far from shore, sometimes travelling along the coastlines of Indonesia and other neighbouring countries. Both jurisdictionally and practically, this makes monitoring costly and difficult. This situation is exacerbated by poor registration and licencing of fishing vessels in which many operate under layers of false documentation.<sup>[7]</sup>

Exploitation in seafood pre-processing facilities is also evident, with reports of men, women and children from Myanmar, Cambodia and Laos working excessive hours in oppressive and abusive conditions.

Skilled Thai migrants move toward stronger economies, such as those in the United States, Europe, Israel, East Asia and Australia. Official numbers from the Ministry of Labour's Office for Thai Workers Going Overseas recorded 143,101 Thai citizens moving abroad for work in 2012;<sup>[8]</sup> however, others also migrate via irregular channels.<sup>[9]</sup> The vast majority (around 84 percent) of overseas Thai workers are men, working in the construction, agricultural and manufacturing industries.<sup>[10]</sup> Thai migrant workers supply the majority of labour for Israel's agriculture. In 2015, serious labour abuses against the workforce were uncovered including excessive work hours (sometimes up to 17 hours/day), low wages, inadequate and unsanitary living conditions and exposure to harmful pesticides with unsatisfactory safety equipment.<sup>[11]</sup>

Women overseas-workers tend to find employment in private households or the entertainment or service sectors such as restaurants.<sup>[12]</sup> According to World Bank data, approximately US\$5.69 billion in personal remittances made up around 1.47 percent of Thailand's US\$387 billion Gross Domestic Product in 2013.<sup>[13]</sup> Thai migrants often must pay significant fees for the migration and recruitment processes (sometimes up to a year's wages) and they are vulnerable to exploitation by recruiters and/or employers; in places where it is available, assistance for exploited workers can be difficult to access in unfamiliar settings.<sup>[14]</sup>

Domestic workers are predominantly females from rural Thailand (including ethnic minorities), Cambodia, Laos and Myanmar, some of whom are the children of migrants working formally and informally in Thailand. Victims often report that their employers physically and sexually abuse them, confine them within the home, withhold their pay and withhold their identification

documents, all of which render the victims' ability to escape from their exploitation much more difficult, or impossible.<sup>[15]</sup>

### *Commercial sexual exploitation*

Thailand's sex industry is reported to be a site for the commercial sexual exploitation of children, both boys and girls. The profile of CSE victims is difficult to define—older teenage girls (15–17 years old) and young women are commonly found in entertainment hotspots, bars and hotels. On the streets, the age of victims tends to be younger (under 17) with many children performing survival sex and a higher prevalence of young boys available to service the demands of male tourists.<sup>[16]</sup> They experience greater transmission rates of sexually-transmitted infections (including HIV/AIDS) often as a result of being forced to provide sexual services to clients without condom use.<sup>[17]</sup>

Victims from Cambodia, Laos, Myanmar and Vietnam have been identified in Thailand while some victims from Bangladesh, Pakistan, Vietnam, North Korea and China transit through Thailand on route to Indonesia, the United States, Western Europe, Singapore and Russia.<sup>[18]</sup> Of the 595 victims of human trafficking identified by the government in 2014, 222 were victims of commercial sexual exploitation, most of whom were girls from Laos and Thailand.<sup>[19]</sup> However, these statistics refer only to those victims formally identified by the government.

### *Child soldiers*

Armed violence, attacks against civilians and conflict between local armed groups and the government continues to plague the southern border of Thailand.<sup>[20]</sup> Children are recruited into non-state armed groups where they are trained to be lookouts, informers and/or combatants.<sup>[21]</sup> Little comprehensive research exists on the scale of involvement of children in armed groups in Thailand. However, a 2015 Child Soldiers International study found children as young as 14 participated in hostilities.<sup>[22]</sup> Children allegedly associated with armed groups continue to face administrative detention<sup>[23]</sup> contrary to their need for shelter and rehabilitation.

### Rohingya refugees

The Rohingya people, a Muslim ethnic group living in Myanmar, continue to face systemic persecution and denial of rights. In April 2015, the Myanmar Government stripped Rohingya of their voting rights by rescinding their temporary ID cards, the last official identification available to them.<sup>[24]</sup> Many lost their homes, farms and the ability to work, creating a dire choice between residing in shanty towns on the outskirts of Rakhine or paying smugglers to transport them abroad.

Throughout 2014–2015, Rohingya refugees undertook dangerous and often fatal sea and land journeys across the Bay of Bengal, the Andaman Sea and the Myanmar/Thai border in pursuit of a better life. Many of these cases were situations of people smuggling, where a sum was paid in exchange for transportation. However, for some refugees, their smugglers intended to exploit them upon arrival or deliver them to someone who would. Some Rohingya are held at camps where they are held for ransom—those unable to pay are often physically abused, sold into forced labour, often in the fishing sector (men), or forced to marry to secure their release (women).

In May 2015, Thai authorities discovered abandoned people smuggling camps on the Thai/Malaysia border with the remains of Rohingya people who had died through starvation, disease and violence at the hands of smugglers and traffickers. There is concerning evidence of official complicity in the trade and exploitation of Rohingya people—one of the mass grave sites was located in an open field behind the police station in Padang Besar, some 500 metres from the official border crossing manned by officials from Thailand and Malaysia. Several arrests of officials have been made for alleged smuggling and trafficking, including the arrest of Army Lt. Gen. Manas Kongpan together with local politicians, community leaders, businessmen and gangsters.<sup>[25]</sup>

Thailand has been reluctant to provide assistance to Rohingya refugees, including preventing boats carrying Rohingya from landing in Thailand.<sup>[26]</sup> Throughout 2015, Thailand attended international meetings to address this issue and reported they would not “push back migrants stranded in Thai waters”.<sup>[27]</sup> In March 2016, 92 alleged human traffickers and smugglers went on trial for their involvement in the discovered Rohingya death camps.<sup>[28]</sup>

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
Thailand	49.23	28.62	48.97	63.33	47.54

Over the past decade, significant structural differences in population demographics and economic development between Thailand and neighbouring countries have transformed the available workforce.<sup>[29]</sup> As an increasingly well-educated Thai population shun poorly-paid work in unglamorous sectors—predominantly in fishing, construction, agriculture, domestic services and small manufacturing businesses<sup>[30]</sup>—migrant workers play a critical role in filling these labour shortages.<sup>[31]</sup> Workers, particularly from neighbouring Cambodia, Laos and Myanmar, who often use irregular channels of migration into Thailand, are particularly vulnerable to exploitation. Employment brokers on both sides of the border—even through the legal immigration process—can knowingly or unwittingly place migrants in the hands of exploitative employers.<sup>[32]</sup>

Migrant workers in Thailand may migrate through MoU procedures (signed in 2002/2003 with Cambodia, Laos and Myanmar), the national verification process (NV) or at One Stop Service Centres (OSSCs) established in 2014.<sup>[33]</sup> Despite these efforts to provide options for regular migration and regularisation, in 2015, the International Labour Organisation maintained concerns for an unknown but presumably a considerable number of workers with irregular status.<sup>[34]</sup> Many migrant workers are not provided with a visa, but a stay of deportation, allowing them to work for one employer in one district for a year at a time before expulsion from the country.<sup>[35]</sup> This system heightens the vulnerability to exploitation by creating a compliant workforce

labouring under the threat of deportation. Extortion of money is common—employers demand money for work permits and police officers fine workers who are caught outside their district. Workers are also unable to send their children to school.<sup>[36]</sup> The Social Security Fund, which provides social protection to migrant workers and their families, does not extend to workers in the informal sector or on fishing boats.<sup>[37]</sup> For those trapped in situations of modern slavery, the risk of fines, arrest and deportation, coupled with language barriers, prevents victims coming forward.

The risk of arrest and deportation is also high for refugees and asylum seekers in Thailand, many of whom are vulnerable to trafficking and forced labour. Thailand is not a party to the 1951 Refugee Convention and its 1967 Protocol, meaning many asylum seekers are treated by Thai authorities as illegal migrants. As at June 2015, 625,256 people were registered with UNHCR, which includes 110,372 refugees, 8,166 asylum seekers and 506,197 stateless people.<sup>[38]</sup>

Thailand has one of the largest stateless populations of any country. There are as many as 450,000 Hill Tribe ethnic people in Northern Thailand that remain without citizenship despite being born in the country, being legally eligible for Thai citizenship and waiting for their applications to be approved for several years. Hill Tribe people face some hurdles in their application for citizenship: navigating a complex bureaucracy in a language they do not speak, living in remote areas with limited access to

the required administrative offices and/or relying on misinformed government officials that have little political incentive to approve the applications. Even if Hill Tribe people know their legal rights and recognise the importance, it can take up to 10 years for their citizenship applications to be approved.<sup>[39]</sup>

The lack of citizenship rights for Hill Tribe minorities makes them particularly vulnerable to abuse and exploitation. They are much more likely to migrate for economic reasons, including paying a middleman. They also lack the legal documentation to take out formal loans, increasing the likelihood of taking informal loans for financial emergencies, making them more vulnerable to debt bondage. Furthermore, and because of their undocumented status, Hill Tribe minorities are also much less likely to call the police if they believe they have been subjected to criminal exploitation, allowing perpetrators to abuse or exploit ethnic minorities with little fear of actually being held accountable for their crimes, so there continues to be a culture of impunity when it comes to trafficking in persons.<sup>[40]</sup>

Migrant, Hill Tribe, refugee, stateless, and street working children are particularly vulnerable to CSE and forced begging.

