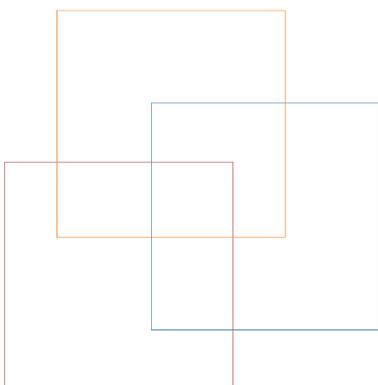




International
Labour
Office
Geneva

A GLOBAL ALLIANCE AGAINST FORCED LABOUR AND TRAFFICKING IN PERSONS



Key
achievements
of the ILO's
Special Action
Programme to
Combat Forced
Labour
2001 – 2011

The Special Action Programme to combat Forced Labour has received core financial support from the governments of the United Kingdom, Ireland and the Netherlands over the period 2001 – 2011.



Revised version - May 2012

A Global Alliance against Forced Labour and Trafficking in Persons

Key achievements of the ILO's Special Action Programme to Combat Forced Labour, 2001 – 2011

Introduction

The ILO has addressed forced labour and slavery-like practices since the early days of its existence, and adopted standards on the issue in 1930 and 1957. History has swept away some of the most egregious and systematically applied forced labour practices but the challenge remains as great as ever. In 2001, the ILO published its first Global Report on forced labour, highlighting the continued prevalence of bonded labour in Asia, slavery-like practices in Africa and debt-bondage in Latin America, along with the rising global challenge of human trafficking.

The ILO's overall quest for decent work encompasses the struggle for freedom at work. In an effort to demonstrate commitment and leadership following publication of *Stopping Forced Labour* in 2001, the ILO's Governing Body set up the Special Action Programme to Combat Forced Labour (SAP-FL). SAP-FL forms part of the follow-up to the Declaration on Fundamental Principles and Rights at Work that was adopted by the International Labour Conference in 1998. The elimination of forced labour became one of the ILO's nineteen outcomes in the Strategic Policy Framework (2010–15).

The ILO's Forced Labour Conventions (Nos. 29 and 105) have the highest ratification rate among ILO Conventions, confirming the political commitment of ILO member states to the abolition of forced labour. Yet despite almost universal recognition of these standards, the persistence of forced labour, human trafficking and slavery-like practices continues to deny millions of people decent working and living conditions. In 2005, the ILO published the first global figures on forced labour and trafficking. In 2012, a new estimate has been published using a refined methodology. It is estimated that at least 20.9 million men, women and children are victims of forced labour at any given point in time. The largest number of victims is in Asia, followed by Africa and Latin America. The ILO estimates that 90 per cent of modern forced labour is exacted in the private economy, while the remainder is imposed by state authorities or rebel groups.

Our vision: No person, of any age, race, origin or religion, anywhere, spends a day of his or her life working under coercion and suffering degrading or inhuman treatment.

A key objective of the 1998 Declaration on Fundamental Principles and Rights at Work is to assist ILO member states to respect, promote and realize those principles which, in addition to the elimination of forced labour, include the abolition of child labour and discrimination at work and respect for freedom of association and the right to collective bargaining. For forced labour, this means putting in place effective prevention measures, prosecuting offenders and providing support to vulnerable workers and victims in need of assistance. In practice, however, modern forced labour is often poorly understood, and in some countries action remains ineffective or lacks the backing of strong political will and the resources necessary to implement policies and programmes.

Forced labour traps workers and their families in a vicious cycle of poverty and dependence. Its continued existence undermines social and economic development as well as good governance. Whether as a result of long-standing patterns of discrimination or of unprotected labour migration, forced labour often intersects with the violation of other fundamental labour and human rights. The elimination of forced labour is therefore critical to achievement of the UN's Millennium Development Goals.

SAP-FL's mission is to be a global centre of excellence on the elimination of forced labour. We provide evidence-based policy advice, tools and services to enable governments, employers' and workers' organizations and other partners to take effective, coordinated and rights-based action to prevent and eradicate forced labour, including human trafficking. We advocate and communicate so that policy makers and the public become aware of forced labour, the harm it causes to men, women and children, and what they can do to combat it. Our work at global level is complemented by field-based operational projects which set out to develop, test and demonstrate the effectiveness of a distinct ILO approach to combating different manifestations of forced labour and human trafficking.

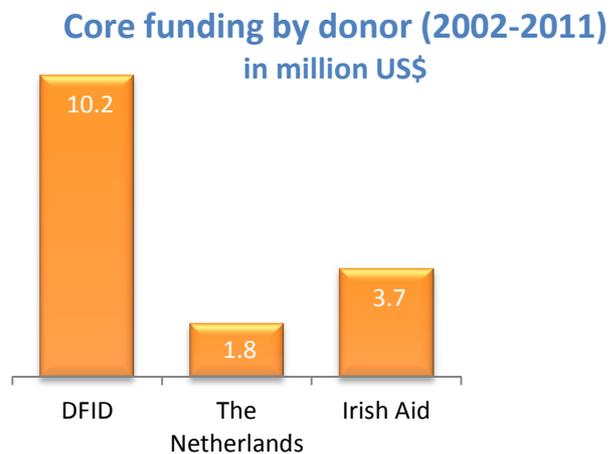
SAP-FL : A dynamic technical cooperation programme to end forced labour

SAP-FL's work has been guided by the Global Action Plans endorsed by the ILO Governing Body in 2001, 2005 and 2009. The most recent Action Plan outlines strategic areas of intervention that form the basis of SAP-FL's work plan for 2010-2011. These are defined through six key objectives, as outlined in Annex 1. Technical cooperation projects at country or sub-regional levels are the main vehicle for achieving these objectives, while the core team at ILO headquarters is responsible for overall coordination, communications and strategic development.

Since it became operational in early 2002, SAP-FL has received US\$ 15.7 million in core funding from three main donors: the governments of the United Kingdom, Ireland and

the Netherlands. The bulk of this funding was used to undertake research, to develop tools and guidance material for national stakeholders, and to support development of a 'global alliance against forced labour'. Core funding also helped to maintain a team of professionals at ILO headquarters, which has been downsized since 2008 in response both to the increasing decentralization of project activities and to a reduction in core donor funds.

