



CONSULTATION PAPER

INTERNATIONAL STRATEGY ON HUMAN TRAFFICKING AND MODERN SLAVERY

Overview

The Australian Government is developing a new *International Strategy on Human Trafficking and Modern Slavery*¹ (2020 Strategy) as part of its 2017 *Foreign Policy White Paper* commitment to keep Australians safe and secure, assist other countries to prosecute criminals and support victims, and ensure goods and services are not tainted by exploitation.

The 2020 Strategy will provide a comprehensive and coordinated framework to inform Australia's international efforts to help eradicate human trafficking and modern slavery, with a focus on the Indo-Pacific region. It will guide Australia's diplomacy, international development, multilateral engagement, trade and advocacy work – and leverage bilateral, regional and multi-stakeholder collaboration and partnerships.

The 2020 Strategy will build on the 2016 *International Strategy on Human Trafficking and Slavery* (2016 Strategy) and complement the proposed *National Action Plan to Combat Modern Slavery 2020-24*.² It will also complement other international strategies being developed by the Australian Government, such as the proposed new *International Development Policy* and *Ending Violence against Women and Girls Framework for Action (2020-2030)*.

This consultation paper provides an opportunity for survivors, civil society, academia and business to help shape Australia's international efforts to eliminate human trafficking and modern slavery. The closing date for written submissions is **1 May 2020**. Submissions should be emailed to HTMS@dfat.gov.au.

Proposed objectives and possible actions

The proposed objectives and possible actions of the 2020 Strategy reflect areas where the Government is already working as well as emerging priorities for Australia's international engagement over the next five years. These key objectives and possible actions will be refined and finalised through these consultations.

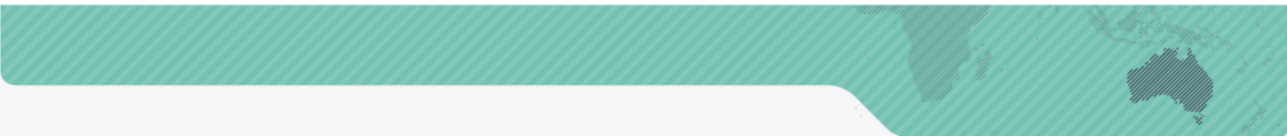
1. Addressing the drivers to human trafficking and modern slavery

- Factor in the drivers of human trafficking and modern slavery as part of Australia's broader efforts to support sustainable development, recognising that modern slavery, poverty, and gender inequalities are closely related
- Target specific drivers of human trafficking and modern slavery in the most vulnerable countries across the Indo-Pacific region
- Undertake and respond to a gender analysis on the responses to and drivers and experience of human trafficking and modern slavery

2. Securing justice by strengthening governance, legal systems and redress mechanisms

¹ Australia's Modern Slavery Act 2018 is the first piece of national legislation to define modern slavery. It defines modern slavery as including eight types of serious exploitation: trafficking in persons, slavery, servitude, forced marriage, forced labour, debt bondage, deceptive recruiting for labour and services, and the worst forms of child labour.

² Draft Goal 11 of the National Action Plan to Combat Modern Slavery 2020-24: Enhance our leadership and partnerships to promote regional and international cooperation on combating modern slavery and human trafficking.

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- Assist Indo-Pacific region countries to strengthen legislation and policy to address human trafficking and modern slavery, including survivor protection and redress in line with international standards
 - Support law and justice capacity development in the Indo-Pacific region, including to strengthen regional bodies, instruments and cooperation to eliminate human trafficking and modern slavery
 - Increase efforts to tackle corruption and illicit finances, which enable human trafficking and modern slavery

3. Promoting integration of human rights and labour standards in responses to human trafficking and modern slavery

- Promote understanding of, and capacity to implement, labour standards and human-rights based approaches to combating human trafficking and modern slavery
- Support countries to implement international and regional norms and standards
- Promote understanding and harmonisation of the definition of modern slavery

4. Strengthening government, business and civil society partnerships to address exploitation in supply chains and responsible recruitment practices

- Promote approaches that ensure workers have and understand their labour rights as well as the ability to organise and collectively raise issues related to pay and conditions
- Promote the value of increased corporate reporting and transparency of supply chains to strengthen business sustainability and positive social impacts
- Promote harmonised approaches to action on supply chain transparency and ethical recruitment

5. Mitigating modern slavery risks in Australia's international engagement

- Address modern slavery risks across the diplomatic network, including with Australian diplomats and contractors, and the diplomatic corps in Australia
- Mitigate modern slavery risks in Australia's development assistance, by improving safeguards practices
- Identify potential risk factors, including undertaking a risk-based approach to combat the risks in Australian government procurement processes and supply chains