These groups can experience high poverty, pressure to support their family, face xenophobic and discriminatory attitudes from Thais, lack community support and have limited or no access to health care or schooling, which has further implications for future employment and livelihood opportunities.<sup>[41]</sup>

Police complicity in human trafficking crimes continued to be reported in 2015. Thailand's most senior police investigator into human trafficking fled to Australia to seek political asylum, fearing for his life after he uncovered complicity of influential figures in the Thai Government, military and police.<sup>[42]</sup> NGOs reported official corruption is a significant barrier to justice for victims, including preventing victims from testifying in cases due to their mistrust of police.<sup>[43]</sup> The presence of police in commercial sexual establishments, as either clients or complicit in accepting bribes, fuelled a perception of police corruption. This is similarly noted in the fishing industry where the business interests of some public officials conflict with formal duties.

As Thai nationals seek higher-paid employment opportunities abroad, some are falling victim to forced labour and CSE abroad. Victims have been identified globally.

## GOVERNMENT RESPONSE

Examining the Thai response to combating modern slavery must be considered in light of the new government led by the National Council for Peace and Order (NCPO) who took control of the government in a coup d'état in May 2014. On March 31, 2015, nationwide enforcement of the Martial Law Act of 1914 was replaced with section 44 of the interim Constitution, providing unlimited administrative, legislative and judiciary powers to Prime Minister Prayut Chan-o-cha in his capacity as the NCPO chairman without any oversight or accountability.<sup>[44]</sup> The interim constitution also absolves anyone carrying out actions on behalf of the NCPO of all legal liability.<sup>[45]</sup> In September 2015, a 247-person commission rejected a draft constitution prepared by the Constitution Drafting Committee, extending military rule under the interim document until 2017.<sup>[46]</sup> These developments point to a worrying trend of the government being principally concerned with consolidating its power though experts suggest they will combat trafficking to the extent it assists the country's economic interests.<sup>[47]</sup>

**Throughout 2015, the Thai Government faced unprecedented pressure to tackle forced labour in the fishing sector. In April 2015, the European Commission put Thailand on formal notice for not taking sufficient measures to combat illegal, unreported and unregulated fishing (IUU)<sup>[48]</sup> under threat of a trade ban which could see Thailand lose up to US\$1.4m a year in seafood exports.<sup>[49]</sup>**

The government has reportedly accelerated their efforts to combat exploitation and avoid trade sanctions, including the

creation of the Command Centre for Combating Illegal Fishing in May 2015 to address Illegal, Unreported and Unregulated (IUU) fishing.<sup>[50]</sup> Since the Centre was established, the Deputy National Police Chief reported the investigation of 36 cases, arrests of 102 suspects, and rescue of 130 presumed trafficking victims.<sup>[51]</sup> The first major reform of fishing legislation in over 50 years—the *Royal Ordinance on Fisheries B.E. 2558 2015*—came into force on November 15, 2015 with the objective of eliminating illegal fishing and promoting sustainable fishing. The law is being implemented by 28 port-in-port-out (PiPo) Centres and officers from the Department of Fisheries, Ministry of Labour, Marine Department and Mobile Team Units. To promote understanding of these major legal changes, a 'fishermen's' legal handbook has been published.<sup>[52]</sup> Though these legal reforms were long overdue, the lack of consultation with workers' organisations and industry associations was a missed opportunity, with some concerns the suspension of unlicensed vessels will force Thai boat owners into other illegal activities.<sup>[53]</sup> For the migrant fishermen themselves, despite the creation of the One Stop Service Centre for the registration of migrant workers,<sup>[54]</sup> organisations reported in 2015 that the hoped-for large-scale registration and regularisation had not occurred. Almost all workers in the Thai fishing sector remain unregistered.<sup>[55]</sup>

Thailand took new steps to combat the CSE of children, particularly their abuse for pornography. In May 2015, the National Legislative Assembly of Thailand voted unanimously to amend *The Criminal Code of Thailand* to criminalise child pornography.<sup>[56]</sup> This brings Thailand's legislation in line with the *Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography*.<sup>[57]</sup> The Bill prescribes punishment of up to five years' imprisonment for possession of *child pornography*, up to seven years for distribution, and up to 10 years for production and trade. The government also made efforts to prosecute some perpetrators of CSE of children—in June 2015, following extensive investigations, Pra Chai, a Buddhist monk and leader of a trafficking ring, was sentenced to 124 years in prison for his involvement in the human trafficking and sexual exploitation of teenage boys. This was the sixth conviction of a Buddhist monk for involvement in a trafficking ring since 2014.<sup>[58]</sup>



Also in 2015, the government approved a change in the *Thai Nationality Act* to allow citizenship applications to be approved at the district and provincial levels, a move which will significantly increase the efficiency and speed at which these are processed. Before this change, the law required that all citizenship applications be submitted and approved at the district, provincial and national levels by several committees and subcommittees. One international organisation reported 426 of their clients had their pending citizenship applications approved shortly after the government enacted this change.<sup>[59]</sup> This is a positive first step in addressing the vulnerabilities of a significantly large sector of the Thai population.

In addition to the significant legislative improvements over the past year, in August 2015 Thailand established a new court in the special division of the Criminal Court devoted solely to trying human trafficking cases.<sup>[60]</sup> A second special court was created to hear cases related to corruption and misbehaviour by government officials.<sup>[61]</sup> The challenge for the Thai Government is now effectively implementing these legislative changes and using the courts.

While Thailand's *Anti-Trafficking in Persons Act* is a comprehensive piece of legislation, implementation and enforcement were skewed toward certain sectors in 2015. Despite the rhetoric of the National Policy Strategies and Measures to Prevent and Suppress Trafficking in Persons (2011–2016), the government's efforts remain disconnected to the reality of exploitation on the ground. The majority of the government's efforts focus on addressing the sexual exploitation of women and children, with limited focus on exploitation of workers in the construction and agricultural sectors, particularly in southern Thailand, and in the domestic service sector.

The Ministry of Social Development and Human Security (MSDHS) is responsible for the provision of assistance and protection to victims of trafficking and throughout 2015 continued to operate shelters and provide rehabilitative support. Despite this, these services lack specialisation; some victims are prevented from leaving, and victims are unable to work. Many of the support services provided to child victims of trafficking for sexual purposes come from INGOs and NGOs in the country.<sup>[62]</sup>

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## RECOMMENDATIONS

### Government

- Improve victim identification and protection.
- Make far more effective use of the 2003 MoU with Myanmar on Migrant Workers for the safe migration of migrants from Myanmar, and grant these workers employment-based visas that allow the workers to change employers without losing legal status and having to obtain their first employer's permission.
- Record and report all cases of modern slavery in a single national database, including details on the arrest, prosecution and conviction of offenders, disaggregated by age, sex and type of exploitation.<sup>[63]</sup>
- Investigate and prosecute modern slavery cases particularly those involving labour exploitation and/or complicity of law enforcement officials, justice officials, monks, and teachers.
- Reform labour laws to allow migrant workers the right to create or join an existing union.
- Create supply chain transparency laws to ensure the labour practices are aligned with international standards.
- Criminalise the recruitment and use of children in state or non-state armed forces
- Ratify the 1951 Refugee Convention and work with UNHCR to deliver services to asylum seekers

### Business

- Businesses importing Thai seafood products conduct in-depth supply chain mapping exercise, including subcontractors multiple tiers deep, to identify product origin.
- Conduct social audits on suppliers identified as high risk, ensuring interviews with migrant workers are conducted in a safe environment, and that workers' voices are sought in feedback processes.
- Work with suppliers to develop corrective action plans and recourse for workers found exploited in supply chains. This may include systems to pay back workers held in debt bondage and compensating underpaid workers.





*Thai 'trashfish' workers unload trashfish at the port in Songkhla, Thailand, February 21, 2014. Reports of forced labour, physical abuse, and withholding of wages of migrant workers are widespread in the Thai fishing industry.*

*Photo credit, Chris Kelly*

# 52

Prevalence Index Rank

## UNITED KINGDOM

"Salah, an orphan, was 12 when she was brought to the UK on a 'holiday' from West Africa. Within days of arriving, she was forced into domestic slavery. Given only leftovers to eat, Salah quietly cried herself to sleep on the floor every night. If she made a noise, she was kicked and beaten. In the daytime, her captors invited men to the house to rape her for money. When she finally managed to escape, Salah was forced to sleep on the streets for months before she finally found a safe place to stay. Neither the people that trafficked Salah to the UK nor the family that abused her for years were punished for what they did. Salah is supported via ECPAT UK's London-based peer support group for trafficked girls. She is still traumatised by her experience but is determined to rebuild her life."

ECPAT UK



Estimated Number Living in Modern Slavery

**11,700**



Vulnerability Score. A higher score indicates a higher level of vulnerability.

