



# Mapping of modern slavery and recommendations for the Norwegian Government's development programme to combat modern slavery

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(<http://www.regjeringen.no/en/dep/ud/id833/>)

The report has been written by Norad at the Ministry of Foreign Affairs' request.

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([http://www.regjeringen.no/globalassets/departementene/ud/dokumenter/utvpolitikk/slavery\\_report.pdf](http://www.regjeringen.no/globalassets/departementene/ud/dokumenter/utvpolitikk/slavery_report.pdf))

# 1. Introduction

Modern slavery – one of the most serious human rights violations – represents a growing human rights challenge. Slavery was banned several generations ago, and the UN Universal Declaration of Human Rights states that, “No one shall be held in slavery or servitude”.

Slavery and the slave trade are prohibited in all their forms.<sup>1</sup> Nonetheless, some 40.3 million people are currently subject to forced labour or living in a forced marriage.<sup>2</sup>

Modern slavery must be eradicated if the world is to achieve the UN Sustainable Development Goals (SDGs). SDG 8.7 expresses the need to “[t]ake immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms”. The inclusion of modern slavery in the SDGs shows that efforts to combat modern slavery are no longer viewed as an isolated phenomenon linked to criminal conduct, and that modern slavery must also be regarded as a development issue. Combating modern slavery supports the human rights dimension of the SDGs, by ensuring that the most vulnerable people in the world are not excluded from developments.<sup>3</sup>

One of the Norwegian Government’s development policy priorities is to intensify efforts to eradicate modern slavery.<sup>4</sup> This is the reason for the Ministry of Foreign Affairs’ request to Norad to map and identify gaps in current international efforts in the area and to make recommendations on the reinforcement of Norway’s efforts.

Norad has written this report at the Ministry of Foreign Affairs' request. We have surveyed current anti-slavery efforts by means of desk studies, email correspondence and meetings in Oslo and London, as well as a series of Skype meetings. We have met government representatives, academics, civil society actors, international organisations, UN agencies, businesses, foundations, think tanks and former victims of slavery (see annex containing a meeting overview). Information on Norway's anti-slavery work has been gathered through meetings with and requests to selected sections within Norad and the Ministry, document searches, reading of reports and meetings with selected Norwegian organisations and other actors.

The Ministry's request restricts the survey to the development cooperation context, and we have therefore not mapped anti-modern slavery efforts in Norway. The report identifies gaps in current initiatives, as well as thematic and geographical areas which may benefit from further efforts. Combined with our assessment as to what is important for the achievement of sustainable results and our assessment of potential opportunities for Norway to make a difference and add value, the findings from the mapping form the basis for our recommendations regarding initiatives Norway should support to promote achievement of SDG 8.7 (chapter 6).

The mapping was conducted over a very short space of time, and is therefore not exhaustive in terms of the stakeholders and input factors covered. Several important actors we would have liked to meet were unavailable on such short notice.

We would like to thank all of the contributors to this survey.

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## **2. Description of the problem of modern slavery**

### **Definition of modern slavery**

There is currently no globally agreed definition of modern slavery, although advances have been made in this area in recent years. At present, “modern slavery” is regarded as an umbrella term for a variety of situations in which persons are subjected to gross exploitation and/or are controlled through abuse of power, threats or violence, and are not free to leave the situation. Forced labour, human trafficking, the worst forms of child labour and forced marriage are all covered by this non-legal term, which describes commonalities among the aforementioned legal concepts.<sup>5</sup>

Today’s anti-modern slavery efforts are based on the *Slavery Convention* of 1926, the *Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices Similar to Slavery* (1956), ILO conventions on forced labour and protocols on human trafficking. *ILO Convention No. 29 concerning Forced or Compulsory Labour* (1930) is an ILO core convention, and has been ratified by 178 countries. The 2014 protocol to this convention renders it relevant to the current situation.<sup>6</sup>

Several international agreements on the combating of human trafficking have been signed. In 2000, the *UN Convention against Transnational Organized Crime* was supplemented by the *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children* (the Palermo Protocol),<sup>7</sup> which has proven important in the development of national legislation. The Palermo Protocol is based on international human rights principles, and has been ratified by more than 120 countries. *ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour* (2000)<sup>8</sup> is also a key instrument in the fight against modern slavery.

### **Scope and prevalence of modern slavery**

According to the 2017 report *Global Estimates of Modern Slavery*,<sup>9</sup> more than 40.3 million people are in a situation of modern slavery. More than 25 million of these individuals are in forced labour situations, while 15 million are in a forced marriage.<sup>10</sup> While the illicit and secret nature of slavery makes it difficult to quantify its actual prevalence and scope, it is known that forms of modern slavery are found in all countries of the world, in a wide range of industries and sectors, with some presenting a higher risk than others. These estimates are considered to be conservative.<sup>11</sup>

A quarter of slavery victims are children. Women and girls are disproportionately at risk, make up more than 70% of victims and are particularly vulnerable to forced labour in the commercial sex industry. Some 16 million people are victims of forced labour in private-sector supply chains, while four million persons are subject to state-organised forced labour.<sup>12</sup> Despite being illegal, hereditary slavery continues to exist in some countries, including Mauritania, Mali, Sudan and Niger.<sup>13</sup>

Modern slavery is one of the financially most profitable crimes, and according to ILO forced labour generates an estimated USD 150 billion in illicit profits annually. On the other hand, slavery is costly for countries because large numbers of people are not integrated into society and the national economy.

### **High-risk countries**

Modern slavery exists all over the world, and is often driven by poverty. Nevertheless, the poorest countries do not necessarily also have the highest prevalence and greatest scope of slavery. According to the *Global Slavery Index*,<sup>14</sup> Asia is the region in which modern slavery is most prevalent in absolute terms, while the African continent has the highest proportion of enslaved persons.<sup>15</sup>

A 2018 analysis by the *Global Slavery Index* of the 10 countries with the highest prevalence of modern slavery<sup>16</sup> indicates a link between modern slavery and two drivers: oppressive regimes and conflict. The data reported in the *Global Slavery Index* show that several of the countries with the highest prevalence of modern slavery also score more than 90% on vulnerability measures. This demonstrates a clear connection between modern slavery and other vulnerability and risk factors in a country.<sup>17</sup>