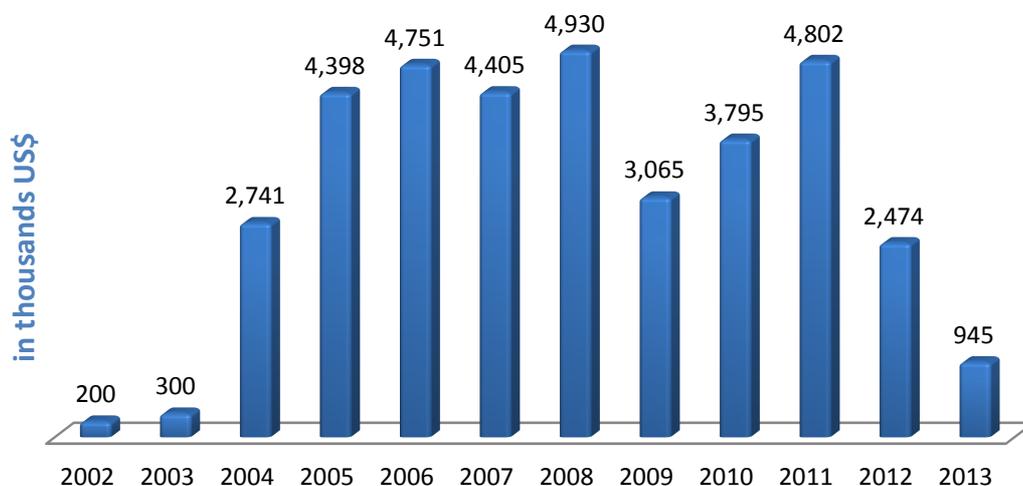
Alongside global advocacy, research and training, SAP-FL supports the design and implementation of field projects. These projects are an immensely important tool for developing, testing and publicizing the impact of strategies against forced labour and human trafficking. A symbiosis exists between field-based projects and SAP-FL's core programme. This link has been underlined by

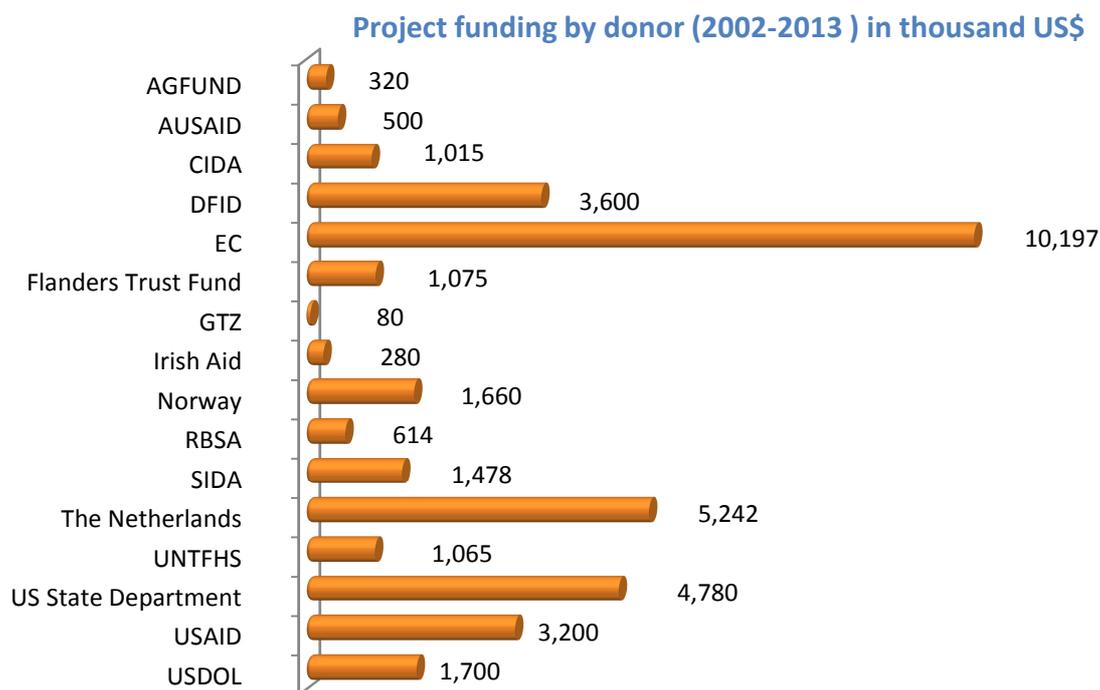


the latest SAP-FL evaluation report, which states that "SAP-FL appears to have been very tactical at blending 'core' and 'project' funding to achieve its end [and] ...operational projects contributed strongly to credible learning and knowledge achieved by SAP-FL".

Since its establishment, SAP-FL has provided technical and other support to 59 country projects to prevent and combat forced labour (including human trafficking). In total, these projects were valued at US\$ 36.8 million, or an average of about US\$ 620,000 per project. SAP-FL has a current portfolio of 22 projects in different regions across the world.

Donor funding for field projects (2002-2013)





“The whole is greater than the sum of its parts” : The importance of partnerships

In 2005, seeking to mobilize national and international stakeholders, the ILO Director General called for a ‘Global Alliance against Forced Labour’. Forced labour and human trafficking are complex crimes, and no single organization can call upon the power and influence needed to successfully fight such ingrained abuse. SAP-FL has therefore focused on building strategic partnerships and, in particular, on strengthening the involvement of labour market institutions in action against forced labour.

