

Programme document for the Norwegian Government's development cooperation programme to combat modern slavery

- The programme's main goal is to decrease the scale and prevalence of modern slavery in selected partner countries and sectors.
- The programme will cooperate with UN organisations, research institutions and international and Norwegian civil society organisations, and will include a civil society funding announcement.
- 'Modern slavery' is an umbrella term for a variety of situations in which people are victims of gross exploitation and coercion, such as forced labour, human trafficking, the worst forms of child labour, and forced marriage.
- More than 40 million people are subjected to various forms of modern slavery, and the risk of ending up in modern slavery is expected to increase due to various COVID-19 control measures.
- Modern slavery is a complex, transnational problem. Poverty, marginalisation and migration are crucial drivers of modern slavery, and vulnerable groups such as women/girls, children and migrants are particularly at risk of ending up in coercive situations.
- The programme will work to bring about necessary changes in government and business so that the selected partner countries can put an end to modern slavery.
- Governments must implement measures to prevent, identify and address modern slavery and to protect vulnerable groups and survivors of slavery.
- Businesses must implement measures to prevent, identify and tackle modern slavery, both in their own activities and in their supply chains.
- The programme will also assist vulnerable individuals and groups in more effectively resisting recruitment to modern slavery.

Table of contents

1. Introduction
2. Background
3. Why have a Norwegian programme in this area?
4. The programme's approach
 - Programme goals
 - Theory of change
 - Results management
5. Related efforts in development cooperation
6. Risk management, including cross-cutting considerations

1. Introduction

Modern slavery is a growing human rights challenge. Slavery was abolished 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 shall be prohibited in all their forms’. Nonetheless, in 2017 more than 40 million people were presumed to be subjected to various forms of modern slavery.¹ There is much evidence to suggest that the scale and prevalence of modern slavery will increase due to the spread of COVID-19 and the various virus control measures. The situation will worsen for those already subjected to exploitation at work, and the risk of more vulnerable individuals/groups ending up in various forms of modern slavery will increase.²

Modern slavery must be eradicated if the world is to achieve the UN Sustainable Development Goals (SDGs). SDG 8.7 states that we must ‘take 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’. Combating modern slavery will support the human rights dimension of the SDGs by ensuring that the world’s most vulnerable people are not be excluded from progress made towards meeting the SDGs.

The fight to end modern slavery is a priority for Norwegian development cooperation. In its political platform of 17 January 2019 (the Granavolden platform), the Norwegian Government states that it will step up anti-slavery efforts and combine them under a separate development cooperation programme.³

At the request of the Ministry of Foreign Affairs, Norad published a report in 2019 that addresses the issue of modern slavery and provides an overview of the current international anti-slavery efforts and the most important actors in the field.⁴ Based on a survey carried out for this report, Norad identified several gaps in the current efforts, as well as potential opportunities for Norway to make a positive impact and add value to stronger Norwegian development efforts. These findings formed the basis of Norad’s recommendations on ways to strengthen Norway’s efforts to achieve SDG 8.7.⁵

A separate strategy on anti-slavery efforts is under development, but that strategy had not been completed at the time this programme document was prepared. The programme must also be viewed in the context of existing anti-slavery efforts in development cooperation.

This is a development cooperation programme for international efforts and initiatives in ODA-approved countries, and as such it does not include anti-slavery efforts in Norway. Development assistance alone cannot solve the problem of modern slavery, which is complex and involves various thematic areas and sectors. Given the programme’s limited funding, it will be even more crucial to focus on ensuring that the efforts are cohesive so that results are achieved and fragmentation is avoided. Anti-slavery efforts in development

cooperation will depend on progress made in multiple areas outside of the development cooperation field, e.g. in the formulation of new laws and regulations.⁶

Efforts to combat modern slavery may be risky since they concern unethical and illegal activities. Modern slavery is often intertwined with the global economy and organised crime. Anti-slavery efforts may also increase the danger for those subjected to various forms of modern slavery. Therefore, the programme will prioritise cooperation with well-established actors that have substantial experience in the field. Fighting organised crime and human trafficking for the commercial sex industry, however, often requires a different type of effort, such as international police cooperation. The programme will not support targeted efforts in this area.

2. Background

While a common, global definition of modern slavery does not exist, there is now a general international understanding that ‘modern slavery’ is an umbrella term for a variety of situations in which people are subjected to gross exploitation and coercion and/or they are controlled through abuse of power, manipulation, threats and violence and are not free to leave the situation.⁷ Legal terms from ILO conventions such as forced labour, human trafficking, the worst forms of child labour, and forced marriage are various forms of exploitation that are encompassed by the non-legal term ‘modern slavery’.

International framework

Modern anti-slavery efforts are based on the ILO conventions on forced labour and human rights protocols. The *ILO Forced Labour Convention, 1930 (No. 29)* is one of the ILO’s core conventions, and has been ratified by 178 countries. The 2014 protocol of this convention renders it relevant for the current situation.⁸ Other international agreements on the fight to end human trafficking have been signed as well. The *UN Convention against Transnational Organised Crime* was supplemented in 2000 with the *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (the Palermo Protocol). Ratified by more than 120 countries, this protocol has been important for the development of national legislation.⁹ The *ILO Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, 1999 (No. 182)* is also a key instrument in the anti-modern slavery efforts.

Moreover, internationally recognised standards for a responsible business sector will be relevant. The *UN Guiding Principles on Business and Human Rights* (UNGPs) and the *OECD Guidelines for Multinational Enterprises* address the responsibility of governments and businesses to protect and respect human rights in their operations and their supply chains.

Overview

Modern slavery occurs throughout the world. According to the *Global Estimates of Modern Slavery* from 2017, 40.3 million people are victims of various forms of modern slavery,¹⁰ and roughly 25 million of these are subjected to forced labour.¹¹ While the illicit and secretive 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 and in a wide range of industries and sectors. One in four victims of slavery are children. Women and girls are

disproportionately affected and comprise over 70 per cent of the victims. Figures from 2017 show that 16 million people were victims of forced labour in private sector supply chains, while 4 million people were subjected to state-imposed forced labour.¹² These figures are considered to be conservative, and they will likely increase due to the various COVID-19 control measures.¹³

Vulnerable people

The common denominator for all forms of modern slavery is vulnerability. Modern slavery is about power relations and individuals/groups that do not have power because, for example, they are migrant workers, refugees, members of lower castes and young women/girls in male-dominated societies. Women and girls are primarily at risk of various forms of slavery due to deeply ingrained social norms, discriminatory gender role patterns, and a lack of opportunities. Low status is part and parcel of the social norms that legitimise exploitation. Studies show a clear connection between marginalisation and the risk of modern slavery.¹⁴ Worsening socioeconomic conditions and rising unemployment, which are now being seen as a result of COVID-19 control measures, may further increase the risk of vulnerable individuals and groups ending up in coercive situations.