**26.79%**



Government Response Rating

**BBB**



Population

**64,856,000**



GDP (PPP)

**\$39,762**

## PREVALENCE

The UK is a destination for men and women from Central and Eastern Europe, Asia, Africa and the Middle East often seeking better livelihood opportunities. In 2014, research was carried out in the context of the UK Government's Modern Slavery Strategy to estimate the scale of enslaved people living in the UK. The Home Office estimated as many as 10,000–13,000 potential victims of modern slavery in the UK, an estimate reflected in the 2016 Global Slavery Index.<sup>[1]</sup>

Cases of modern slavery have been uncovered in diverse sectors and locations—from Vietnamese children locked into Manchester flats to grow cannabis to Albanian women and girls sexually exploited in the London sex industry, and to the hundreds of men working low or semi-skilled jobs trapped in situations of debt bondage.<sup>[2]</sup> The National Crime Agency estimates 3,309 potential victims of human trafficking came into contact with the State or an NGO in 2014.<sup>[3]</sup> The latest government statistics derived from the UK National Referral Mechanism in 2014 reveal 2,340 potential victims of trafficking from 96 countries of origin, of whom 61 percent were female and 29 percent were children.<sup>[4]</sup> Of those identified through the NRM, the majority were adults classified as victims of sexual exploitation followed by adults exploited in the domestic service sector and other types of labour exploitation.<sup>[5]</sup> The largest proportion of victims was from Albania, followed by Nigeria, Vietnam, Romania and Slovakia. The 6th highest group of victims by country of origin were UK nationals.<sup>[6]</sup> These statistics do not reflect the unknown number of victims who refuse to enter the NRM or are unable to escape their situation of exploitation. Concerns have been consistently raised about the numbers of trafficked children going missing from local authority care and being re-trafficked.<sup>[7]</sup>

### Forced labour

As noted in the government's 2015 review of modern slavery, labour exploitation amounting to modern slavery has been found across multiple sectors, including, but not limited to, factories, agricultural and construction sections, car washes, nail bars, restaurants and bars, the tarmac and paving industry, and the maritime sector.<sup>[8]</sup> Some victims have been identified in the scrap metal and recycling industry, chicken catching, selling DVDs,

cleaning, nannies and taxi drivers. These cases are incredibly diverse, impacting men, women and children.

Significant numbers of domestic workers are brought to the UK each year, including an unknown number who travel into and out of the UK with the families they are working for in other countries.<sup>[9]</sup> In 2014, 16,753 individuals entered the UK on the Overseas Domestic Worker visa.<sup>[10]</sup>

In the UK, migrant domestic workers are tied to their employer by the immigration rules, increasing their vulnerability to exploitative practices by dissuading workers to come forward and risk deportation. Kalayaan, a UK-based NGO for migrant domestic workers, found that, in a 2015 study of their domestic worker clients, the treatment of migrant workers differed between those on tied and untied visas—68 percent of those on tied visas experienced restrictions on freedom of movement compared with 38 percent who were not tied, 70 percent worked excessive hours compared with 49 percent who were not tied, 38 percent were not paid compared with 14 percent who were not tied,<sup>[11]</sup> and 66 percent of workers had their passports withheld compared with 54 percent who were not tied. Although all figures demonstrate high levels of exploitative treatment from employers, the consistently higher rates of abuse experienced by those on tied visas indicate an urgent need to review the current system.

### Forced marriage

The most recent data from the Forced Marriage Unit (FMU), a joint Foreign and Commonwealth Office and Home Office Unit, revealed 1,267 individuals were provided advice or support on forced marriage in 2014.<sup>[12]</sup> Of this cohort, 79 percent were female, more than 10 percent involved victims with disabilities and 11 percent involved victims under the age of 16.<sup>[13]</sup> In 23 percent of the cases handled by the FMU, there were no overseas elements. Of the 77 percent of cases with an overseas element, 88 different countries were identified, with the largest proportion involving Pakistan (38.3 percent), India (7.8 percent) and Bangladesh (7.1 percent). Considering that some victims are supported by specialist independent NGO services or by local police,<sup>[14]</sup> it is likely there is an even larger total figure.

## VULNERABILITY

Country	Civil & political protections	Social, health, & economic rights	Personal security	Refugees & conflict	Mean
United Kingdom	18.45	20.37	21.83	46.50	26.79

Domestic trafficking remains a serious threat in the UK, particularly the grooming of teenage girls for commercial sexual exploitation.<sup>[15]</sup> Despite this, the majority of modern slavery victims identified in the UK are men, women and children from abroad.<sup>[16]</sup> The past two decades has brought a significant number of migrants and job seekers, vulnerable to accepting low-paid, low-skilled work, which may be exploited at the hand of traffickers, gangmasters or opportunistic employers. Despite an increased and widespread awareness of the existence of modern slavery, too few potential victims or perpetrators of modern slavery are identified.<sup>[17]</sup> Once within the UK, the diverse sectors victims are found in, including those on geographically-remote farms or behind closed doors in private homes, make it exceedingly difficult to identify and provide outreach.

The restrictions imposed by the Overseas Domestic Worker visa in April 2012 are reportedly linked to vulnerability. This tied visa, valid for six months, is not renewable and prevents domestic workers changing their employer, regardless of their circumstances. In effect, it means domestic workers cannot legally remain in the UK if they leave their employers—easily allowing employers to use the threat of the involvement of the immigration authorities to coerce workers. Although not in itself responsible for modern slavery, this dependency on the employer reduces the willingness of domestic workers to challenge any mistreatment or report abuse to the police. This is because it will likely result in the termination of their employment and removal to their home country (unless the conditions they experienced amount to a situation of trafficking or forced labour thereby

allowing them to access short-term protective services). A recent policy change, bringing into effect Section 53 of the *Modern Slavery Act 2015*, means that domestic workers must receive a positive Conclusive Grounds decision from the National Referral Mechanism confirming they have been trafficked before allowing them to change employers. This provision provides for a maximum of six months further leave—a relatively short period in which the individual has no recourse to public funds and is restricted to one full-time job as a domestic worker in a private household.<sup>[18]</sup> Despite the efforts of some parliamentarians to revoke the tied visa in the new *Modern Slavery Act*, the visa remains in place.

The situation can be further complicated in cases involving domestic workers in diplomatic households. Before and during 2014, diplomatic immunity trumped trafficking in cases of a diplomat employer exploiting a domestic worker.<sup>[19]</sup> In 2015, the UK Court of Appeals set aside immunity in a case brought

by Moroccan nationals who were in domestic servitude in the Sudanese and Libyan embassies in London.<sup>[20]</sup>

The tied visa has been criticised widely by local and international organisations. The Special Rapporteur on the Human Rights of Migrants noted the importance of the right to change employer "in facilitating the escape of migrant domestic workers from exploitative and abusive situations".<sup>[21]</sup> On December 2, 2015, the London Assembly called for the Mayor of London to write to Home Secretary, Theresa May, to make the case to repeal the tied-visa system.<sup>[22]</sup> At the request of Theresa May MP, an independent expert undertook a review of the visa, the findings of which were published in December 2015.<sup>[23]</sup> The report found that the "existence of a tie to a specific employer and the absence of a universal right to change employer and apply for extensions of the visa are incompatible with the reasonable protection of overseas domestic workers".<sup>[24]</sup> As of January 2016, it remains unclear if the Home Office will implement the recommendations as no timetable on a response has been provided.

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## GOVERNMENT RESPONSE

The UK has been proactive in passing new legislation and associated policy measures to combat most forms of modern slavery throughout 2015. Government representatives, including the Home Secretary Theresa May, and the Independent Anti-Slavery Commissioner, Kevin Hyland, have been outspoken on the existence of and need to tackle slavery on British soil. In 2014, the UK Government published a Modern Slavery Strategy detailing the role of government, law enforcement, NGOs and other partners in the fight against modern slavery under a 'four Ps' structure—pursue, prevent, protect, prepare.<sup>[25]</sup>

In March 2015, after months of drafting and debate, the landmark *Modern Slavery Act 2015* came into force. The Act consolidated the existing legislation on the various forms of modern slavery and increased the maximum sentence from 14 years to life imprisonment. Other key developments include asset confiscation for perpetrators and the introduction of Slavery and Trafficking Prevention Orders and Slavery and Trafficking Risk Orders to restrict the activity of individuals where they pose a risk of causing harm.<sup>[26]</sup> The initial draft Bill included no victim protection measures. However, as a result of significant pressure from the voluntary sector and parliamentarians, the final text of the Act includes a statutory defence for victims compelled to commit crimes, court powers to order perpetrators to pay reparations to victims, provision of advocates to support child victims, and statutory guidance on victim identification and victim services.<sup>[27]</sup> A clause to enable a system of 'Independent Child Trafficking Advocates' across England and Wales has yet to be enacted, despite pressure from NGOs and international bodies.<sup>[28]</sup>

As a result of the scrutiny of the *Modern Slavery Act*, the government commissioned a review of the National Referral Mechanism for victims of human trafficking.<sup>[29]</sup> The subsequent report, published in November 2014, recommended a significant overhaul of the system. In August 2015, based on these recommendations, a year-long NRM pilot was established to trial a new system.<sup>[30]</sup> The outcome of the pilot has the potential to significantly change the way victims are identified in the UK.<sup>[31]</sup>

The *Modern Slavery Act* has helped to put the issue of modern slavery in supply chains front and centre for businesses operating in the UK.

**Under the Act, companies whose turnover is above £36m are required to report on what steps they have taken to ensure modern slavery is not taking place in their business or supply chains. Though the intention of this provision is to ensure big businesses are making efforts to safeguard their supply chains, in practice, a company can merely make 'a statement that the organisation has taken no such steps' to combat slavery in their supply chain and comply with the legislation.**

There are no formal repercussions should a company report that no efforts have been made to examine their supply chains and, in fact, no enforcement mechanism to ensure companies make a statement in the first place. The impact of the new laws remains to be seen.

Separate legislation exists in Scotland and Northern Ireland. On October 1, 2015, the Human Trafficking and Exploitation (Scotland) Bill was passed, largely mirroring the criminal justice provisions of the *Modern Slavery Act* but showing stronger provision of support to victims.<sup>[32]</sup> The Bill requires Scottish Ministers to create a trafficking and exploitation strategy, reviewable every three years, with a requirement to consult with individuals and organisations on the strategy.<sup>[33]</sup> The *Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015* was given royal assent on January 13, 2015.