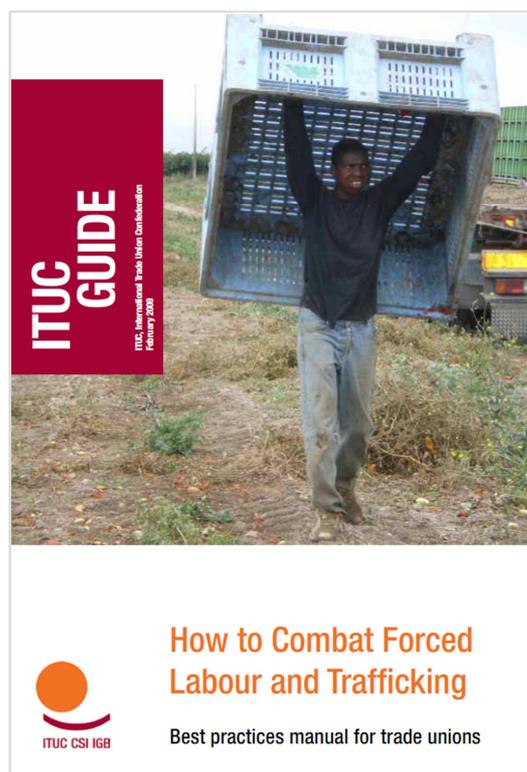
The ILO’s unique tripartite structure, in which governments share decision making power with workers’ and employers’ organizations, sets it apart from other international organizations. Given this ILO mandate, SAP-FL established strategic alliances with the International Trade Union Confederation (ITUC) and the International Organization of Employers (IOE) to promote policy and programme development and mainstream forced labour issues across the two global organizations and their respective memberships.

Working with trade unions

The ILO has supported and assisted the ITUC in establishing a ‘global trade union alliance to combat forced labour and human trafficking’. The ITUC is mobilising its full constituency of 308 national affiliates in 153 countries and territories (representing 175 million workers) to increase awareness and activism in support of local initiatives that offer greater protection to the most vulnerable workers. The global trade union alliance

now comprises a worldwide network of about 150 identified trade union focal points, with strong links to other civil society organisations that fight forced labour and trafficking, including Anti-Slavery International, the Solidarity Center, International Federation for Human Rights, Human Rights Watch, La Strada International and the Platform for International Cooperation on Undocumented Migrants.

ITUC campaigning has promoted increasing efforts by trade unions to address the issues of forced labour and human trafficking. Trade unions in Europe have worked towards national campaigns against trafficking for labour exploitation, led by the UGT (Union General de Trabajadores de España) in Spain, where the campaign ‘For Decent Work, Against Labour Exploitation’ was launched in May 2010. Trade unions in Burma



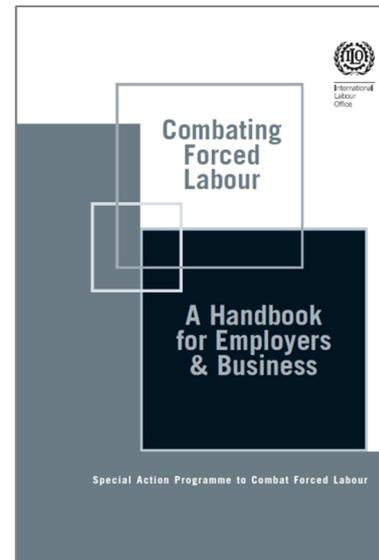
continue to monitor forced labour imposed by the military regime, and report thousands of cases, while other unions are increasing their outreach activities towards the most vulnerable workers, including domestic workers and undocumented migrants. The Hong Kong CTU has moved to affiliate trade unions of women migrant domestic workers, such as the Indonesian Migrant Domestic Workers' Union, which represents more than 1250 workers. In Nepal, trade unions are setting up migrant information desks and self-help groups in 25 districts along the border with India.

As a result of these efforts, trafficked workers have received compensation through labour courts and through different forms of trade union intervention. In Ireland, the Services, Industrial, Professional and Technical Union (SIPTU) and Migrant Rights Centre Ireland (MRCI) have organised migrant women in the mushroom industry so that 440 women

whose wages were withheld and whose working conditions were extremely poor now earn a living wage. They now enjoy union representation, and working conditions on more than 40 mushroom farms, hitherto notoriously prone to extreme worker abuse, have been formalised by a Registered Employment Agreement. In South America, indigenous workers are particularly vulnerable to forced labour, often trapped in debt servitude as herders on large estates or as domestic workers. Local trade unions have built strong alliances with indigenous peoples' organizations. In Paraguay, trade unions have developed a joint action plan with the Chaco Inter-Ethnic Council and the University of Asunción. As land rights are key to solving the forced labour problem, they are mapping indigenous peoples' land rights to inform a national campaign aiming to restore land to the Guaraní people. In Peru and Bolivia, indigenous groups and trade unions in the forestry sector have organized joint training programmes to prevent forced labour in forestry. At the regional level, a cooperation agreement was signed between the ILO and BWI to carry out joint actions to address the forced labour issue in the forestry sector in Latin America.

Engaging employers and business

The IOE is the world's largest representative organization of employers, consisting of 150 national employers' organizations in 143 countries, and is the ILO's principal partner in the private sector. Most multinational companies are members of IOE-affiliated national business federations or chambers of commerce. At the UN Global Leaders Business Summit in 2008, the ILO launched Ten Principles for Business Leaders to Combat Forced Labour and Trafficking. These principles have informed codes of conduct and business-related guidance materials published by numerous other organizations, and are also reflected in the IOE's first position paper on forced labour, published in 2010. A series of regional and national workshops have been held, involving national business associations and private companies such as H&M and Coca Cola, aiming to promote similar policy developments at national and company level.



SAP-FL's Handbook for Employers and Business, first published in 2008 in English, has since been translated, in response to demand, into nine languages. The Handbook has proved valuable in a number of contexts, including the IOE network, the UN Global Compact, SAP-FL workshops for employers and other events. As a result of SAP-FL's support, national business federations in several countries (including Vietnam, Georgia and Azerbaijan) have adopted codes of conduct that set out, inter alia, guidelines for the prevention and elimination of forced labour practices. In cooperation with other ILO Departments, SAP-FL provides continued assistance to ensure that these codes are effectively implemented and monitored.