Data from 2017 showed that children comprised about 25 per cent of all victims of modern slavery.¹⁵ This includes children who were sexually exploited, children forced to engage in begging and criminal activity, children in forced labour, such as in agriculture, factories, mines, the tourist industry and private homes, children forced to take part in armed conflict, and children in forced marriages. Births have not been registered for a large share of children in danger of ending up in modern slavery.¹⁶ Recent studies show that children in families where the parents have lost their jobs and income and where schools are closed are now at greater risk of ending up in various forms of child labour and, in the worst case, in modern slavery. According to UNICEF, as many as 1.2 billion children do not have access to schooling due to COVID-19 control measures.¹⁷

Women/girls comprise over 70 per cent of those in modern slavery. Due to COVID-19 control measures, the situation has also worsened for many poor women/girls who may be pressured into human trafficking, various forms of forced labour and child marriage. The UNFPA estimates that 13 million girls who normally would have avoided child marriage will be forced into marriage as a consequence of COVID-19 in the next ten-year period.¹⁸

Drivers

Modern slavery is a business model in which vulnerable people are grossly exploited. According to ILO, this exploitation globally generates annual profits of more than USD 150 billion for the private economy.¹⁹ Some of the underlying causes of modern slavery are found in the global economy, where the demand for inexpensive goods and services drives prices down. This, together with poverty and vulnerability among groups and individuals, creates a recruitment pool in a world where the framework conditions do not prevent modern slavery.

A lack of jobs at home and demand for labour in other locations compel people to seek out work across national borders. When migration is irregular, this can be dangerous for the migrants and a source of risk of enslavement, both during travel and in the destination country. Temporary labour migration is currently increasing. Migrants may be subjected to

exploitation and pressured to pay for getting a job, putting them in debt to recruitment firms and employers even before they have begun work, and they must often work without pay in order to repay the debt. They are tricked into exploitative situations, subjected to violence and threats, forced to work under extreme pressure, and trapped in inhumane conditions from which it may be nearly impossible to escape. This type of labour migration is also driven by ongoing climate change and conflicts. There is a risk that some COVID-19 control measures are drivers of modern slavery. Many businesses have had to close due to lower demand, leaving many workers unemployed and their families without an income. With no safety net, many of these workers are at risk of being subjected to human trafficking and forced labour. In parallel with this, other industries are experiencing higher demand related to virus control measures, and some of these have now been infiltrated by unscrupulous and criminal actors that use unethical measures to recruit both adults and children into forced labour in order to deliver increased orders of goods.

High-risk countries

Poverty is a driver of modern slavery, but the poorest countries do not necessarily have the highest incidence of slavery, either in absolute terms or as a percentage of the population. Asia is the region in which modern slavery is most prevalent in absolute terms, while some countries in Africa have the highest proportion of enslaved people in relation to the population.²⁰

An analysis conducted in 2018 by the *Global Slavery Index* of the ten countries with the greatest prevalence of modern slavery in relation to the population shows a connection between modern slavery and two drivers: oppressive regimes and conflict.²¹ The data show that many of the countries with the highest incidence of modern slavery are the same ones that score more than 90 per cent on vulnerability measurements. This demonstrates a clear connection between modern slavery and other vulnerability and risk factors.²²

High-risk sectors

Modern slavery occurs in many different sectors. The sectors with the highest risk of slavery are the construction industry, the extraction and mining industry, the textile industry, the agricultural sector, the fisheries sector and the electronics industry. In addition, forced labour occurs frequently in service industries, and domestic workers live under forced labour conditions in many countries.²³ Forced labour is found in the production of raw materials, in the processing of product parts and in the manufacturing of products. Many victims of forced labour are employed indirectly in supply chains and in operations related to both national and multinational companies. Several hundred million workers in various companies are currently unregistered and work without contracts. In these undocumented jobs, the potential for forced labour is especially great.

According to ILO, the fisheries sector is a minor player with regard to the number of people subjected to modern slavery, but due to conditions in this sector, the consequences for victims are extremely serious.²⁴ In Asian countries, migrant workers in particular have been subjected to unethical recruitment to jobs on board fishing vessels, which often operate far out at sea. Modern slavery in the fisheries sector is often linked to other forms of criminal conduct, such as illegal fishing and environmental crimes. Combatting modern slavery in this industry is particularly difficult because many operations are global and transnational in

nature. Globalisation has resulted in increasing numbers of operators registering fishing vessels in open international registers or so-called 'flag of convenience' states to avoid criminal liability. Where transnational operators are involved, it is not unusual for a vessel to sail under one country's flag and have owners from a second country and a crew from a third and a fourth country, while the vessel suspected of engaging in slavery is located in a fifth country.

Agriculture is a high-risk sector for forced labour and child labour. At present, 70 per cent of all child labour is performed in this sector, and it is most prevalent in Africa²⁵ where some of this work is also forced labour. Furthermore, some African countries have state-imposed forced labour in certain areas and within specific industries. In parallel with this, a number of African countries are seeing an increase in the industrialisation of agriculture. Forced labour is a widespread problem, due in large part to poverty in agricultural areas, the prevalence of irresponsible businesses and migration. Climate change and conflict in many African countries also affect working conditions in this sector.²⁶

The mining sector is especially subject to exploitation. Mining operations are conducted in many countries experiencing conflict, and those who work in the mines may be internally displaced from other areas. Some mining companies are linked to irresponsible as well as to illegal activity, including the worst forms of child labour. In recent years, more attention has been paid to how mining companies monitor their supply chains with regard to human rights, including conducting due diligence assessments.

3. Why have a Norwegian programme in this area?

The gaps

The international efforts to end modern slavery are clearly underfunded and do not match the scale or complexity of the problem.²⁷ As a result of COVID-19, there is a risk that donor contributions will decrease and become fragmented. It is therefore crucial to establish this development cooperation programme now, as the situation of the most vulnerable groups has further deteriorated due to the coronavirus crisis. The programme can play a role in making a positive impact in this area.

The survey carried out by Norad in 2019 shows that in addition to financial resources, better cooperation and coordination of international efforts are needed. Moreover, there is a need for more research that can provide data to support anti-slavery efforts at country level. Both national governments and businesses must become more accountable and more responsive. Few efforts are directed at vulnerable groups, which are at risk of being subjected to unethical recruitment and human trafficking, and follow-up of slavery survivors is inadequate.