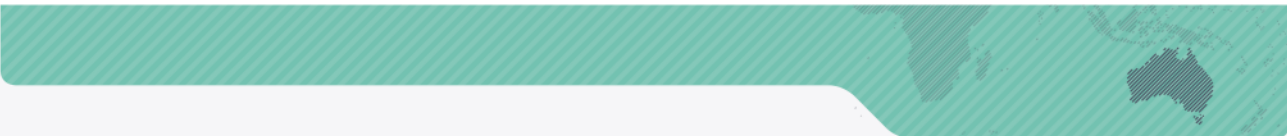
Consultation questions

The Australian Government welcomes input on any aspect raised in this consultation paper. In particular we are seeking feedback on the following consultation questions:

1. Do the proposed objectives of the 2020 Strategy capture the priorities for Australia's international engagement on human trafficking and modern slavery in the Indo-Pacific region?
2. Should there be additional objectives included in the scope of the 2020 Strategy? What are they?
3. Do the proposed objectives adequately support action on human trafficking and modern slavery prevention, enforcement/prosecution, victim support and partnerships?
4. How can the 2020 Strategy, including its design, implementation and monitoring, best be informed by the voices of survivors of human trafficking and modern slavery?
5. How can the 2020 Strategy support a stronger emphasis on evidence and research to tackle human trafficking and modern slavery in the Indo-Pacific region?

Background

There are an estimated 40.3 million victims of modern slavery globally, including 24.9 million people subjected to illegal forced labour and 15 million people in forced marriage. Women and girls are over-represented, comprising 71 per cent of victims. Nearly two-thirds of modern slavery victims are in the Indo-



Pacific region.³ Generating around USD150 billion in earnings annually, modern slavery is one of the three most lucrative forms of global organised crime, alongside drug trafficking and trade in counterfeit goods.⁴

While many countries have ratified the relevant international and regional treaties and adopted laws to combat human trafficking and other crimes related to modern slavery, some countries have not. Implementation and enforcement capabilities also differ from country to country. Criminal justice responses remain limited given the challenges of turning investigations into prosecutions and convictions, particularly given many slavery-related activities occur across multiple jurisdictions.

Criminal justice is critical in tackling human trafficking and modern slavery, but a holistic approach is needed to eradicate these often hidden crimes. Trafficking victims are often subject to sexual abuse, workplace violence, dangerous working conditions, and substantial psychological injury which increases vulnerability to re-victimisation. Victim protection and rehabilitation plays a key role in reducing cyclical exploitation.

Identifying effective ways to prevent exploitation, and reduce re-victimisation, is necessary to any comprehensive long-term strategy. With this in mind the 2020 Strategy will be informed by a combination of criminal justice, human rights, labour and development approaches. This will enable the Australian Government to address the underlying causes of vulnerability to human trafficking and modern slavery, and seek innovative ways to communicate to people in vulnerable situations.

Australia's international response to human trafficking and modern slavery

The Australian Government has increased its efforts to work with partners across the Indo-Pacific region to tackle human trafficking and other forms of modern slavery.

The Australian Government is at the forefront of efforts to combat modern slavery in global supply chains through its *Modern Slavery Act 2018* (MSA), which entered into force on 1 January 2019. The MSA establishes a practical, risk-based reporting framework to target modern slavery in global supply chains.

Australia's strong domestic efforts complement our active leadership in the region and globally, including:

- co-chairing the *Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime*;
- co-convening the *Financial Sector Commission on Modern Slavery and Human Trafficking* and supporting the follow-up *Finance Against Slavery and Trafficking* initiative;
- sustained support for *Alliance 8.7 to End Forced Labour, Modern Slavery, Human Trafficking and the Worst Forms of Child Labour*;
- promoting the *Principles to Guide Government Action to Combat Human Trafficking in Global Supply Chains* launched at the United Nations General Assembly in September 2018;
- supporting the *Global Compact Network Australia*; and
- supporting the *Global Reporting Initiative* to improve transparency in corporate reporting of labour in supply chains.

Australia's long-standing engagement with partners in the region to build strong law and policy frameworks to tackle modern slavery and support vulnerable workers includes:

- commitment to the *ASEAN-Australia Counter-Trafficking* program launched in 2019, which builds on 15 years of Australian partnership with ASEAN countries in this area;
- peer-to-peer assistance to partner countries under the *Indo-Pacific Justice and Security Program*; and
- the *TRIANGLE in ASEAN* program to promote labour migration policy and legislative reform.

³ 2017 Global Estimates of Modern Slavery (ILO and Walk Free, 2017). Available from:

https://www.ilo.org/global/publications/books/WCMS_575479/lang--en/index.htm

⁴ ILO, *Profits and Poverty: The Economics of Forced Labour* (Geneva, International Labour Office, 2014), p. 13. Available from: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_243391.pdf