Partnerships with international organizations

At global level, SAP-FL has worked to ensure recognition of the ILO as a partner in action against human trafficking within and beyond the UN community. This has translated into key policy documents referring to ILO standards and expertise, such as the 2010 Global Action Plan against Trafficking in Persons adopted by the UN General Assembly, and the 2010 Directive on Trafficking, adopted by the European Parliament and Council of the European Union. SAP-FL assures the ILO's participation in various coordination mechanisms, such as the United Nations Global Initiative to Fight Trafficking (UN.GIFT), the Inter-Agency Coordination Group against Trafficking (ICAT) and the OSCE's Alliance against Trafficking. Such efforts to coordinate action among international organizations have enhanced policy coherence and generated many synergies, including a number of joint action programmes. In the Southern Caucasus, for instance, the ILO (with financial support from the European Commission) leads a consortium of four international organizations (ILO, IOM, OSCE and ICMPD) working together in a major project against human trafficking.

Supporting evidence-based policies: SAP-FL's research programme

With the support of core donors, SAP-FL has undertaken a comprehensive research programme aimed at improving the quality of evidence concerning modern forced labour, its root causes and how it manifests itself in the global economy. In 2005, the ILO published its first ever estimate of forced labour and trafficking in the world, including breakdowns by region and type of forced labour. These figures are still widely quoted by policy makers, journalists and researchers. In 2012, the ILO has published a new estimate, using a refined methodology. The breakdowns by region and the prevalence (number of victims per 1000 inhabitants) are given below:

Review of SAP-FL's research outputs by independent researchers

“Although not perfect, the ILO research has produced more accurate data than any other research to date. As a result, it should play a significant role in the development of more targeted programs, laws and victim services. Additionally, the research should be replicated at a future time to update the results.” (Ann Jordan, Center for Human Rights and Humanitarian Law)

“Forced Labor [book published by ILO and Lynne Rienner in 2009] is a valuable addition to existing scholarship on different forms of labor exploitation. Its pages are filled with compelling facts and insights.” (Jayesh M. Rathod, Review in “Comparative Labor Law and Policy Journal”)

2012 ILO global estimate of forced labour by region

	Estimated number of persons in Forced Labour	Prevalence Per 1000 inhabitants
Asia and the Pacific	11,700,000	3.3
Africa	3,700,000	4.0
Latin America and the Caribbean	1,800,000	3.1
Central & South – Eastern Europe (non EU) & CIS	1,600,000	4.2
Developed Economies & European Union	1,500,000	1.5
Middle East	600,000	3.4
World	20,900,000	3.2

Pilot survey in Moldova

A national survey in the Republic of Moldova has assessed the extent to which migrant workers are subject to trafficking for forced labour in destination countries. The National Bureau of Statistics added a module on labour migration to its Labour Force Survey in 2008, in which over 12,000 households were sampled and 846 migrants interviewed. Interviews were conducted in over 2,500 additional households that had reported at least one family member working abroad in 2007. Altogether, the survey covered 3,631 migrants currently working abroad and 2,084 returned migrants. The results permit a robust estimation of the proportion of migrant workers who had experienced severe coercion and of those who had suffered some form of exploitation. The survey estimated that a total of 328,300 migrants were working or looking for work abroad in the year to April 2008. Of these, 75,000 had returned during the period, some of them only temporarily. Based on the assumption that the responses of these returned migrants are representative of all migrants, it is estimated that, in this period, 60 per cent of Moldovan migrants (196,900) were successful (that is, not subject to deception, coercion or exploitation), 24.2 per cent (79,600) were exploited, and 8 per cent (26,300) were both deceived and exploited. The remaining 7.8 per cent (25,500) were victims of trafficking for forced labour. The main means of coercion used included the withholding of salary by the employer, being forced to perform tasks against the worker's will, threats of violence or denunciation to the authorities, and the confiscation of travel or personal identity documents.

Statistical indicators and national surveys

Following up this first global estimate of forced labour and trafficking, SAP-FL has worked in cooperation with the ILO's International Programme to Eliminate Child Labour (IPEC) to support the implementation of national surveys.

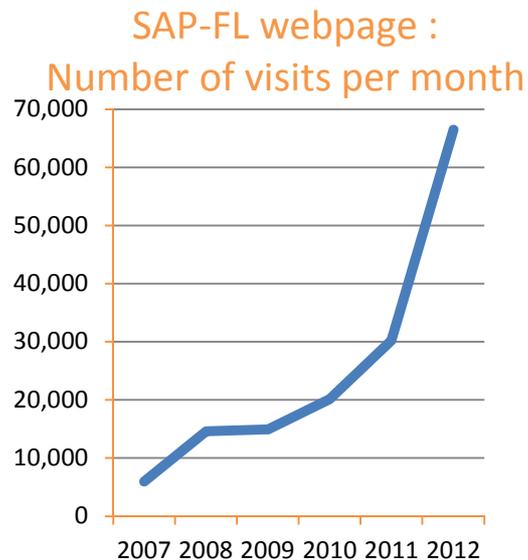
In 2009, SAP-FL published operational indicators of trafficking in human beings. They were the product of a joint European Commission-ILO project, under the supervision of a steering committee composed of experts from the EC, the ILO, the IOM, the University of Tilburg, the United Nations Office on Drugs and Crime (UNODC) and the European Union Agency for Fundamental Rights (FRA). The lists of indicators were developed through a participatory process, based on the Delphi methodology, which involved experts from all 27 European Union member states, including representatives of police, government, academic and research institutes, NGOs, international organisations, labour inspectorates, trade unions and judiciaries. Originally developed to harmonize data gathering in Europe, the indicators are now being used more widely and are often referred to by independent researchers. The indicators are currently being adapted to meet the needs of law enforcement agencies.

On the basis of the operational indicators of trafficking, and with ILO assistance, a number of countries (such as Moldova, Georgia and Armenia) have employed innovative survey techniques to produce national estimates of forced labour and trafficking. These quantitative surveys aim at estimating the number of workers who are or have been in forced labour, for example by sampling migrants who have returned to their country of origin.

The preliminary findings of these pilot national estimates on forced labour and trafficking support both the main conclusions of ILO global estimates and qualitative research carried out by SAP-FL since 2002. For instance, more than half of forced labour

involves no movement, and most victims of forced labour for non-sexual exploitation are men.

The fact that SAP-FL's knowledge and expertise on forced labour is appreciated by the wider public is demonstrated by the continuing increase in the number of website users. Since the new forced labour website (www.ilo.org/forcedlabour) was launched in 2007, the number of hits has been multiplied by ten, with the publications section attracting most interest.