In December 2015, the UK Government launched a new enhanced helpline, replacing the existing number, which will become operational in 2016. Victims will be able to call or text for help—the texting function has been included for those fearful of being overheard.<sup>[34]</sup> NGO Polaris won the Home Office tender to run the service.<sup>[35]</sup>

Forced marriage was criminalised under the *Anti-Social Behaviour, Crime and Policing Act 2014*. In June 2015, a 34-year-old man was the first person convicted of a forced marriage offence under this new legislation, after making a 25-year-old woman marry him under duress.<sup>[36]</sup> Though this first conviction

is a positive development, there is a clear discrepancy between the amount of cases being identified and the few that progress to conviction. Also, NGOs report that the issuing of a Forced Marriage Protection Order (FMPO) does not always restrict families acquiring new passports or travelling abroad.<sup>[37]</sup> The FMU has continued to operate a hotline to provide advice and support to victims. They have also continued to deliver outreach and training to professionals and potential victims throughout the year, as well as the 2015 'right to choose' film campaign.<sup>[38]</sup> Such awareness raising must be backed by shelter services for victims to flee to, which NGOs report are currently lacking.

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## RECOMMENDATIONS

### Government

- Implement the recommendations made in the independent review of the Overseas Domestic Workers (ODW) visa and immediately revoke the tied visa.
- Sign and ratify ILO Convention 189 on Decent Work for Domestic Workers.
- Enact a statutory system of independent child trafficking advocates or guardians for all separated and trafficked children.
- Ensure provision of specialist foster care for trafficked children and training of frontline workers.
- Improve data collection on victims and perpetrators of modern slavery in the UK and encourage European countries to follow the UK's lead by estimating prevalence within their borders so progress can be tracked over time.
- Increase funding for quality-assessed victim-support shelters and services.
- Undertake a robust and comprehensive evaluation of the NRM pilots ensuring inclusion of victim feedback.
- Restructure and reform the NRM to improve identification decision-making, and improve access to services and outcomes for victims of modern slavery.
- Closely monitor the impact of the supply chain requirements of the *Modern Slavery Act*, to ensure they deliver results not just reporting.

# APPENDICES



A photograph of a woman sitting on a wooden crate against a stone wall. She is wearing a dark blue patterned shawl and a red skirt. Her face is obscured by the shawl. The background is a rough stone wall made of large, irregular stones. The lighting is bright, suggesting a sunny day.

*Mewat, India - March 14, 2014: Rubina, who was trafficked from Assam when she was only 15. Bride trafficking is common in the interior villages of Haryana.*

*Photo credit, Subrata Biswas/ Hindustan Times*

## APPENDIX 1 - Terminology

While definitions vary, in this report, modern slavery refers to situations of exploitation that a person cannot refuse or leave because of threats, violence, coercion, abuse of power or deception, with treatment akin to a farm animal. For example, their passport might be taken away if they are in a foreign country, they may experience or be threatened with violence or their family might be threatened.

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

### *Human trafficking*

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

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

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

### *Forced labour*

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

### *Slavery and slavery-like practices*

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

### *Debt bondage*

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

### *Forced or servile marriage*

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

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

### *Worst forms of child labour*

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

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



## APPENDIX 2 - Summary of Methodology

### INTRODUCTION

The Global Slavery Index reflects a complex set of measures on the estimated number of people in modern slavery, the factors that make individuals vulnerable, and also the steps governments are taking to respond to it.

The Index includes a **model of vulnerability**, which draws on 24 variables that impact on risk, such as the capacity to borrow emergency funds, trust in the judiciary, levels of internal displacement, and discrimination. These variables are grouped into four dimensions: civil and political protections; social, health and economic rights; personal security; and conflict and refugees (see Part A: Assessing Vulnerability).

Central to the Index is the **estimated prevalence of modern slavery** in 167 countries. The estimates are based on the vulnerability model, together with survey data from face-to-face interviews conducted with over 42,000 individual respondents in 53 languages, across 25 countries. Limited adjustments are made in specific cases where the existing data are unable to account for country-specific considerations (see Part B: Estimating Prevalence).

The **rating of government responses** is based on an assessment of 98 indicators of good practice for each country, taking into account factors such as whether a country has the necessary laws in place, provides support programmes for victims and works with business to regulate supply chains. The indicators are directed at measuring whether key outcomes have been achieved, such as the identification of victims, and reduction in risk factors that enable slavery to occur (see Part C: Government Responses).

### PART A: ASSESSING VULNERABILITY

The vulnerability model used in the 2014 Index was the starting point for the development of the 2016 model. Tests undertaken in 2015 suggested that the vulnerability model, together with existing survey data, provides a robust foundation for estimating prevalence<sup>[1]</sup>. Nonetheless, to ensure continual improvement, the 2014 model was subjected to extensive external expert review by the Index Expert Working Group, individual experts, and an independent review. This review process has heavily informed the methodological approaches, choices of source data and normalisation processes used in the 2016 model.

#### *Changes made to the 2014 model variables*

During the Expert Working Group sessions in August 2015, the idea of integrating human security theory<sup>[2]</sup> into the vulnerability framework was discussed. While a move to a theoretical approach was supported, the group felt that it was too early to move to a purely theoretically-driven approach given the issues relating to missing data and differences in the quality of data. Nonetheless, human security theory provided some insights into potential missing variables, for example, data on gender and environmental security.

In 2016, we re-examined the 2014 variables, and replaced them with more rigorous and/or current sources where available, and included new variables previously not available. Key reasons for adding or removing variables used in the 2014 model included:

- a. to ensure the continual availability of data – data that was irregularly published and updated, or lacked transparency on the original data source were removed;
- b. to ensure that we get as close to the source of the data as possible; for example, where a 2014 variable was a composite score in another index, we sought to identify the source data and select the component measurements most useful for our purposes; and
- c. to replace weaker measures with potentially stronger variables.

#### *Normalisation*

To identify the variables that would be used in the 2016 model, we compiled an initial long list of variables to subject to statistical testing. The data for each of these variables were normalised to a linear scale from 1 to 100. A normalisation procedure was employed based upon the following formula:

$$y=1+(x-A)*(100-1)/(B-A)$$

Where a variable represented resilience to modern slavery instead of vulnerability, or the scale used by the data source gave a higher score for a lower risk, the data were inverted. For example, a higher confidence in judiciary score would suggest lower risk, therefore it made sense to invert this score. A description of the inverted variables and justification can be found in the longer methodology paper available on the website.

For variables where the data were not normally distributed (i.e., Refugees, Displaced, and GDP(PPP)), these data were logarithmically transformed before any normalisation was undertaken.

### Correlation coefficient checks

After accepting these variables, we applied correlation coefficient checks to the variables to determine whether there was significant empirical overlap that may warrant dropping additional variables. Following the check on collinearity, VIF<sup>[3]</sup> and tolerance values<sup>[4]</sup> were checked for multi-collinearity.

The final vulnerability variables retained for principal factor analysis testing include:

- |  |  |
|--|--|
| 1. Financial Inclusion – Borrowed Money <sup>[5]</sup>                 | 13. Violent Crime <sup>[17]</sup>  |
| 2. Financial Inclusion – Coming up with Emergency Funds <sup>[6]</sup> | 14. Women’s Physical Security <sup>[18]</sup>                                  |
| 3. Financial Inclusion – Received Wages <sup>[7]</sup> (inverted)      | 15. Weapons Access <sup>[19]</sup>   |
| 4. Cell Phone Subscriptions <sup>[8]</sup> (inverted)                  | 16. Discrimination: Sexuality <sup>[20]</sup>                                  |
| 5. Social Safety <sup>[9]</sup> (inverted)                             | 17. GINI Coefficient <sup>[21]</sup>   |
| 6. Undernourishment <sup>[10]</sup>                                    | 18. Discrimination: Intellectual Disability <sup>[22]</sup>                    |
| 7. Tuberculosis <sup>[11]</sup>  | 19. Discrimination: Immigrants <sup>[23]</sup>                                 |
| 8. Confidence in Judicial System <sup>[12]</sup> (inverted)            | 20. Discrimination: Minorities <sup>[24]</sup>                                 |
| 9. Water Access <sup>[13]</sup> (inverted)                             | 21. Refugees <sup>[25]</sup>   |
| 10. Political Instability <sup>[14]</sup>                              | 22. Displaced Persons <sup>[26]</sup>  |
| 11. Impact of Terrorism <sup>[15]</sup>                                | 23. Political Rights – POLITY IV <sup>[27]</sup> (inverted)                    |
| 12. Internal Conflicts Fought <sup>[16]</sup>                          | 24. Global Slavery Index Government Response Values <sup>[28]</sup> (inverted) |

### Factor analysis

Principal Factor Analysis was selected as the optimal method for identifying which variables empirically group together into distinct major factors. On the basis of this analysis, the following dimensions were identified, and confirmed for cluster analysis.

Table 1: Dimensions used in cluster analysis

<i>DIMENSION 1</i> <i>Civil &amp; Political Protections</i>	<i>DIMENSION 2</i> <i>Social, Health &amp; Economic Rights</i>	<i>DIMENSION 3</i> <i>Personal Security</i>	<i>DIMENSION 4</i> <i>Refugee Populations &amp; Conflict</i>
Confidence in judicial system	Financial inclusion: borrowed any money	Financial inclusion: availability of emergency funds	Impact of terrorism
Political instability	Financial inclusion: received wages	Violent crime	Internal conflict
Weapons access	Cell phone subscriptions	Women’s physical security	Refugees resident
Discrimination: sexuality	Social safety net	GINI coefficient	
Displaced persons	Undernourishment	Discrimination: intellectual disability	
Global Slavery Index Government response values	Tuberculosis	Discrimination: immigrants	
Political rights measure	Water improved access	Discrimination: minorities	

Variables within each dimension were averaged to provide a dimension vulnerability score. The dimension scores were then averaged for an overall vulnerability score for each country.