Norad's survey revealed that inadequate response and lack of accountability on the part of governments represents a major gap in the anti-slavery efforts. Governments in very few countries require businesses to conduct their activities responsibly and to ensure that their supply chains do not enslave their workers. A recent comprehensive study of government efforts in 183 countries shows that national governments lag far behind in their obligation

to achieve SDG 8.7 by 2030. Response is lacking in several areas: absence of national coordination, failure to address underlying risk factors, inadequate follow-up of supply chains, few criminal prosecutions, and insufficient identification and follow-up of slavery survivors. The survey also shows non-compliance with international standards. A total of 47 countries have not criminalised human trafficking in keeping with international standards, while almost 100 countries have not criminalised forced labour. Less than one-third of the countries protect women and girls from forced marriage.²⁸

Response

This programme to combat modern slavery will help to fill in several of the gaps mentioned above. The programme will support efforts that seek to bring about necessary changes among national governments as well as businesses. Both promotion of international cooperation and funding for research will be important in enabling interventions under the programme to better equip government and business to fight modern slavery.

Allocations to the programme in 2020 include a funding announcement for civil society organisations (NOK 40 million) and support for the *Global Fund to End Modern Slavery* (GFEMS) (NOK 50 million). Future funding for the programme will likely be allocated within these frameworks, although there may be some changes regarding choice of channels, sectors and countries, as well as the level of annual allocations. However, the main goals of the programme will remain the same, and all funding allocations must contribute to one or more of the programme's outcome levels (see Chapter 4).

Anti-slavery efforts are challenging, as modern slavery is a complex phenomenon with numerous, complex causes and diverse consequences. Given the transnational nature of slavery, both global and national efforts are needed vis-à-vis governments, businesses and vulnerable individuals/groups.

Coordination of such international cooperation to fight modern slavery had been lacking until the establishment of *Alliance 8.7*²⁹ in 2016 created an international platform and an inclusive global partnership that seeks to enhance anti-slavery efforts, increase research, knowledge sharing and innovation, and expand resources for achieving SDG 8.7. *Alliance 8.7* is a *multi-stakeholder* initiative comprising more than 200 partner organisations, 21 *pathfinder countries*, and eight so-called *supporting countries*, including Norway. This is a promising international collaboration that can promote more strategic planning and coordinated cooperation and help establish crucial links between global and national levels.

Norad's survey also showed that although great efforts have been made in recent years to strengthen data collection and data sharing, there will be a need going forward to fund more research that will expand the evidence base so that both donors and government authorities can make sound decisions and develop interventions that match as far as possible the actual situation on the ground. The programme will promote more research, both in thematic and sectorial areas and in specific countries related to other national efforts.

The efforts must take an integrated approach at country level as well. Ending modern slavery will require national governments and businesses to make changes. Several studies reveal a lack of response from national governments in most areas. Studies also show that

only a small proportion of businesses conduct due diligence assessments that address the risk of human rights violations in their operations and supply chains³⁰, and that many businesses and companies do not know whether modern slavery is occurring in their operations and supply chains because they have no systems to expose it. Interventions supported under this programme will address several of these gaps.

Various types of cooperation are needed between a variety of actors at country level (national and local authorities, businesses, labour unions, civil society agencies, UN organisations). These actors can complement each other due to their different mandates, roles and types of expertise, and they will take different approaches to their work, whether this is geographic, sectorial or thematic.

Different interventions under the programme will be implemented in different countries. The choice of countries is related to a variety of factors. This choice must be in agreement with Norwegian partner countries,³¹ and will also be based on the political willingness of national governments. Pathfinder countries in *Alliance 8.7* are those that wish to be pilot countries for a strong national effort to combat modern slavery. In several of these countries, cooperation has already been established between the authorities and relevant UN organisations, including ILO, which has years of experience with anti-slavery efforts.

The programme will prioritise Norwegian partner countries that are, or have applied to become, pathfinder countries under *Alliance 8.7* (Ethiopia, Ghana, Malawi, Nepal and Uganda).³² When possible, the programme will also prioritise efforts in countries in Sub-Saharan Africa, such as DR Congo. Focusing on pathfinder countries may also open up opportunities to develop a joint strategy and cooperation with other key donors in these countries and with international organisations that have specific expertise from anti-slavery efforts in these countries. Regarding efforts through UN organisations, consideration will be given to whether it will serve the programme's purpose to earmark funding for selected countries. Actors that may be important programme partners, given their experience and expertise, will not be excluded from the programme because they have activities in countries other than the pathfinder countries. One example of this is Norway's support for efforts in GFEMS, which has projects in Indian and Bangladesh.

Sectors with a high risk of modern slavery are the construction industry, the extraction/mining industry, the textile industry, the agricultural sector, the fisheries sector, the cleaning industry, the hotel and restaurant industry and domestic workers. Based on a survey of sectors in geographic areas where modern slavery is documented as being widespread, as well as on evidence-based information about existing needs in these areas, this programme will focus on combatting modern slavery in the fisheries sector and the agricultural sector. Studies show that human trafficking and forced labour are a serious problem in these sectors in many countries. These are also sectors in which Norwegian development cooperation already has significant activities and expertise (e.g. the Fish for Development programme, the Oceans for Development programme, and the efforts related to sustainable food systems³³).

The mining industry may also be a relevant sector for the programme, but this sector has special challenges that must be taken into account. Security-related risk is high. Experience also shows that much of the current work to end forced labour in this sector is fragmented

and that it is difficult to achieve an integrated approach. Efforts in this sector require sound risk assessments and substantial experience among partners and their networks.

The programme will also help to achieve results in anti-slavery efforts in the construction industry in India, and in the longer term possibly in the textile industry in Ethiopia as well, through Norway's support to GFEMS.

Country-level efforts should involve the survivors of slavery. Norad's survey shows that anti-slavery efforts have failed to sufficiently involve survivors. While there now appears to be an increasing tendency to involve survivors, it is also crucial to include survivors in project design and implementation. Survivors have experience and knowledge about what is needed to follow up victims and what should be done to prevent others from ending up in slavery.³⁴

Women/girls comprise over 70 per cent of enslaved workers. The gender dimension must be addressed in all activities under the programme.

Children comprise about 25 per cent of all victims of slavery. The UN General Assembly has declared 2021 as the *International Year for the Elimination of Child Labour*³⁵, and many UN organisations will intensify their work in this area going forward. The particularly vulnerable situation of children will be explicitly addressed in the programme's various interventions.

From a thematic perspective, there are several areas in which Norway already has activities and partners with whom it works well (see Chapter 5). The programme must be viewed in relation to other development efforts in this area.

4. The programme's approach

By establishing a separate development cooperation programme, Norway is choosing to take an ambitious approach to bolstering its efforts to combat modern slavery. The programme's approach and focus encompass agreements that address various thematic, sectorial and geographic issues. These agreements include cooperation with multilateral organisations, research institutions, and international and Norwegian civil society organisations. The programme's main focus is on delivering results at country level and in selected sectors.

Programme goals

The overarching goal or vision for the programme is to end all forms of modern slavery.³⁶ This vision corresponds to SDG 8.7.

The programme's main goal is to decrease the scale and prevalence of modern slavery in selected partner countries and sectors.