Legislation and enforcement: The value-added of ILO standards

The promotion of ILO standards lies at the very heart of the organization, and is a central pillar of SAP-FL's work. Almost all countries now prohibit forced labour and trafficking through their constitutional, criminal, labour or other administrative law. Broad international consensus that forced labour and related practices must be eradicated is reflected in the high ratification rate of the ILO's Forced Labour Conventions (175 countries ratified C.29 and 169 ratified C.105, as of October 2011) and the fast ratification of the Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, which came into force in 2003.

At the request of governments, the ILO provides support to countries considering ratification of C.29 and C.105. When Vietnam, for example, ratified C.29 in 2007, SAP-FL provided training to government officials (including labour inspectors), and to workers' and employers' organizations.

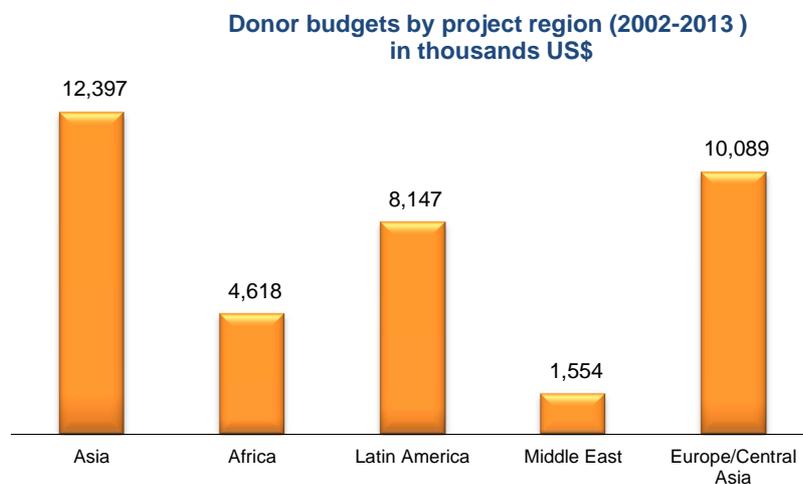
The success of a Convention depends not only on its ratification but also on its effective implementation. The Forced Labour Convention No.29 requires States to make forced labour a penal offence, and thus is primarily concerned with criminal law and its enforcement. Given the ILO's mandate to prevent forced labour and identify potential victims, labour inspectors also have a key role to play. Through cooperation with the ILO's Labour Administration and Inspection Programme, SAP-FL has worked to strengthen this role.

In 2008, SAP-FL published a handbook for labour inspectors that has since been translated into nine languages, and adjusted to national contexts through workshops and the involvement of national labour inspectorates. Some inspection services, for example in Poland, have integrated the handbook into standard training curricula. In Europe, SAP-FL has supported the training of more than 300 labour inspectors and convened four regional workshops for labour inspectors and law enforcement: in Lyon, in collaboration with the French Institut National du Travail, de l'Emploi et de la Formation Professionnelle (INTEFP); in Lisbon, in collaboration with the Portuguese Labour Inspectorate, and two at the ILO in Geneva.

The ultimate goal of these activities is to end the impunity of those benefiting from forced labour. The stakes are high. In 2009, the ILO (SAP-FL) estimated that the opportunity cost to workers in forced labour, as a result of lost wages and illegal recruitment fees, amounts to US\$21 billion per annum. Despite rising global pressure and awareness, forced labour and trafficking remain profitable and low-risk crimes. The number of prosecutions and convictions is rising in some countries, but stagnating or declining in others, while monitoring the implementation of standards remains a major challenge for international organizations. More often than not, law enforcement agencies become sensitized and more eager to engage once forced labour cases have been detected. As a contribution to global efforts towards better documentation of judicial action against forced labour, SAP-FL is now developing a database of judgments from different jurisdictions.

A challenge for legislation and law enforcement is to differentiate between forced labour, and related abuses such as sub-standard working conditions, trafficking and smuggling. Forced labour and trafficking situations are often highly complex, involving many actors, and victims seldom come forward to denounce abusive practices. The ILO-EC operational indicators are now increasingly applied in law enforcement checklists and assessment tools. SAP-FL is supporting this process by developing e-learning training modules for law enforcement officers.

Highlights from selected country programmes



Brazil

The ILO has been supporting efforts to eradicate forced labour in Brazil since 2002. Brazilian forced labour, defined in the penal code as ‘slave labour’, is reported principally on isolated ranches or farms, mainly in Amazonia, and is used mainly to produce crops, raise cattle or for illegal logging. Brazil’s particular contribution to law enforcement strategies for detecting and punishing the use of forced labour was the creation in the 1990s of a Special Mobile Inspection Group, consisting of labour inspectors, prosecutors



and Federal Police officers. This initiative has been reinforced since 2002 by two national plans to eradicate slave labour and by a series of civil society initiatives that commit employers and businesses to ensuring that neither their work places nor those of their suppliers use forced labour. The key to the effectiveness of Brazil's actions against forced labour has been the coordination of efforts by different actors, and the ILO's role in Brazil has been to support this.

The ILO contributed to successive National Plans to Eradicate Slave Labour. The first one (2003–07), set more than 70 objectives and established a national commission to coordinate efforts to halt slave labour.

Evaluated by the ILO, the Plan was found to have reached 68.4 per cent of its targets. The ILO also helped both initiate and finance the National Campaign for the Prevention of Slave Labour, which rolled out in three phases between 2002 and 2007, greatly increasing the information available to the general public (first phase), targeting groups in rural areas who were likely to be recruited into slave labour (second phase in 2005), and repeating the general message that the problem of slave labour had not yet been resolved during a third phase in 2007.