Where data were missing, an imputed value was determined by applying the overall vulnerability average to the dimensions where data were missing. For example, there were three countries in Dimension 4 that did not have any dimension-level data points: Brunei, Cape Verde and Suriname. The overall vulnerability mean for each country (for Dimensions 1, 2 and 3) was applied to these missing data points as the Dimension 4 data point replacements. For a more detailed discussion on missing data, please see the longer methodology paper, available for download on our website.

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## PART B: ESTIMATING PREVALENCE

Each of the national prevalence estimates in the Global Slavery Index reflects one of three methodologies:

- Direct estimation following a nationally representative random sample survey, or state surveys in the case of India (25 countries);
- Multiple Systems Estimation (two countries); or
- Extrapolation based on mathematical modelling of risk, to which relevant survey data has been applied (139 countries).

### *Direct estimation through surveys*

In 2014, Walk Free Foundation partnered with Gallup Inc. to conduct surveys in seven countries—**Brazil, Ethiopia, Indonesia, Nepal, Nigeria, Russia and Pakistan**. A further 18 surveys were conducted in late 2014 and early 2015 for inclusion in the 2016 Global Slavery Index: **Bangladesh, Bolivia, Cambodia, Chile, Dominican Republic, Ghana, Guatemala, Hungary, India, Mauritania, Mexico, Myanmar, Philippines, Poland, South Africa, Sri Lanka, Tunisia and Vietnam**<sup>[29]</sup>.

### *Methodology*

The survey instrument developed in 2014 for the first round of surveying was again included in the Gallup World Poll in late 2014 and early 2015. The original instrument, developed through cognitive testing in five countries, was subjected to minor refinements following feedback from the survey teams.

Walk Free Foundation adds a module to the World Poll in selected countries. Overall, the World Poll survey data are representative of 98 percent of the world's adult population. Face-to-face or telephone surveys are conducted across households in more than 160 countries and in over 140 languages. A detailed description of the World Poll methodology is available online, however some of the key aspects of the methodology include:

- The target population is the entire civilian, non-institutionalised population, aged 15 and older.
- With the exception of areas which are scarcely populated or present a threat to the safety of interviewers, samples are probability based and nationally representative.
- The questionnaire is translated into the major languages of each country.
- In-depth training is conducted with field staff and a standardised training manual is provided.
- Quality control procedures ensure that the correct samples are selected and the correct person is randomly selected in each household.

Table 2 sets out the sample sizes and coverage in each of the survey countries. A total of 29,206 respondents were interviewed across the 25 national surveys. A fuller report on development of the survey methodology, population coverage and sampling design can be downloaded from the Global Slavery Index website.

Table 2: Sample size, survey languages, and exclusions across Walk Free Foundation survey countries

Country	Unweighted number answering yes to forced labour and forced marriage	Sample size	Survey languages	Excluded area as % of population	Excluded areas
Brazil	3	1,007	Portuguese		None
Ethiopia	9	1,004	Afan Oromo, Amharic, Tigrigna	3.4	Six of the nine zones of the Somali region (Degehabur, Warder, Korahe, Fik, Gode, Afder)
Indonesia	7	1,000	Bahasa Indonesian		No exclusions
Nepal	20	1,050	Nepali		No exclusions
Nigeria	3	1,000	English, Hausa, Igbo, Pidgin, Yoruba	4.5	Three states of the North East region (Adamawa, Borno and Yobe)
Pakistan	9	1,000	Urdu	5	Province of Gilgit Baltistan, Azad Jammu & Kashmir (AJK)
Russia	40	2,000	Russian	7	Nenets, Yamalo-Nenets and Chukotsk regions, Chechnya, Ingushetia, Dagestan, Adygeya, Kabardino-Balkaria, Karachaevo-Cherkessie, North Ossetia
Chile	8	1,032	Spanish		No exclusions
Dominican Republic	20	1,000	Spanish		No exclusions
Ghana	11	1,000	English, Hausa, Ewe, Twi, Dagbani		No exclusions
Guatemala	39	1,000	Spanish		No exclusions
Bangladesh	34	1,000	Bengali	1.1	Rangamati, Khagrachori and Bandarban situated in Chittagong division
Bolivia	17	1,000	Spanish		No exclusions
Cambodia	50	1,000	Khmer	2.9–3	Koh Kong, Oddar Meanchey, and Stueng Treng
Hungary	5	1,000	Hungarian		No exclusions
India	56	3,000	Hindi, Tamil, Kannada, Telugu, Marathi, Gujarati, Bengali, Malayalam, Odia, Punjabi, Assamese	9.2	Andaman & Nicobar islands, Arunachal Pradesh, Dadra & Nagar Haveli, Daman & Diu, Lakshadweep, Manipur, Meghalaya, Mizoram, Nagaland, Pondicherry, Sikkim, Tripura
Mauritania	37	1,000	French, Hassanya, Poular, Wolof, Soninke		No exclusions
Mexico	11	1,031	Spanish		No exclusions
Myanmar	18	1,020	Burmese	4.8	Chin, Kayah, and Kachin states
Philippines	14	1,000	Filipino, Iluko, Hiligaynon, Cebuano, Bicol, Waray, Maguindanaon, Maranao		No exclusions

Country	Unweighted number answering yes to forced labour and forced marriage	Sample size	Survey languages	Excluded area as % of population	Excluded areas
Poland	6	1,000	Polish		No exclusions
South Africa	18	1,000	Afrikaans, English, Sotho, Zulu, Xhosa		No exclusions
Sri Lanka	3	1,062	Sinhala, Tamil	2.4	Mullativu and Batticaloa districts
Tunisia	17	1,000	Arabic		No exclusions
Vietnam	4	1,000	Vietnamese		No exclusions

The Walk Free Foundation survey questions were based on a network sampling frame, to partly address the limitations of a census framework when the target population is largely hidden. That is, it was decided to use 'family' rather than 'household' as the reference group, in order to increase the likelihood of identifying victims in a random sample survey. We used an explicit definition of 'family' that includes parents, spouse/partner, siblings, and children, and obtained counts for each of these types of kinship.

### Questions asked

In addition to demographic questions, the questions asked were:

1. Have you or has anyone in your immediate family ever been forced to work by an employer?
2. Have you or has anyone in your immediate family ever been forced to work by an employer to repay a debt with that employer?
3. Have you or has anyone in your immediate family ever been offered one kind of work, but then were forced to do something else and not allowed to leave?
4. Have you or has anyone in your immediate family ever been forced to marry?

An additional filter question was added in Mauritania to ensure capture of traditional forms of slavery:

5. Have you or has anyone in your immediate family ever been forced to work for a master as a slave?

Where a respondent answered yes to any of these filter questions on behalf of themselves or an immediate family member, they were then asked a series of follow up questions to capture more information about the experience, including when and where the experience occurred. A copy of the survey instrument can be found at [globalslaveryindex.org](http://globalslaveryindex.org)

### Counting rules

A positive response for forced labor or forced marriage was recorded when a respondent's series of answers met the following counting rules:

1. Respondents answered 'yes' to any of the forced labour questions or to the forced marriage question AND
2. Reported that the forced labour or forced marriage was either in relation to their own experience, or on behalf of a spouse, child, parent or sibling AND
3. Had been coerced (forced labour) or did not consent (forced marriage) AND
4. Experienced forced labour or forced marriage in the five years preceding the survey.

Table 3: Prevalence estimates from surveys

Country	Population	Estimated proportion in modern slavery	Estimated population in modern slavery (n)
Brazil	200,361,925	0.0008	155,300
Ethiopia	94,100,756	0.0041	389,700
Indonesia	249,865,631	0.0029	714,100
Nepal	27,797,457	0.0082	228,700
Nigeria	173,615,345	0.0048	834,200
Pakistan	182,142,594	0.0113	2,058,200
Russia	143,499,861	0.0073	1,049,700
Bangladesh	160,996,000	0.0095	1,531,300
Bolivia	10,725,000	0.0044	46,900
Cambodia	15,578,000	0.0165	256,800
Chile	17,948,000	0.0015	27,700
Dominican Republic	10,528,000	0.0100	104,800
Ghana	27,410,000	0.0038	103,300
Guatemala	16,343,000	0.0084	138,100
Hungary	9,836,000	0.0023	22,500
India*	1,311,051,000	0.0063	8,324,900
Mauritania	4,068,000	0.0106	43,000
Mexico	127,017,000	0.0030	376,800
Myanmar	53,897,000	0.0096	515,100
Philippines	100,699,000	0.0040	401,000
Poland	38,025,000	0.0048	181,100
South Africa	54,954,000	0.0045	248,700
Sri Lanka	20,781,000	0.0022	45,900
Tunisia	11,102,000	0.0077	85,000
Vietnam	91,519,000	0.0015	139,300

Note: Mauritania calculated as 'ever' for forced labour and last five years for forced marriage.

Note: In India, the results from 2016 state surveys are used not the 2015 national survey results.

### India state surveys

Given the complexity and size of India, a further 15 surveys were conducted at the state level in 2016, with 14,000 respondents.<sup>[30]</sup> This covers at a minimum 80 percent of the Indian population at the state level.

In future years, we will undertake similar state level surveys in other highly populous countries. See longer methodology paper for additional questions included in the state surveys. Available for download at the website ([www.globalslaveryindex.org](http://www.globalslaveryindex.org)).

Table 4: States of India surveyed, 2016.

State	Language used	Sample size
Chhattisgarh	Hindi	1,000
Madhya Pradesh	Hindi	1,000
Bihar	Hindi	1,000
Jharkhand	Hindi	1,000
Odisha	Oriya	1,000
Punjab	Punjabi	1,000
Uttar Pradesh	Hindi	1,000
Andhra Pradesh*	Telugu	500
Telangana*	Telugu	500
Kerala	Malayalam	1,000
Maharashtra	Marathi	1,000
Rajasthan	Hindi	1,000
Himachal Pradesh	Hindi	1,000
Karnataka	Kannada	1,000
West Bengal	Bengali	1,000
<b>Total</b>	<b>8</b>	<b>14,000</b>

There was an unusually high level of refusals during the India state surveys, where respondents were willing to answer the first filter questions about forced labour and forced marriage, but refused to answer subsequent questions that sought further information.