To achieve the programme's main goal, the following **three outcome levels** have been developed for the programme:

1. Governments have implemented measures to prevent, identify and address modern slavery and to protect vulnerable groups and survivors of slavery.

2. Businesses have implemented measures to prevent, identify and tackle the use of human trafficking and forced labour, including the worst forms of child labour, in their own operations and within supply chains.
3. Vulnerable individuals and groups are capable of resisting recruitment to modern slavery.

Overarching goal: End all forms of modern slavery		
Programme's main goal: Decrease the scale and prevalence of modern slavery in specific partner countries and sectors		
Outcome level 1: Governments have implemented measures to prevent, identify and address modern slavery, and to protect and monitor vulnerable groups and victims of modern slavery.	Outcome level 2: Businesses have implemented measures to prevent, identify and tackle the use of human trafficking and forced labour, including the worst forms of child labour, in their own operations and supply chains.	Outcome level 3: Vulnerable individuals and groups are capable of resisting recruitment to modern slavery.

Several **targets** will be crucial for ensuring that the programme achieves the planned outcome levels. Some of the most important programme targets are:

- The international framework (standards, principles) and guidelines on preventing and tackling modern slavery are expanded and strengthened.
- A national framework (laws, regulations, policies) on preventing and tackling modern slavery (in keeping with ILO conventions) is introduced, and action plans for implementation are drawn up.
- Decision-makers and business actors are more knowledgeable about the prevalence, causes and consequences of modern slavery.
- Evidence-based programmes and services for the prevention of recruitment and to protect and follow-up vulnerable individuals, groups and survivors of slavery are established.
- Vulnerable individuals and groups are aware of the risks of recruitment to various forms of modern slavery.
- Businesses conduct due diligence assessments and monitor their operations and supply chains to uncover human trafficking and forced labour, and have mechanisms for paying reparations to victims.

The programme's theory of change

A theory of change explains the underlying logic of how the measures in the programme are intended to achieve the overarching goal, based on research and on various premises. Given the complex nature of modern slavery, it is important to be systematic in considering how the programme can promote change.

Experience indicates that multiple factors influence the possibilities of the measures in this programme contributing to the achievement of the goals of the programme. Given the complex, global and multidimensional aspects of modern slavery, an integrated approach at country level is necessary if efforts under the programme are to be successful. An integrated

approach of this kind entails cooperation that includes local authorities, the business sector, industry and interest organisations, trade unions, local communities, civil society organisations, grass-root organisations and survivors' organisations.

Multiple factors are involved in this integrated approach; the most important for this programme are:

- Global-national axis

Because of the complex and transnational nature of modern slavery, in many cases the problem cannot be resolved by national actors alone. For this reason, an international framework, coupled with regional and international cooperation, is crucial for promoting a responsible business sector and combating forced labour, human trafficking and the worst forms of child labour. National authorities and businesses will need input from international processes and actors. Bilateral, regional and international cooperation is necessary for an integrated and coordinated effort to address causes, consequences and impact, both globally and nationally, if modern slavery is to be combated.

An international regulatory framework and standards are in place, but there is a failure at country level to honour commitments. In addition to central ILO conventions, there are internationally recognised UN and OECD standards for responsible business conduct that are applicable to this area.³⁷ A substantial amount of international cooperation is in progress to promote the implementation of standards for combating modern slavery in business, such as a special Supply Chain Action Group in *Alliance 8.7*. There are also other global and multilateral initiatives, such as cooperation against unethical recruitment and modern slavery in public procurement. Both the UN and the OECD have drawn up sector-specific guidelines for following up an international regulatory framework.³⁸ But there is a large national implementation gap. Voluntary efforts have proved inadequate in business, and up to the present few governments have made clear requirements of businesses with regard to respect for human rights. Now, however, we see a growing trend to drafting of national legislation on due diligence assessments and specific legislation against modern slavery.³⁹ We also see increased expectations on the part of the financial sector⁴⁰ and consumers for slavery-free business and supply chains.

- International cooperation and coordination

A fundamental premise for success in abolishing modern slavery in all its forms is an integrated and strategic approach and coordinated development cooperation at country level. Donors and other actors must intensify their collaboration in order to achieve the synergies that will be necessary for achieving results at national level. Different types of actors will have different mandates and parts to play in this cooperation.

Alliance 8.7 is the first international initiative aimed at coordinating efforts to combat modern slavery and attain SDG 8.7. Norway will actively support the work of the Alliance going forward.

- Knowledge-based efforts

Knowledge based on research and experience is a vital key to understanding the scale, causes and consequences of modern slavery and to developing a knowledge base about the different drivers at individual level, in local communities and on the national and global level. Research and expertise are needed to facilitate development of a response that is as effective as possible and adapted to the various places all over the world where modern slavery occurs. First it is necessary to know the scale of the problem and how it manifests itself in order to be able to develop appropriate measures at country level. In this programme, research- and experience-based knowledge will be important for efforts in all three target areas.

- The time perspective

Changes in this respect require systemic changes, which take a long time. The time aspect for efforts is crucial for attaining the goals of the programme. Long-term, coordinated efforts at all levels and by the various actors are necessary. But although systemic change takes time, important milestones can also be achieved in a shorter time perspective in defined sectors and geographical areas. The programme will enter into multiple-year agreements with its partners.

Based on the key premises for change described above, a more detailed explanation of the programme's theory of change follows below. All measures in the programme could contribute to one or more of these outcome levels.

Outcome level 1: Governments have implemented measures to prevent, identify and address modern slavery, and to protect and monitor vulnerable groups and victims of modern slavery.

The focus of this outcome level is on strengthening the efforts of national authorities who can contribute in some way to preventing recruitment to modern slavery, and to identify, liberate and follow up victims of modern slavery.

Outcome level area 1 covers various technical and policy areas in government such as the justice sector, social and socioeconomic policy, inclusion and equal opportunities policy, and business-related policy generally and for sectors such as fisheries, agriculture, mining etc. specifically).

Results can be achieved by amending legislation and regulations, drawing up action plans, establishing socioeconomic programmes and protective measures for victims, including improved access to the legal system and compensation, and by enforcing prosecution of criminals in this area.

More specifically, the programme will contribute technical assistance and expertise and capacity development with the aim that countries should ratify ILO conventions, build knowledge and develop necessary political and legal frameworks, systems and action plans in line with international standards, and boost the implementation capacity of relevant government authorities. Deliverables include legal, administrative and socioeconomic programmes to protect and monitor vulnerable individuals and groups, such as birth

registration systems to prevent children from being recruited into forced labour, measures to protect and re-integrate vulnerable individuals and groups, and access to the legal system for survivors. Deliverables at this outcome level will also include political advocacy from civil society organisations to increase the knowledge of the authorities and their response.

To achieve this outcome level, the programme will have multilateral partners, including ILO and other UN organisations, research institutions and civil society organisations. These consist of both partners who can work directly with the authorities and partners who can promote change through political advocacy.