Alongside information campaigns, the ILO supported research into company production chains and supply chains, in an effort to discover where commodities such as charcoal made by slave workers ended up. Since 2004, a 'dirty list' of employers, based on the employers who have been detected by the mobile inspection unit exploiting workers in conditions analogous to slavery, is displayed on the website of the Ministry of Labour and Employment. A 2004 study commissioned by the Government tracked products from 100 estates named in the dirty list. Since then, the ILO has been supporting ongoing supply chain investigations, as well as a business initiative against forced labour, the National Pact to Eradicate Slave Labour, launched in May 2005. Businesses signing up to the Pact guarantee that they will not use forced labour themselves, tolerate the use of slave labour in their value chain, or do business with companies that do so. A Committee consisting of the ILO, the Ethos Institute of Business and Social Responsibility and an NGO (Repórter Brasil) oversees the Pact, and monitors the extent to which signed-up businesses actually respect it. By 2009, the Pact had been backed by more than 150 businesses.



Since 2007, the ILO has been supporting victims of forced labour identified by the authorities through providing access to temporary financial support and new, decent jobs. One initiative supported by steel manufacturers, focused on 120 charcoal kiln workers rescued from slave labour in Maranhão State, while another focuses on 80 former slave workers in Mato Grosso State, who receive six months' training before being helped to find a job.

Brazil's substantial experience in combatting forced labour has been noted by other countries in the region and beyond, and efforts to learn from Brazil's experience have begun. These include an exchange of information with Peru about the role of labour inspectors, and the 2010 publication by the ILO – in Spanish, English and Portuguese – of a report entitled *The Good Practices of Labour Inspection in Brazil: The Eradication of Labour Analogous to Slavery*.

India

In India's Tamil Nadu State, the ILO has, since July 2008, been implementing together with the government of India and other partners, a project entitled 'Reducing vulnerability to bondage in India', which focuses on two social groups and sectors with a long history of debt bondage (a form of forced labour known in India as 'bonded labour'). The main groups are: (i) the Irula and other groups who work all year round in rice mills and rice-drying yards in Tiruvallur, north west of Chennai; and (ii) dalits who migrate on a seasonal basis to work in brick kilns in the Chengalpattu area of Kanchipuram District, southwest of the state capital, Chennai. The vast majority of Indians in and vulnerable to bonded labour are reported to be adivasis or dalit (social groups that the Government of India refers to as 'Scheduled Tribes' and 'Scheduled Castes').

India has experienced more than three decades of initiatives to eradicate bonded labour since the practice was made illegal in 1976. Some efforts have been successful and secured the release and rehabilitation of those involved, but the practice of business owners or labour brokers paying substantial advances to workers (too large for them to repay, effectively 'bonding' them or forcing them to continue working for the same employer) has continued in spite of the law. The ILO supported a two-year project (2004–06) to promote the prevention and elimination of bonded labour throughout South Asia (including in Tamil Nadu), during which knowledge was gathered about the situation of bonded labourers and methods to empower them and to reduce their indebtedness were developed.



At the request of the Government of India, the ILO relaunched the project in Tamil Nadu in 2008. Building on the lessons learned through the earlier project, its aim is to deliver a set of coordinated measures that will provide a more

definitive solution to the problem, focusing on addressing root causes, which can potentially be replicated in many other regions, sectors and groups vulnerable to bonded labour. The project involves strengthening the workers' own capacity to defend their rights and negotiate with employers over wages and working conditions, as well as boosting their income and security by giving them access to social protection schemes and government subsidies. This integrated approach is referred to in India as 'convergence approach'. The ILO's role has been to provide and coordinate support and inputs from a range of institutions, such as government departments (at national, state and district level), employers and trade unions, as well as to provide training directly to the workers concerned. Employers' associations involved in the two sectors (brick kilns and rice mills) have provided vital contributions, as have the local branches of six national trade unions, which formed a Joint Action Forum of Trade Unions on bonded labour.

One obstacle that routinely prevents migrant workers, such as the brick kiln workers in Kanchipuram, gaining access to their social security and other entitlements is the fact that they move away from their place of origin for part of the year. By liaising simultaneously with the source areas and the districts where the brick kilns are located, the project has enabled workers to access welfare schemes all year round.

Brick kiln workers have formed their own organization, the Sakthi Brick Kiln Workers Union, and have started negotiating for improvements in working conditions and workplace facilities (they live on the kiln site).

Similarly, rice mill workers in Tiruvallur have established their own organization to negotiate with the Redhills Paddy Wholesale Merchants' Association over wages and living conditions. Both were supported in their actions by the Joint Action Forum of Trade Unions.

In February 2010, brick kiln owners who belong to a single association in Kanchipuram agreed to abide by a code of conduct

that requires them to progressively reduce the payment of advances to workers. The Code provides also for a range of measures to upgrade workplace and living facilities. As a result, workers recruited for work in the kilns were reportedly paid smaller advances than workers in other areas. By May 2011, more than 4,000 workers in the two districts had been registered in Workers' Welfare Boards, making them and their families eligible for a variety of social security schemes, including insurance benefits and pensions. Other family members have also seen benefits, with substantial numbers of children at both locations attending school. The authorities in several other Indian states (Andhra Pradesh, Orissa) are starting to replicate the methods used in Tamil Nadu, while Tamil Nadu itself shows interest in extending the project throughout the state.



Africa: Ethiopia and Zambia

Much evidence is available about abuses of labour rights in the informal sector throughout sub-Saharan Africa, but relatively little focuses on forced labour. Poverty and the small scale of the formal sector in most countries are routinely held to be causes of workers abuse, and this can degenerate into situations of forced labour. Cases of African migrants being subjected to forced labour outside Africa, for example in Europe or the Middle East, have been better documented, however. In one African country supplying domestic workers to countries in the Middle East, Ethiopia, the ILO was involved, first in efforts to convince the government of the need to take action in Ethiopia itself – notably to regulate the activities of private employment agencies (both those recruiting Ethiopians to work abroad and those offering jobs within Ethiopia) – and subsequently in assisting the Government to develop and implement the necessary measures.

As a direct result, the government issued Employment Exchange Services Proclamation No. 632/2009 in 2009. This includes various provisions from the ILO's Convention No.181 (the Private Employment Agencies Convention, 1997), notably that workers should not be required to pay any fees in relation to their recruitment. If respected, this provision reduces the likelihood that debts may be used to 'bond' workers to a particular employer. The Proclamation requires employment agencies to obtain a license and to fulfill a number of other important requirements. It also gives labour attachés based in Ethiopia's embassies abroad a more substantial role in ensuring the protection of the rights, safety and dignity of Ethiopian migrant workers. The number of employment agencies coming forward to register has since increased steadily, with more than 70 requesting and obtaining a license from the relevant ministry.