Table 5: Refusal rate to subsequent questions about forced labour/marriage, 2016 survey

	Forced labour	Forced marriage	Total
Pass filter	34,182,535	4,458,994	35,227,044
Refused individual	29,854,316	3,001,877	30,205,546
Identified individual	4,328,220	1,457,116	5,021,499
Confirmed estimate	2,396,034	109,978	2,621,406

This high refusal rate was not experienced in the national survey for India, or in other national surveys.

Consultation with the survey team and experts in India strongly suggested that the high refusal rate reflects the sensitivity of the issues being discussed, fear of consequences of providing further information, and the lack of privacy in interview situations. This sensitivity was also reflected in the detention by local officials of some of the team in the survey process. In addition the survey team observed that with such a large sample size, the team was spending several days in each location. They observed that information about the survey questions was rapidly percolating through the community in the areas being surveyed, with the result that some people may have been pre-warned not to share information.

These observations were confirmed by subsequent analysis of the characteristics of refusers, and non-refusers, and also analysis of refusal rates in relation to time spent in each site. Refusers were more likely to be rural, poor and live very close to their family than non-refusers. Refusal rates increased the longer a field team spent in a location. Based on the convergent evidence, we can expect that the ratio of filtered to confirmed cases would be lower for refusers than for respondents.

To account for the high level of refusals, a statistical method was developed to reasonably but conservatively estimate the result that would have been achieved, had more respondents completed the survey questions. This involved calculating the ratio of 'identified' cases (respondents who passed the filter question and then went on to identify which member of their family the victim was) to 'confirmed' cases (cases which met the full criteria set out above), and then applying this ratio to the number of respondents who 'passed' the first filter question (see Table 5 above). This assumed that those who were not willing to report further information would yield a similar proportion of 'positive' cases had they continued with the questions.

## 2. Multiple Systems Estimation

Multiple Systems Estimation (MSE) has been used by human rights data analysts in recent years to estimate the hidden populations in conflict situations, such as casualty counts in the Syrian civil war.<sup>[31]</sup> MSE applies capture—recapture method to estimate a population size for multiple lists.

MSE can be applied in countries where nationally-representative random sample surveys will not necessarily work. This is particularly the case in more ‘developed’ countries, where low levels of vulnerability mean that there are few cases to report, where law enforcement is strong and organised crime is more hidden, and where the resulting numbers are so small, that even if they were not hidden, they would not be found and selected for interview in a random sample survey.<sup>[32]</sup>

MSE was used in 2014 by the UK Government to estimate the number of people in modern slavery. Drawing on data from the UK National Crime Agency Strategic Assessment<sup>[33]</sup>, six lists were compared to derive an estimation of between 10,000 and 13,000 people in modern slavery. This figure is used in the Index for the UK, and used to extrapolate for countries with a similar risk profile, predominately those in Western Europe. A paper summarising the process was recently published by the Royal Statistical Society.<sup>[34]</sup> MSE was also tested in the Netherlands in 2016, along similar lines to the UK test.<sup>[35]</sup>

## 3. Calculating prevalence for non-survey countries

The extrapolation process followed the following steps:

1. Countries were grouped and ordered based on vulnerability measures (see discussion of cluster analysis below).
2. Within each group, existing survey data points were identified. The average proportion of enslavement from these surveys was calculated for each group and applied to all countries within the group for which there was no survey data.
3. A limited set of adjustments were made to better account for conflict, geopolitical concerns, state-sanctioned forced labour, and a final, downward adjustment for Small Island Developing States.<sup>[36]</sup>

As was the case in 2014, a K-means cluster analysis<sup>[37]</sup> was run to group the 167 countries into distinct groups using the vulnerability data. This groups countries together based on having a similar risk profile. Tests were run to determine that the ideal group size was between 10 and 15 groups. Twelve groups had the highest Pseudo-F score. The resulting groups were sufficiently distinct on overall mean values, although the minimum and maximum values did indicate some overlap among countries at the bottom of one list and the top of the next. A fuller explanation of this aspect of the methodology is available at [globalslaveryindex.org](http://globalslaveryindex.org)

Once countries had been grouped in this way, 28 data points (25 from the surveys, two derived from the application of multiple systems estimation in the UK and the Netherlands, and one survey in DRC) were then used as the foundation from which to extrapolate to the remainder of the 167 countries.

The team identified where the available data points fell across these groups (see Table 6), and used this to calculate the average proportion of a population in modern slavery for each cluster. Where no survey data points were available in a cluster, the average of the two surrounding clusters was applied. This average became the starting point for the extrapolation process and was applied to each country within a cluster for which a survey was not available.

Table 6: Distribution of data from random sample surveys across the groups

Cluster	Survey data in the cluster	Number of countries in the cluster
1	Pakistan, Nigeria, the Democratic Republic of the Congo	13
2	No survey data	4
3	Myanmar, India, Ethiopia, Philippines, Mexico, Russia, Bangladesh	19
4	Mauritania, Ghana	16
5	Cambodia	12
6	South Africa, Indonesia, Nepal	8
7	Guatemala, Dominican Republic, Brazil	12
8	No survey data	13
9	Bolivia, Vietnam	17
10	Poland, Chile, Tunisia, Sri Lanka	25
11	United Kingdom	17
12	Hungary	11



Reflecting the limitations of any data driven process, a final set of adjustments was made in limited cases to better account for state-sanctioned forced labour, conflict and geopolitical concerns. A final, downward adjustment for Small Island Developing States was applied to ensure the extent of the problem was not over-estimated in these countries (see Table 7).

Table 7: Adjustments made to country estimates

Type of adjustment	Country
Conflict	Central African Republic, the Democratic Republic of the Congo, Somalia, Afghanistan, Sudan, Syria, South Sudan, Iraq, Pakistan, Yemen, Libya
State-imposed forced labour	North Korea, Uzbekistan
Geopolitical	China, Israel, Haiti, Timor-Leste, Eritrea, Swaziland, Malawi, Zambia, Lesotho, Madagascar, Sierra Leone, Namibia, Kenya, Iceland, Finland, Portugal, Italy
Small Island Developing States	Barbados, Cape Verde, Cuba, Guinea-Bissau, Guyana, Jamaica, Mauritius, Papua New Guinea, Suriname, Trinidad and Tobago

A detailed explanation of the computations for countries within each cluster is available on the Global Slavery Index website.

### Limitations of the methodology

Surveys represent the most accurate way to estimate the number of people enslaved in countries where we know there is a significant problem, and when we know that victims of modern slavery are likely to be identified in a random sample of the national population. Nonetheless, surveys do involve asking people a series of sensitive questions so it is likely that certain information will be more readily disclosed than other information (particularly in relation to taboo subjects such as engagement in the sex industry or sexual violence). We are continuing to refine the survey methodology to address these issues, and are testing different ways of asking the questions. Survey data has to be considered alongside administrative data and grey literature that provides critical context, and can help identify gaps in survey results.

Random sample surveys are not the best method to apply in every country. While nationally-representative, random sample surveys are ideal for estimation, in countries where we suspect the number of people in modern slavery is very small, or individuals too hidden, victims of modern slavery are unlikely to be identified in samples based on a census framework and unlikely to be picked up through the amended network sampling frame. This also suggests that in countries where surveying is possible, our estimates are likely to be conservative.

As with surveys, we suspect that Multiple System Estimation will only work in certain countries. As the technique uses different lists of victim data, it relies on the existence of these lists and them being fairly well kept. These lists can include victim data identified by police, NGOs, or other responders, but there is an underpinning assumption that systems are in place to facilitate data collection and management. The US is currently looking at MSE as an alternative method to identifying modern slavery.

Extrapolation, particularly one based upon a systematic set of commonly applied algorithmic rules, is the most robust way to deal with limited data. A comparison with findings for a number of countries based on extrapolation used in 2013 and 2014 with surveys that were subsequently conducted in those countries reveals that our extrapolation was accurate to within one percent (when considered as a proportion of the population, which is the primary measure for the Global Slavery Index).<sup>[38]</sup> However, we are committed to conducting more surveys and promoting Multiple Systems Estimation in order to create more reliable and representative primary data.

Extrapolation largely depends on the strength of the underlying vulnerability model, the clustering process but also the available survey data. One of the major challenges to creating a vulnerability model for modern slavery is identifying regularly published and comprehensive data for all 167 countries covered in the Index. Limited capacity, limited funding, and few stakeholders dedicated to the task of global data management creates difficulties in identifying vulnerability data sources that can accurately capture realities on the ground in any given country.

Some of the data in the vulnerability model are stronger and more current than other data. For example, in the Global Slavery Index 2016, the Walk Free Foundation has included refugees and internal displacement within the overall vulnerability model. Due to the dynamic environment and unprecedented mass movements of refugees and migrants from the Middle East and Africa to Europe and beyond, the situation evolves rapidly, making it difficult to track, collect and analyse relevant data. The Index draws on the most recently published annual UNHCR data, which reflects 2014 results. There will, therefore, be a lag in current events, and what is reflected in the vulnerability model.

## PART C: GOVERNMENT RESPONSES

The government plays a critical role in developing and implementing the laws, policies and programmes that are needed to prevent and respond to modern slavery. To complement prevalence estimates, for the second year running, the Index also includes an assessment of government responses to modern slavery.