Possible measures under outcome level 1:

- *Alliance 8.7* and its collaboration with pathfinder countries will be one of the most important initiatives at outcome level 1. ILO is the secretariat for *Alliance 8.7*, and well placed to cooperate with national authorities in a variety of thematic areas, in multiple sectors and with various target/vulnerable groups. ILO has extensive experience and sectoral expertise in human trafficking and forced labour in various sectors, such as fisheries and agriculture. ILO also has long experience of working to combat state-imposed forms of modern slavery, which also occur in some pathfinder countries.
- UNICEF's birth registration work in selected countries. UNICEF is leading the international work to attain the sustainable development goal of universal birth registration by 2030. Important results so far include a shared definition of birth registration for UN organisations and the World Bank, a birth registration strategy for the UN and guidelines for implementation at country level. The results will be important for preventing the recruitment of children to modern slavery. Consideration will also be given to supporting other UNICEF programmes for tackling the worst forms of child labour, possibly in collaboration with other relevant UN organisations. UNICEF's work can also contribute results to outcome level 3.
- By way of a civil society funding announcement, the programme will support projects for civil society organisations that can provide evidence of collaboration with other relevant actors at country level. The value added by civil society organisations in this target area will be political advocacy targeting both national and local authorities. Some international civil society organisations have extensive experience of collaborating with both local and national authorities. In some countries, however, providing support through civil society organisations may be challenging because of limited scope of manoeuvre for civil society and also increased risk for civil society organisations when they focus attention on illegal and unethical practices. It does not necessarily mean that they cannot work in these countries, but rather that a different approach must be adopted.
- The programme will enter into collaborative agreements with research institutions that add to knowledge of modern slavery and the types of efforts that function in different contexts. Research topics will depend on identified needs, both internationally and in individual countries, and will be related to specific vulnerable sectors and at-risk groups. Formative dialogue research may also be relevant.

The theory of change is based on a number of premises that must be in place if outcome levels are to be achieved. The most important premises for outcome level 1 are:

- The programme partners must have the necessary experience, expertise and capabilities to be able to deliver on capacity-building in a developmental context; the collaboration they develop must be based on trust and transparency, and the counselling and technical aid must be of a high quality.
- The authorities' implementation of policy and action plans is contingent on the necessary political willingness and ownership, and on available resources.
- Research at global level is of a high quality, in compliance with international standards, and of relevance to the authorities' design of interventions.
- Authorities are receptive to the involvement of civil society organisations in this area, and the risk civil society organisations experience when they focus attention on illegal and unethical practices is acceptable.
- The authorities are open to cooperation with the business sector to promote slavery-free supply chains.
- Authorities and programme partners include survivors in the planning and design of efforts to tackle modern slavery.

Outcome level 2: Businesses have implemented measures to prevent, identify and tackle the use of human trafficking and forced labour, including the worst forms of child labour, in their own operations and supply chains.

At least 25 million persons are currently subjected to forced labour, and approximately 70 per cent of these individuals are working in the private sector. Business sector efforts are therefore crucial for driving change in order to attain UN sustainable development goal 8.7. The focus at this outcome level is on achieving changes in business operations and supply chains in order to reduce the risk of recruitment to modern slavery and to enable modern slavery to be identified and tackled.

Outcome level 2 lies between global and national efforts. It includes international frameworks related to modern slavery in particular and responsible business in general. It also encompasses government business policy, legislation and regulations prohibiting modern slavery in public procurement, state-owned companies, the private sector in general and the fisheries and agricultural sector in particular. In some countries there are state-imposed slavery systems in some areas of agriculture.

Results can be achieved through the authorities drafting new legislation and action plans and through both private and public sector business actors having good due diligence assessments systems, monitoring and inspections in different industries and supply chains and compensation for victims of modern slavery. Specific results related to promoting more ethical recruitment generally and to combating forced labour and the worst forms of child labour in the selected sectors will also contribute to the achievement of goals.

For results to be achieved, expert technical and legal assistance, guidelines and tools in line with international standards will be needed to increase the capacity, knowledge and ability to follow through of enterprises and manufacturers and of government authorities that

have different roles in their working relationship with the private sector. This capacity and expertise will be used to conduct due diligence assessments, to design strategies and systems for monitoring enterprises and supply chains so that they can identify and address modern slavery and to design compensation schemes for victims. Deliverables will also be interventions within the selected sectors, including measures to close the gaps between legislation and enforcement in the fisheries sector and to bring an end to state-imposed forms of forced labour in the agriculture sector of some African countries.

These deliverables will be supplied by the programme's partners, which in this area will be multilateral partners, including relevant UN organisations and research institutions, and some civil society organisations. A number of these partners will have experience of direct collaboration with private sector actors.

Other things Norway does to support the business sector: Norway's international efforts to promote responsible business conduct/human rights and business and Norwegian-funded development efforts in sectors such as fisheries (Fish for Development) and agriculture.

Possible interventions under outcome level 2:

- Coordinating platforms and initiatives: The programme will support global efforts through *Alliance 8.7* and consider support for other relevant multinational government initiatives and international networks.
- Guidelines and training: The programme will support work to develop guidelines for businesses' due diligence assessments that address the risk of modern slavery. Due diligence assessments will be even more important in times of crisis, such as now with COVID-19, as the risk of unethical and illegal activities, including modern slavery, is growing.
- Sector-specific measures: The programme will support interventions through actors such as UN organisations, which have long experience in the selected sectors of the programme.
 - ILO is one of the partners with most experience in tackling modern slavery in the fisheries sector, and the programme will consider possible support to ILO programmes in Asian countries.
 - Both ILO and FAO have experience of efforts against modern slavery, including the worst forms of child labour, in the agriculture sector. Efforts in this sector should include direct cooperation with national authorities, with civil society organisations that have solid expertise in the area, and with business in the sector. The programme will focus on some selected countries and some selected branches of agriculture.
- Several UN organisations have extensive experience of combating the worst forms of child labour, and these efforts are being intensified now in the run-up to 2021, which is *The International Year for the Elimination of Child Labour*. Initiatives addressing this problem will form part of the other efforts at this outcome level.
- There will be opportunities through civil society funding announcement for organisations that have experience of collaborating with business on slavery-free supply chains in different industries.

- Norwegian support for the *Global Fund to End Modern Slavery (GFEMS)* is channelled to work to secure slavery-free supply chains in selected industries and to prevent modern slavery associated with migration. The Norwegian-funded programme includes interventions in relation to migrant workers in the building and construction sector in India, and the recruitment of migrant workers in India and Bangladesh. In 2020, GFEMS will chart working conditions in the textile industry in Ethiopia, to form a foundation for possible future work in the country.
- The financial sector has the potential to exert great influence in work to eliminate modern slavery, as substantial economic activity and financial flows through the sector are linked to crime related to modern slavery. Supporting work in the financial sector will be of relevance to the programme's integrated approach.