Zambia offers an example of the way in which better information and data can help spur the drive against forced labour and trafficking. Zambia's Ministry of Labour and Social Security approached the ILO in early 2006 for assistance in determining whether forced labour existed in the country.

This followed accusations that some 'labour brokers' in the mining sector were retaining a significant proportion of jobseekers' wages as a fee. The resulting investigation found evidence that forced labour and trafficking existed in Zambia, with workers in mining, domestic work and agriculture most vulnerable, thanks largely to the informal nature of their work or the use of intermediary labour contractors. In

parallel, the government developed a comprehensive anti-trafficking policy, adopted new legislation (the Anti-Human Trafficking Act, 2008) and set up an inter-agency committee on human trafficking. The ILO has been involved in training labour inspectors to identify possible cases of abuse and to set up task forces to combat human trafficking and forced labour at district and community levels. It is currently supporting the development of a code of conduct for employers of domestic workers.



Jordan

In Jordan, the ILO has helped the government tackle the issue of forced labour and trafficking in export industries, especially garment-making factories. The proportion and number of migrant workers from Egypt and Asian countries in Jordan's private sector increased extremely quickly from 2000 onwards, notably in those factories within export processing zones (known in Jordan as Qualified Industrial Zones or QIZ) which manufacture garments for export under a US-Jordan Free Trade Agreement (2000). Migrants from Bangladesh, China, India and Sri Lanka accounted for about 75 per cent of the work force in these factories.

In 2006, US-based monitors reported serious abuse of migrant workers from Asian countries in garment factories. Abuses included forced labour and human trafficking, with reports of migrants' passports being taken away by their employers, non-payment of wages and physical abuse, as well as of some workers being deported after asserting their rights. Following an investigation of the allegations, Jordan's Ministry of Labour published, in March 2007, an action plan to improve working conditions and to bolster the country's labour administration. The ILO was involved in identifying the various measures needed and collaborated with the Ministry of Labour in the organisation of training courses for labour inspectors. A 'Core Inspection Force' was deployed in the short term to check working conditions, while a new training programme was established for

labour inspectors and their number increased (from 85 in 2007 to 135 by 2009).



The government amended the Labour Code in 2008. The amended Labour Law extended protection to agricultural and domestic workers, and introduced specific punishment for forced labour, explicitly mentioning seizing of employees' passports as an offence. An ILO-sponsored expert on human trafficking advised on the provisions of a new law on trafficking, which came into force in 2009, under which the Government established an Inter-

Ministerial Committee on Trafficking. In 2010, the Committee issued a National Strategy for Combating Trafficking in Human Beings, for the period 2010–12. Labour attachés from the Asian countries of origin of migrants attended an ILO workshop on how to improve protection of vulnerable and distressed migrants.

The net result of this approach, which combines preventive and law enforcement strategies, has been a significant drop in reports of forced labour and trafficking, although migrants in the garment sector report some new abuses.

The ILO and forced labour: future strategy

As an outcome of the Strategic Policy Framework for 2010-15, the urgent fight against the scourge of modern slavery will stay at the heart of the ILO's Decent Work agenda. SAP-FL will capitalize on its first ten years' experience in continued coordination and support of field-based programmes to enable ILO constituents at national level to tackle forced labour and human trafficking effectively. Linking up with efforts to promote freedom of association, and eliminate child labour and discrimination, the programme will derive, document and disseminate the policy lessons from its work with partners at the front-line. It will foster south-south cooperation to share and apply knowledge and insights gained at country-level.



Field-based projects will focus especially on those countries which prioritise action against forced labour in their Decent Work Country Programmes. In those countries (such as Brazil and India) with a longer history of action against forced labour, the aim will be to ensure long-term sustainability while in those where action is more recent (such as China, the GCC countries and sub-Saharan Africa) priority will be given to strengthening the knowledge base, and building awareness and capacity among ILO constituents and others. Local networks of trade unions will be important partners at grass-roots level, reaching out to actual and potential victims of forced labour.

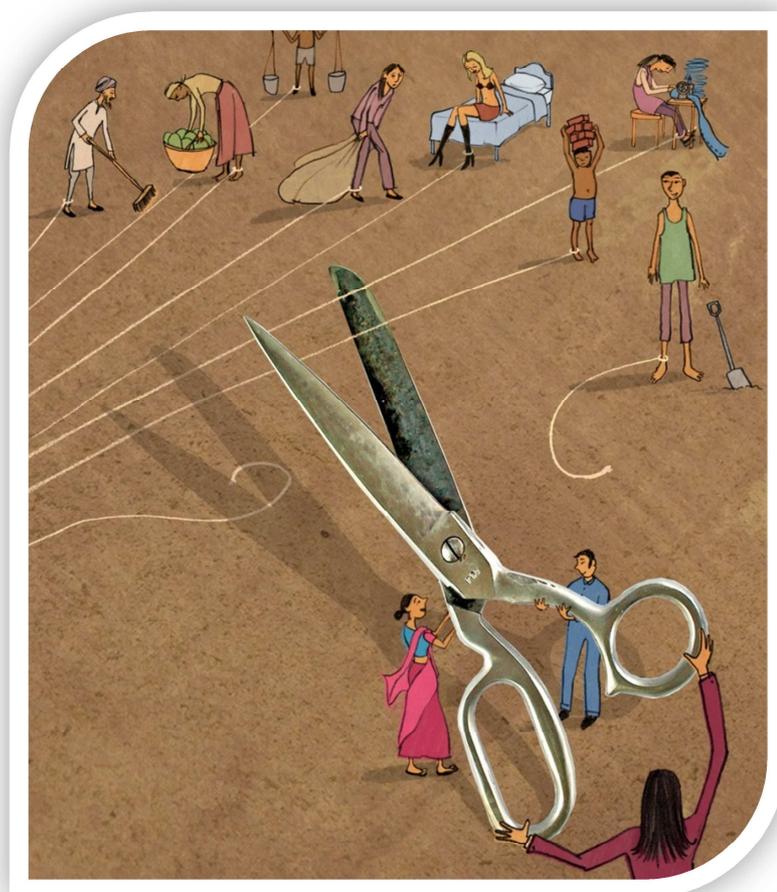
SAP-FL will deepen its successful partnerships with international organizations of both employers and workers, exploring problems and developing solutions in particular economic sectors that are vulnerable to forced labour and trafficking. For example, electronics in Asia and construction in the Middle East offer entry points for strategic engagement with business partners, along with global engagement with multinational companies and their respective foundations through public-private partnerships. Recruitment systems and practice will remain an important global stream of work, with the ILO actively contributing to existing and new multi-stakeholder initiatives, including interaction with major brands that are now waking up to the real risk of forced labour or trafficking penetrating their supply chains.