As in 2014, governments are assessed against their efforts towards meeting the following five milestones:

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

### *Theoretical framework: crime prevention theory*

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

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

Further, to prevent crime, governments need to create a climate that induces guilt or shame on those who commit the crime, and strengthen the moral condemnation of modern slavery by both local and global communities.<sup>[39]</sup>

### *Development of the conceptual framework*

Using this theoretical framework, and drawing on what has been written about effective government responses to modern slavery,<sup>[40]</sup> a conceptual framework was developed to identify the indicators of a strong response to modern slavery.

The conceptual framework is organised around the five milestones outlined above, which, if achieved, would ensure that governments are taking steps to address modern slavery. The conceptual framework was developed with input from the Expert Working Group, findings from 2014, and input from experts in fields related to modern slavery, such as harmful traditional practices, health, social welfare and migration.

### *Process*

Government responses were examined in 161 countries in 2016.<sup>[41]</sup> Building on work conducted in 2014, the process for assessing government processes incorporates three stages: conceptual framework development, data collection and analysis.

Underpinning the five milestones are 98 indicators to determine how well a government is responding to modern slavery (see Table 8: Conceptual Framework), grouped into 28 activities. The 133 indicators used to assess governments in 2014 were reviewed post launch to identify gaps in our conceptual framework, such as the collection of data on labour inspectors, and data gaps, such as missing information on standard operating procedures for police units. As a result of this review, and data gaps post data collection for certain indicators, the number of indicators was reduced to 98 core indicators.

These revised indicators include ‘positive indicators’ which cover actions the government is taking to achieve each milestone. This year, these indicators were supplemented by standardised ‘negative indicators’, which attempt to measure the implementation of a particular activity. For example, if shelters exist for modern slavery victims, the negative indicator ‘victims are detained and unable to leave the shelter’ would capture whether victims are detained and experience secondary victimisation despite the existence of these shelters. The negative indicators also cover broader factors which, if conducted by governments, would increase the risk of modern slavery. These included state-sanctioned forced labour, high levels of government complicity, criminalisation of victims, deportation of potential victims, and policies which tie migrant workers to their employers.

Publicly available information was collected through desk-based research for each of these indicators. Governments and NGOs were also given the opportunity to provide information to inform this process. In April 2014, a survey was sent to all governments included in the Global Slavery Index requesting information about their response to modern slavery. Information submitted via these surveys was also included for 38 countries. In October 2015, this was supplemented by a survey which was sent to NGO partners to obtain an update on government responses in the last 18 months; 32 surveys were received and written submissions from a further seven NGOs. Finally, in-country experts were consulted where possible to verify the information and help address any gaps.

### Ratings

Each indicator was scored on a 0 to 1 scale. On this scale, 0 meant no information was identified or available, or information explicitly demonstrated that the government did not meet any indicators; 1 meant that the indicator had been met. For negative indicators, these were scored on a 0 to –1 scale. On this scale, 0 meant no information was identified or available, or information explicitly demonstrated that the government did not meet any indicators; –1 meant that the indicator had been met.

As with last year, we grouped these indicators into activities, as the below conceptual framework describes. Each activity was weighted evenly to 100 points. Negative indicators, where these tested the implementation of certain activities (marked as ‘negative implementation’ in bold in the conceptual framework), were incorporated into the individual activities with the following formula:

$$= (\text{positive indicators} + \text{negative indicators}) / \text{total number of positive indicators} * 3.57143^{(42)}$$

All negative indicators were treated in this way, apart from government corruption and complicity (Milestone 4, indicator 1.4.3) and state sanctioned forced labour (Milestone 4, indicator 1.8.1). These are marked with a bold ‘NEGATIVE’ in the below table. Due to the importance of these indicators, these were not weighted and were subtracted from the final score.

As each government was rated at the activity level, the simplest way to fairly compare governments was to aggregate these scores.<sup>(43)</sup> These scores were then converted to credit ratings, based on ten different categories, and adjusted so that any countries at the top of the table that either scored a negative on arrest or deportation of victims (Milestone 2, indicator 1.4.5 and Milestone 3, indicator 3.2.4) were unable to achieve above a BBB rating.

### Limitations

Collecting data across 98 indicators for 161 countries is a complex undertaking. Access to data for all indicators is limited in certain countries where information is not publicly available, or not available in languages spoken by the research team. Information that is publicly available might also distort reality on the ground—it may appear that no services are provided by governments, but an active civil society ensures that victims are fully supported. As with all policy analyses, it is difficult to move beyond the existence of policies to assess their active implementation—laws may exist, but be poorly understood and implemented by local law enforcement, for example. While the inclusion of ‘negative implementation’ indicators this year goes some way to addressing the issues of measuring implementation, there will still be gaps in our assessment which gives credit where no action is taking place in reality, or does not give credit where policies do not exist, but there is an active civil society filling gaps in a government response.

Table 8: Conceptual framework for measuring government responses

MILESTONE 1: Survivors of modern slavery are supported to exit slavery and are empowered to break the cycle of vulnerability

Outcome	Intermediate outcome	Indicator
Increase in reported cases of modern slavery	1.1 The public knows what modern slavery is and how to report it	1.1.1 Information is distributed to the public about how to identify and report cases of modern slavery 1.1.2 This information is distributed systematically and at regular intervals (as distinct from one-off, isolated) 1.1.3 There has been an increase in number of members of the public reporting cases of modern slavery
	2.1 Comprehensive reporting mechanisms operate effectively	2.1.1 A reporting mechanism exists 2.1.2 Reporting mechanism is available for men, women, and children 2.1.3 Reporting mechanism is free to access 2.1.4 Reporting mechanism operates 24/7 2.1.5 The reporting mechanism operates in multiple languages or has capacity to provide immediate access to bring in translators
	2.2 Police know what modern slavery is and how to report it	2.2.1 Training on basic legal frameworks and victim identification has been carried out for front line 'general duties' police NEGATIVE IMPLEMENTATION 2.2.4 There is evidence that police officers have not identified victims of modern slavery in the last 12 months
	2.3 Government and non- government bodies know what modern slavery is and how to report it	2.3.1 Training on how to identify victims of modern slavery is provided to front line regulatory bodies likely to be 'first responders' 2.3.2 Training on how to identify victims of modern slavery is provided to workers likely to be 'first responders' 2.3.3 Training for first responders is delivered systematically and at regular intervals (as distinct from one-off, isolated)
Victim-determined services are available for all victims of modern slavery	3.1 Basic victim determined support is available for all identified victims	3.1.1 Victim support services are available for suspected victims of modern slavery (men, women and children where relevant) regardless of ethno-cultural or socioeconomic background NEGATIVE IMPLEMENTATION 3.1.2 Suspected victims have a choice about whether or not to remain in a shelter 3.1.3 Government contributes to the operational costs of the victim support services 3.1.4 Physical and mental health services are provided to victims of modern slavery NEGATIVE IMPLEMENTATION 3.1.5 Victim support services are not available for all victims of modern slavery NEGATIVE IMPLEMENTATION 3.1.7 No victims have accessed the services or shelters since 1st June 2014
	3.2 Longer term victim determined support is available for all identified victims	3.2.1 Services provide long term reintegration options 3.2.2 Measures are in place to address the migration situation of victims who want to remain or be resettled 3.2.3 Services are child friendly 3.2.4 Victims are assisted to make contact with their family or contact person of choice
	3.3 Victim determined services are high quality and responsive	3.3.1 Training has been carried out for all staff providing assistance services 3.3.2 Services have been evaluated 3.3.3 Evaluations of services have been provided to cooperative framework or coordination body

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Agencies work together in the interests of victims	4.1 Government coordinates the identification of victims	4.1.1 The government has clear guidelines for identifying and screening victims. 4.1.2 The guidelines make provision for a category of 'presumed victims', who can be provided with services until a formal determination is made. 4.1.3 The guidelines clearly set out which organisations have the authority to identify victims of modern slavery
	4.2 Referrals occur at the national level	4.2.1 A cooperative framework exists (could be a 'National Referral Mechanism' or operational working group), which brings together government and civil society to ensure victims are being referred to services 4.2.2 There is evidence that victims are being referred to services using the cooperative framework

## MILESTONE 2: Effective criminal justice responses are in place in every jurisdiction

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Legislation deters citizens from committing crime of modern slavery	1.1 Relevant international conventions are ratified	1.1.1 Slavery Convention, 1926 1.1.2 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery 1956 1.1.3 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime 2000 1.1.4 Abolition of Forced Labour Convention ILO, No. 105, 1957 1.1.5 Domestic Workers Convention ILO No. 189 1.1.6 Worst Forms of Child Labour ILO 182 1.1.7 CRC Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict 2000 1.1.8 CRC Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography 2000 1.1.9 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families 1990
	1.2 Domestic legislation is in line with international conventions	1.2.1 Human trafficking, 1.2.2 Slavery 1.2.3 Forced labour 1.2.4 Children in armed conflict 1.2.5 Child prostitution 1.2.6 Forced marriage NEGATIVE IMPLEMENTATION 1.2.7 Criminal laws have disproportionate penalties

## MILESTONE 2: Effective criminal justice responses are in place in every jurisdiction

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Victims are able to access justice	1.4 Victims are able to participate in court to receive justice (arrest of trafficker/ compensation/ redress)	1.4.1 National laws allow victims to participate in the legal system, regardless of their role as a witness 1.4.2 Law recognises that victims should not be treated as criminals for conduct that occurred while under control of criminals 1.4.3 Visas to stay in the country are not dependent on victim participation in the court process  NEGATIVE IMPLEMENTATION 1.4.5 There is evidence that victims of modern slavery have been treated as criminals for conduct that occurred while under control of criminals
	2.1 Victims are supported to access justice	2.1.1 There are free legal services available for victims of modern slavery 2.1.3 Evidence of witness and victim protection mechanisms are in place to ensure that neither witnesses nor victims are intimidated, nor interfered with inside the court 2.1.4 Evidence of witness and victim protection mechanisms are in place to ensure that neither witnesses nor victims are intimidated, nor interfered with outside the court 2.1.5 The legal framework supports restitution or compensation for victims of modern slavery 2.1.6 Child friendly services are provided during the criminal justice process, from engagement with police through to court process
	3.1 Increased number of quality investigations	3.1.1 Specialised law enforcement units exist  NEGATIVE IMPLEMENTATION 3.1.3 Units do not have necessary operational resources 3.1.4 Units have Standard Operating Procedures for modern slavery cases
	3.2 Increased number of quality prosecutions	3.2.1 Training is provided to the judiciary, including in initial training 3.2.2 Training is provided to prosecutors, including in initial training (since 2009) 3.2.4 Training is systematic and recurrent (as distinct from one-off, isolated)  NEGATIVE IMPLEMENTATION 3.2.5 Judicial punishments are NOT proportionate to severity of the crime and complicity of the offender.