The most important premises for the attainment of outcome level 2 are:

- The programme partners must have the necessary expertise and capabilities to be able to deliver on capacity-building in relation to the business sector; the collaboration they develop must be based on trust and transparency, and their counselling and technical development aid must be of a high quality.
- The risk in some sectors and settings may be high, and it will be absolutely necessary for partners to have solid experience of the area so that their risk management is satisfactory.
- There is necessary interest and commitment from relevant businesses to take action.
- The business sector is receptive to involvement by civil society organisations, and dialogue is possible.
- The business sector and authorities are in dialogue, and authorities have clear expectations of business.
- Research at global level is of high quality and in compliance with internationally accepted standards and can be adapted for use at country level and in specific sectors.

[Outcome level 3: Vulnerable individuals and groups are capable of resisting recruitment for modern slavery](#)

The focus of this outcome level is on cooperation to reduce the risk of vulnerable groups being recruited for modern slavery, and cooperation on following up and protecting survivors of modern slavery.

The outcome level encompasses work to prevent recruitment of vulnerable and susceptible individuals and groups, cooperation to expose modern slavery in different settings and industries, and cooperation to follow up and protect victims.

Results can be achieved by creating alternative jobs and developing socioeconomic interventions for individuals in at-risk groups, by building knowledge in susceptible local communities in order to avoid unethical recruitment and human trafficking, by identifying individuals in situations where they are susceptible to force, and by reintegrating and protecting victims.

Important deliverables at this outcome level are political advocacy urging authorities to boost their preventive and follow-up work against modern slavery and cooperation with grass-root organisations to build capacity locally and implement various interventions. This includes protective mechanisms in susceptible local communities with vulnerable individuals and groups, cooperation with different actors to rescue victims of modern slavery, rehabilitate them and reintegrate them into the community. Special efforts for vulnerable groups such as susceptible children and women, impoverished migrants and efforts to protect victims will receive priority. Attitude-building work in local communities will be an important intervention, as women and girls are subjected to various forms of modern slavery, mainly as a consequence of deep-rooted social norms and discriminatory gender role patterns.

Possible initiatives under outcome level 3:

- Support via ILO and *Alliance 8.7* will also include interventions to prevent unethical recruitment of vulnerable groups.
- A number of the interventions supported through UN organisations in this programme will also contain components that involve work in this target area.
- The Norwegian-funded GFEMS portfolio includes interventions for migrant workers in the construction sector in India and for migrant workers from India and Bangladesh who work in the Gulf states, and interventions for individuals in the commercial sex industry in India. The projects are implemented by local organisations in collaboration with GFEMS. The interventions in India and Bangladesh are based on charting of sectors in geographical areas where modern slavery has been documented as being rife, where the authorities fail to respond and where there is evidence-based information on the need for assistance.
- The civil society portfolio will be important for achieving results at this outcome level. The value added provided by civil society organisations consists of both their political advocacy in relation to government and business, but also their preventive work in relation to vulnerable individuals and groups. They can also help to expose modern slavery in various settings and work with survivors. In many countries, civil society organisations will be able to do work that other actors cannot. They will have local knowledge and have built up trust that enables them to work with marginalised and vulnerable groups. Cooperation with grass-root organisations and survivor organisations will be of great importance, as they possess first-hand knowledge of the causes and consequences of modern slavery and the needs of specific communities. Some international civil society organisations have developed sound methods for an integrated approach and cooperation with various relevant actors in local communities, which will be valuable in this work ⁴¹.

The most important premises for the attainment of outcome level 3 are:

- Programme partners must have the necessary expertise and abilities to be able to work with grass-root organisations, survivor organisations and local communities in order to reach vulnerable individuals/groups, and the cooperation they develop builds largely on trust, involvement and transparency.
- The programme partners have conducted risk assessments that they follow up.

- Authorities are receptive to the involvement of civil society organisations in this area.
- The business sector will cooperate with civil society organisations.

Results management

Norad will develop a scheme for measuring and managing the results of the programme.

5. Related efforts in development cooperation

Efforts against modern slavery in this programme must be viewed in conjunction with other existing efforts in Norwegian development cooperation and in Norwegian context.

Legal basis for Norwegian development efforts to combat modern slavery

Norway has ratified the Council of Europe Convention on Action against Trafficking in Human Beings, and has transposed ILO's 2014 Protocol to the Forced Labour Convention into Norwegian law. Norway has signed up to the international initiative *A Call to Action to End Forced Labour, Modern Slavery and Human Trafficking*. The planned measures include the development and accelerated implementation of national legislation and working with business to eradicate modern slavery in global supply chains and public procurement.⁴² Norway ratified Alliance 8.7 in 2019.

Norway is an active participant in international efforts to promote responsible business conduct, in both the UN and the OECD. The Norwegian Ministry of Foreign Affairs supports central organisations in this sphere that are also involved in the work against modern slavery.

The Norwegian Government's action plan against human trafficking (2016) contains measures designed to combat human trafficking and assist victims thereof. Norway is to be an advocate for strengthening, coordinating and implementing global and regional anti-trafficking rules and regulations and preventing human trafficking in relevant countries of origin.⁴³

Norway has signed up to the Global Compact for Safe, Orderly and Regular Migration (2018), the first global inter-governmental document to set out a joint approach covering all aspects of international migration. The Compact provides a framework for further development of the response to migration at all levels, and includes objectives relevant to work against modern slavery.⁴⁴

Measures related to modern slavery

In some cases, interventions in development cooperation and initiatives for achieving sustainable development goals may also have the effect of countering modern slavery, even if this is not one of the goals of the intervention. Norwegian support for work associated with responsible business, decent work, vocational training, vulnerable groups and safe

migration may be particularly relevant. Cooperation on education, health, gender equality and climate may also be relevant.

Support through UN organisations

A large proportion of Norwegian support for UN organisations is core support and not earmarked, and this makes it difficult to gain an overview of Norway's actual support for anti-slavery work. Some of the support Norway provides for development cooperation through UN agencies may also play a part in preventing slavery, but this is often not specified at project level or in organisations' reporting.

International Labour Organization (ILO): Norway supports ILO work through mandatory contributions, non-earmarked support for the implementation of ILO programmes and support for projects administered by Norwegian foreign service missions/Norad, including support for job creation and vocational training projects.

The possession of occupational skills reduces vulnerability to modern slavery. Norwegian support through ILO has boosted vocational training in several African countries. Through ILO's Skill-UP programme, Norway will also support vocational training for victims of modern slavery. It is difficult to establish how much of the support channelled through ILO can be reported as support for anti-slavery work.