At the international level, the ILO will continue to cooperate with sister UN agencies, promoting its distinctive rights-based, tripartite approach to combating forced labour and trafficking. Through continued innovative and in-depth research, the ILO will retain the comparative advantage it has established over recent years, adding to the global knowledge base and providing the basis for the evidence-based policy and programme advice that decision-makers so urgently need if they are, at last, to end the blight of modern day forced labour.

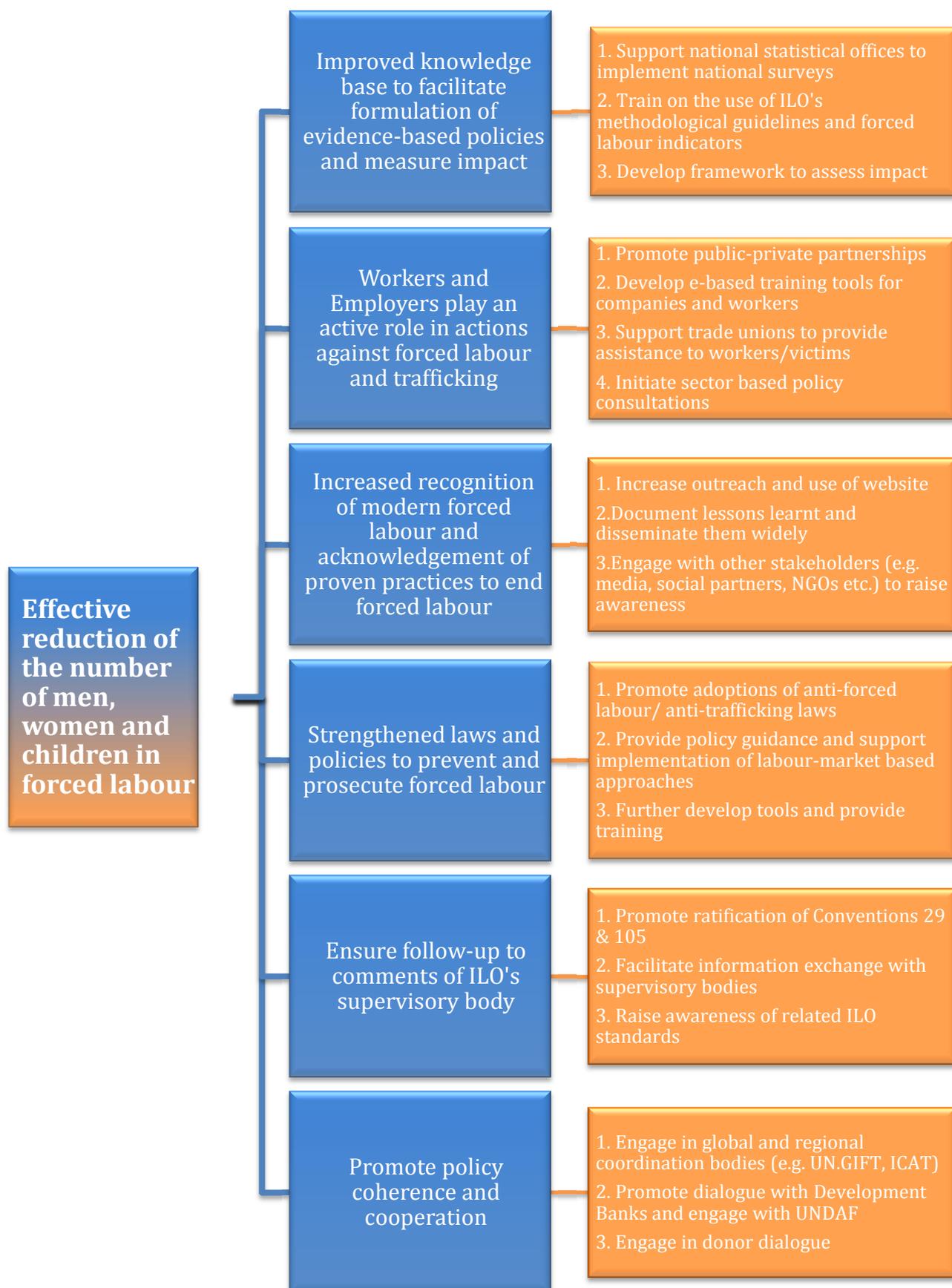


KEY PUBLICATIONS

- ◎ HARD TO SEE, HARDER TO COUNT, SURVEY GUIDELINES TO ESTIMATE FORCED LABOUR OF ADULTS AND CHILDREN, ILO, 2012
- ◎ THE COST OF COERCION, ILO, 2009
- ◎ COMBATING FORCED LABOUR: A HANDBOOK FOR EMPLOYERS AND BUSINESS, ILO, 2008
- ◎ FORCED LABOUR AND HUMAN TRAFFICKING: HANDBOOK FOR LABOUR INSPECTORS, ILO 2008
- ◎ FORCED LABOUR AND HUMAN TRAFFICKING: CASEBOOK OF COURT DECISIONS, ILO, 2009
- ◎ HOW TO COMBAT FORCED LABOUR AND TRAFFICKING: BEST PRACTICES MANUAL FOR TRADE UNIONS, ITUC, 2009
- ◎ MINI ACTION GUIDE, ITUC, 2008



Annex 1 : Overall Strategy of the Special Action Programme to combat forced labour (SAP-FL)



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