## MILESTONE 3: Governments coordinate and are held accountable for their actions

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Responses to modern slavery are coordinated	1.1 Mechanisms exist to coordinate the response	1.1.1 National coordination body exists involving both government and NGOs 1.2.1 National Action Plan exists with clear indicators and allocation of responsibilities 1.3.2 Government routinely uses the National Action Plan as a framework for reporting its actions 1.3.5 Activities in the national action plan are fully funded
	2.1 Independent mechanisms exist to monitor the response	2.1.1 Independent entity to monitor the implementation and effectiveness of National Action Plan exists
	3.1 Cross border collaboration exists	3.1.1 The government participates in regional cooperation 3.1.3. The government participates in bilateral cooperation on modern slavery issues
	3.2 Cross border collaboration exists for victim protection	3.2.1 The government cooperates with the government of the home country to facilitate return of victims  NEGATIVE IMPLEMENTATION 3.2.4 Foreign victims are not identified AND/ OR are detained and deported 3.2.6 Bilateral agreements exist between countries on labour migration

#### MILESTONE 4: Laws, policies and programmes address attitudes, social systems and institutions that create vulnerability and enable slavery

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Government programming reflects and responds to known risk factors and drivers of modern slavery and patterns of exploitation	1.1 Risk factors, drivers, and patterns of exploitation are understood	1.1.1 Government facilitates or funds research on modern slavery 1.1.2 Government facilitates or funds research prevalence or estimation studies of modern slavery 1.1.3 Government interventions that aim to address modern slavery are evidence-based
	1.2 Government interventions are tailored to risk	1.2.1 Awareness campaigns target specific known risks of modern slavery
Vulnerable populations do not become enslaved	1.3 Safety nets exist for vulnerable populations	1.3.2 The government funds labour inspections 1.3.3 Affordable health care for vulnerable populations exists 1.3.4 Public primary education is available for all children regardless of ethno-cultural or religious background
	1.4 Governments respond to corruption  1.5 Social protections exist	1.4.1 National laws criminalises corruption in the public sector NEGATIVE 1.4.3 Complicity in modern slavery cases is widespread and not investigated  1.5.1 Birth registration systems exist 1.5.2 Systems are in place to allow asylum seekers to seek protection
	1.6 Safety nets exist for migrant workers	1.6.3 Private recruitment fees are paid by the employer, not the employee 1.6.5 Labour laws extend to everyone, including migrant workers, domestic workers and those in the fishing and construction sectors NEGATIVE IMPLEMENTATION 1.6.7 Patterns of abuse of labour migrants are widespread and unchecked NEGATIVE IMPLEMENTATION 1.6.9 There are laws or policies that prevent or make it difficult for workers to leave abusive employers without punishment
	1.7 Governments provide support for citizens overseas	1.7.1 Government provides training for its consular staff on modern slavery 1.7.2 Government provides identification documents and support travel arrangements for citizen return NEGATIVE IMPLEMENTATION 1.7.5 Diplomatic staff are not investigated or prosecuted for alleged complicity or abuse in modern slavery cases
	NEGATIVE 1.8 Government action facilitates slavery	NEGATIVE 1.8.1 State-sanctioned forced labour exists

**MILESTONE 5: Governments stop sourcing goods and services linked to modern slavery**

<i>Outcome</i>	<i>Intermediate outcome</i>	<i>Indicator</i>
Government sources goods and services which are slavery free	1.1 Government regulates its supply chains against forced labour	1.1.2 Public procurement policies and systems exist to minimise the risk of governments purchasing products tainted by forced labour
		1.1.3 Annual reports on forced labour in government supply chains are produced and publically available
Businesses source goods and services which are slavery free	1.2 Governments regulate businesses against use of forced labour	1.2.1 Laws or policies require businesses to report on their actions to implement risk minimisation policies
		1.2.2 Laws or policies require businesses to have transparent, risk-minimisation strategies in place that will identify and respond to a case of modern slavery in their supply chains
		1.2.3 Governments implement a responsible investment reporting requirement for investment funds and banks head-quartered in their country to ensure that investment does not support modern slavery
		1.2.4 Laws are in place that make it a criminal offence for Company Directors or companies who fail to prevent modern slavery being utilised in their business' first tier supply chain

Note: Numbering reflects numbering in the government response database available at [www.global-slavery-index.org](http://www.global-slavery-index.org).





Children begging and selling flowers and other goods at traffic lights are a common feature of Indian cities. “I was forced to do begging and still begging with the others..... I can't say anything to you because I am in constant fear. I am threatened by my employer not to open my mouth to anybody otherwise I will be punished severely.” (Survey respondent, 2016)

Photo credit, Steve McCurry

# ENDNOTES



*Woman works at a hand rolled cigarette (locally called a bidi) factory in Haragach, Bangladesh. Workers labour from dawn to dusk making bidis filled with tobacco flakes, earning very little money and in hazardous conditions which can damage their health. Bonded labour, including pledging of children, has been documented in the bidi industry.*

*Photo credit, GMB Akash*



## ENDNOTES - Introduction and Global Findings

### Introduction

- <sup>1</sup> The Walk Free Foundation has chosen to use the term IS (Islamic State) recognising the group are known by different terms, including, but not limited to, Daesh, ISIL (Islamic State of Iraq and the Levant), ISIS (Islamic State in Iraq and Syria), and ISWK (Islamic State Wilayat Khorasan, also ISIL-K).
- <sup>2</sup> Gallup Inc. is an international research-based company: <http://www.gallup.com/home.aspx>
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### Cambodia

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## ENDNOTES - Appendices

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- 2 The theoretical concept of human security builds on the United Nations Development Programme's 1994 Report on Human Security that identifies the seven major areas of security as political security, community security, personal security, environmental security, food security, economic security, and health security.
- 3 VIF references the Variance Inflation Factor, which assesses the severity of multicollinearity by estimating the inflation of regression coefficients as compared to when the predictor variables are not linearly related. While VIF scores between 1 and 5 indicate moderate correlation, we established our threshold at any variable over a VIF score of 10, which indicates very high correlation.
- 4 In statistics, tolerance is used as an indicator of multicollinearity and is estimated by subtracting the R-squared value from 1, where the R-squared value is calculated by regressing the independent variable of interest onto the remaining independent variables. Researchers generally desire higher levels of tolerance, because when the tolerance levels are too low, or below 0.1, the results from multiple regression analysis can be affected.
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- 30 Initially this was 14 States but Andhra Pradesh state was split into two in June 2014, with creation of the new state Telangana. As the survey was already on foot in Andhra Pradesh, a decision was made to split the sample of 1000 across both States.
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- <sup>36</sup> Small Island Developing States (SIDS), United Nations, There were three diversions from this general rule: (1) a similar adjustment was made for Madagascar as it has a socio-economic environment similar to SIDS. (2) While the UN lists Singapore as a SIDS, it is markedly different to other nations in this list due largely to stronger economic conditions, which is a strong pull factor. (3) No adjustment was made for Haiti. Although it is recognised as a SIDS, there was high confidence in the existing data point for Haiti which was based on random sample survey data. <http://www.un.org/en/events/islands2014/smallislands.shtml>
- <sup>37</sup> In simple terms, K-means is a statistical method which groups similar items into clusters, ensuring that items not in the same cluster are as different as possible. This is achieved by allocating an item to the cluster with the nearest centroid, or the mean of the cluster. The cluster's mean is then recalculated and the process of allocating items to clusters begins again until no items change groups, or those changes do not make a substantial difference in the definition of clusters.
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- <sup>41</sup> Due to the ongoing conflict and extreme disruption to government function, we have not included ratings for Afghanistan, Iraq, Libya, Somalia, Syria and Yemen.
- <sup>42</sup> Calculated to equal a total of 100 points (so 100/28)
- <sup>43</sup> A more detailed discussion of the limitations of not weighting certain activities is included in the detailed methodology paper, available for download on the Global Slavery Index website.



*"Whenever I go back to my village I feel so ashamed," says Phany, who lives in the Cambodian capital, Phnom Penh, after escaping life as a trafficked bride in China.*

*Photo credit, Charlotte Per*



*A talibe (boy studying in a Qur'anic school) is bound by chains in an isolation area of a daara (Qur'anic school) in Senegal, 2015. In this daara the youngest talibes are shackled by their ankles to stop them from trying to run away. The chain's length only allows them to use an improvised bathroom in a separate area of the daara. These children can stay like this for days, weeks, even months until they gain the marabout's (Qur'anic teacher) trust. Their guardian explains, "When I release them, I give them the freedom to beg like the rest of the talibes."*

*Photo credit, Mario Cruz*