UNICEF: Norway is one of the major donors to UNICEF. Some of this support is of relevance for work against modern slavery, including UNICEF's work against the worst forms of child labour and against child marriage. Norway will be contributing up to NOK 250 million to UN efforts against child marriage for the period 2020–2023, through UNICEF and UNFPA. This UN programme was launched in 2016 and is currently being implemented in 12 countries. It will form part of Norway's strategy for eradication of harmful practices, which was launched in 2019.

International Organization for Migration (IOM): Norway supports IOM work to coordinate the implementation of the measures set out in the UN Global Compact for Safe, Orderly and Regular Migration, particularly measures to reduce irregular migration, and supports anti-human trafficking initiatives through various channels. Norway contributes to the EU Emergency Trust Fund for Africa (EUTF), which is intended to promote stabilisation and addressing of the underlying reasons for irregular migration from African countries. One of the objectives of the IOM and EUTF is to reduce the risk of and combat human trafficking, forced labour and other exploitation of workers.

Support through Norad's Knowledge Bank

The *Fish for Development* programme in Norad's Knowledge Bank is boosting the work done by UNODC to combat illegal fishing and fisheries-related crime, including forced labour in the fisheries sector. UNODC assists recipient countries by providing information about crime related to the value chain of the fisheries industry. The support additionally paves the way for greater regional cooperation – a crucial factor in the battle against fisheries-related crime. The *Ocean for Development* programme is intended to assist the governments of partner countries in establishing integrated ocean management. The programme includes interventions to ensure decent working conditions. Work to establish a regulatory

framework to ensure that workers' rights are enforced in ocean-related industries is a move towards exposing and eradicating modern slavery.

Sector-related support

The *Blue Justice Initiative* (BJI) is designed to assist developing countries in work against transnational organised crime in the fisheries industry, and is conducted by the Ministry of Trade, Industry and Fisheries as the competent ministry. The Blue Justice Initiative responds to the need to cooperate and build capacity to address transnational organized crime in the global fishing industry. The goal of the BJI is to identify measures required to address transnational organized fisheries crime. The initiative is intended to place emphasis on strengthening analytical capacity and sharing of information within a statutory framework in developing countries. Awareness raising and boosting of competencies will be the key components of the initiative.

Norway supports work for a responsible business sector

Norway is an active participant in global efforts to promote responsible business conduct/human rights and business, in both the UN and the OECD. The Norwegian Ministry of Foreign Affairs supports influential international organisations in the area that are also engaged in combating modern slavery within the work for responsible business conduct.

Support through Norwegian organisations

Several Norwegian organisations have projects that can help to combat modern slavery. Most of these organisations receive support from Norad, while others have agreements with the Ministry.

6. Risk management, including cross-cutting considerations

Norad will follow up risk assessments and risk management in line with the Grant Management Assistant manual.

Notes

¹ *Global Estimates of Modern Slavery 2017* https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_575479.pdf

² Press release from a UN Special Rapporteur on anti-slavery efforts:

<https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=25863&LangID=E> and several recent reports including *Delta 8.7* <https://delta87.org/2020/03/impact-covid-19-modern-slavery/> *Hope for Justice*: <https://hopeforjustice.org/news/2020/04/hope-for-justice-launches-major-report-on-trafficking-impacts-of-covid-19/> and *Anti-Slavery International*: https://www.antislavery.org/wp-content/uploads/2020/04/ASI_Leaving-noone-behind-April-2020-1.pdf

³ <https://www.regjeringen.no/no/dokumenter/politisk-plattform/id2626036/#naering> In the Norwegian Foreign Ministry's allocation letter, no. 1 2020, NORAD is commissioned to establish and implement this development cooperation programme, and NOK 144.9 million is allocated for the programme, including NOK 50 million earmarked for the US organisation *Global Fund to End Modern Slavery* and NOK 40 million for a funding announcement for Norwegian and international civil society organisations.

⁴ https://www.regjeringen.no/no/dokumenter/moderne_slaveri/id2670039/

⁵ There have been several external inputs in this process. Amongst other things, an external resource group with participation from many Norwegian NGOs drafted a programme: *Anbefalinger for utforming av bistandsprogram mot moderne slaveri (ekstern ressursgruppe)* [Recommendations for design of an anti-slavery development cooperation programme (external resource group)]

https://www.regjeringen.no/no/dokumenter/bistand_slaveri/id2670097/

⁶ In recent years, a number of countries have developed national laws in this area, both legislation related to due diligence assessments and more specific anti-slavery legislation. There are currently two different legal initiatives in Norway: the Norwegian Ethics Information Committee's proposed act relating to business transparency and supply chains, disclosure requirement and due diligence assessments (2019).

<https://www.regjeringen.no/contentassets/6b4a42400f3341958e0b62d40f484371/195794-bfd-etikkrapport-web.pdf> and a member's bill for a law against modern slavery (2018) <https://www.stortinget.no/nn/Saker-og-publikasjoner/publikasjoner/Representantframlegg/2018-2019/dok8-201819-041s/?all=true>

⁷ According to Alliance 8.7 'Modern slavery is an umbrella term that covers forced labour, forced marriage and human trafficking' <https://www.alliance87.org> and a growing number of international actors are endorsing this interpretation. SDG 8.7 does not include forced marriage. *Global Estimate of Modern Slavery* divides modern slavery into forced work (including forced work in the private sector), government-imposed slavery and coerced sexual exploitation) and forced marriage (which includes child marriage). In the US, *Human Trafficking* is used as a collective term, and is often synonymous with modern slavery.

⁸ <https://lovdata.no/dokument/TRAKTAT/traktat/2014-06-11-26>

⁹ The UN definition of human trafficking according to the Palermo protocol is that 'a person by means of violence, threats, abuse of a vulnerable situation or other inappropriate conduct exploits someone for prostitution (or other sexual purposes), forced work, military service or removal of organs'.

¹⁰ *Global Estimates of Modern Slavery* https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_575479.pdf

¹¹ In 2013, the first estimate by *Global Slavery Index* (GSI) for the number of persons in forced labour was launched. Up until then, ILO and other central actors had operated with different estimates. The organisation *Walk Free* was behind GSI. As a contribution to the UN's 2030 Agenda, and in particular SDG 8.7, ILO, IOM and *Walk Free* 2017 joined forces in 2017 and published *Global Estimates of Modern Slavery*. They also received valuable contributions from several other UN organisations, particularly the *Office of the High Commissioner for Human Rights* (OHCHR). Today the latter and GSI both operate with the same global estimate of 40.3 million people in modern slavery. GSI also provides more in-depth information at country level and for selected sectors.

¹² *Global Estimates of Modern Slavery 2017* https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_575479.pdf

¹³ Recent reports from *Delta 8.7*: <https://delta87.org/2020/03/impact-covid-19-modern-slavery/> *Walk Free*: <https://www.minderoo.org/walk-free/protecting-people-in-a-pandemic/> *Hope for Justice*: <https://hopeforjustice.org/news/2020/04/hope-for-justice-launches-major-report-on-trafficking-impacts-of-covid-19/> and *Anti-Slavery International*: https://www.antislavery.org/wp-content/uploads/2020/04/ASI_Leaving-noone-behind-April-2020-1.pdf

¹⁴ <https://www.globalslaveryindex.org/2018/findings/global-findings/>

¹⁵ Distinctions must be made between 1) child labour which in some cases may contribute positively to a child's development, 2) child labour that is not slavery, but prevents children's education and development, 3) the worst forms of child labour, which are dangerous for children's health and development and may endanger their lives 4) child slavery, which is coerced exploitation of children for the gain of others, where children have no way to escape the situation or the person who is exploiting them. 5) Human trafficking with children implies transportation and recruitment for the purpose of exploiting them. See for example *Anti-Slavery International* <https://www.antislavery.org/slavery-today/child-slavery/> and ILO <https://www.ilo.org/ipec/facts/lang--en/index.htm>

¹⁶ https://www.Unicef.org/protection/57929_67803.html

¹⁷ <https://news.un.org/en/story/2020/06/1065672>

¹⁸ <https://www.unfpa.org/news/millions-more-cases-violence-child-marriage-female-genital-mutilation-unintended-pregnancies>

¹⁹ *Profits and Poverty: The Economics of Forced Labour* (2014): https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_243391.pdf

²⁰ Asian countries with the highest numbers of persons subjected to modern slavery are India, China and Pakistan. Countries in Asia with the largest prevalence of modern slaves in relation to the population are North Korea, Afghanistan and Pakistan. In Africa, Eritrea, Burundi and the Central African Republic are the countries with the highest prevalence of modern slavery in relation to the population, while Nigeria and the DRC have the highest absolute figures. On the American continent, Venezuela, Haiti and the Dominican Republic have the highest prevalence of modern slavery in relation to the population, while Brazil, Mexico and the US have the highest absolute figures. <https://www.globallslaveryindex.org/>

²¹ North Korea, Eritrea, Burundi, the Central African Republic, Afghanistan, Mauritania, South Sudan, Pakistan, Cambodia and Iran

²² <https://www.globallslaveryindex.org/2018/findings/global-findings/>

²³ ILO has developed 11 indicators defining forced labour: https://www.ilo.org/global/topics/forced-labour/publications/WCMS_203832/lang--en/index.htm

²⁴ <https://www.ilo.org/global/topics/forced-labour/policy-areas/fisheries/lang--en/index.htm>

²⁵ <http://www.fao.org/rural-employment/resources/detail/en/c/1073931/>

²⁶ *Current and emerging forms of slavery*: Report of the Special Rapporteur on contemporary forms of slavery, including its causes and consequences:

https://www.un.org/en/ga/search/view_doc.asp?symbol=A/HRC/42/44

²⁷ UN University Centre for Policy Research <https://cpr.unu.edu>, Delta 8.7 and K4D: *Funding of anti-modern slavery interventions*

²⁸ Project: *Measurement, Action, Freedom* (2019): <https://www.minderoo.org/measurement-action-freedom/>, but also Katarina Schwarz and Jean Allain, *Antislavery in Domestic Legislation Database* (2019) and ILO, *Ending Forced Labour by 2030*, pp. 109–111.

²⁹ <https://www.alliance87.org/>

³⁰ An Analysis of the Sustainability Report of 1000 companies pursuant to the EU Non-Financial Reporting Directive: https://www.allianceforcorporatetransparency.org/assets/2019_Research_Report%20Alliance_for_Corporate_Transparency-7d9802a0c18c9f13017d686481bd2d6c6886fea6d9e9c7a5c3cfafea8a48b1c7.pdf

³¹ Meld. St. 17 (2017-2018): Partnerland i utviklingspolitikken [Partner countries in development cooperation policy]: <https://www.minderoo.org/measurement-action-freedom/>

³² <https://www.alliance87.org/pathfinder-countries/> and <https://www.alliance87.org/partners/#tab-1>

³³ The Government's action plan on sustainable food systems in the context of Norwegian foreign and development policy 2019–2023:

https://www.regjeringen.no/globalassets/departementene/ud/dokumenter/planer/sustainablefood_actionplan.pdf

³⁴ Organisations such as *Freedom Fund* and *Anti-Slavery International* have done important work in this area.

³⁵ <https://undocs.org/en/A/RES/73/327> and https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_713925/lang--en/index.htm

³⁶ Norad has chosen this formulation as the term 'modern slavery' is an internationally accepted umbrella term covering the various forms of coercion, such as forced labour, human trafficking and the worst forms of child labour. 'Modern slavery' has no content if it is listed at the same level as forced labour and human trafficking. If one wishes to include all the terms in the overarching goal, it must be: 'To eradicate all forms of modern slavery, including forced labour, human trafficking and the worst forms of slave labour.' However the goals are formulated, it will be possible to report degree of achievement of the goal in Prop.1 and ORV.

³⁷ *UN Guiding Principles on Business and Human Rights*: https://www.ohchr.org/Documents/Publications/GuidingPrinciplesBusinessHR_EN.pdf and *OECD Guidelines for Multinational Enterprises*: <http://www.oecd.org/daf/inv/mne/48004323.pdf>

³⁸ Examples of sector-specific guidelines are *Child labour risks in the minerals supply chain* <https://mneguidelines.oecd.org/Practical-actions-for-worst-forms-of-child-labour-mining-sector.pdf> and *OECD-FAO Guidance for Responsible Agricultural Supply Chains*: <https://mneguidelines.oecd.org/OECD-FAO-Guidance.pdf>

³⁹ The report *Supply chain transparency: Proposal for an Act regulating Enterprises' transparency about supply chains, duty to know and due diligence* (2019) provides a good development in Norwegian legislation: <https://www.regjeringen.no/contentassets/6b4a42400f3341958e0b62d40f484371/ethics-information-committee---part-i.pdf>

⁴⁰ On *Finance Sector Commission on Modern Slavery and Human Trafficking* <https://unu.edu/projects/financial-sector-commission-on-modern-slavery-and-human-trafficking.html#outline> and <https://www.fastinitiative.org/>

⁴¹ Good examples here are the work of *Freedom Fund* (the *hot spot* model) and *Anti-Slavery International* in vulnerable local communities in selected countries.

⁴² <https://delta87.org/call-to-action/>

⁴³ The Norwegian Government's action plan against human trafficking (2016) (Norwegian only): https://www.regjeringen.no/contentassets/2b3b502659e348189abd086306ef0d19/id_regjeringens-handlingsplan-mot-menneskehandel.pdf

⁴⁴ *Global Compact for Safe, Orderly and Regular Migration* (2018): https://refugeesmigrants.un.org/sites/default/files/180713_agreed_outcome_global_compact_for_migration.pdf