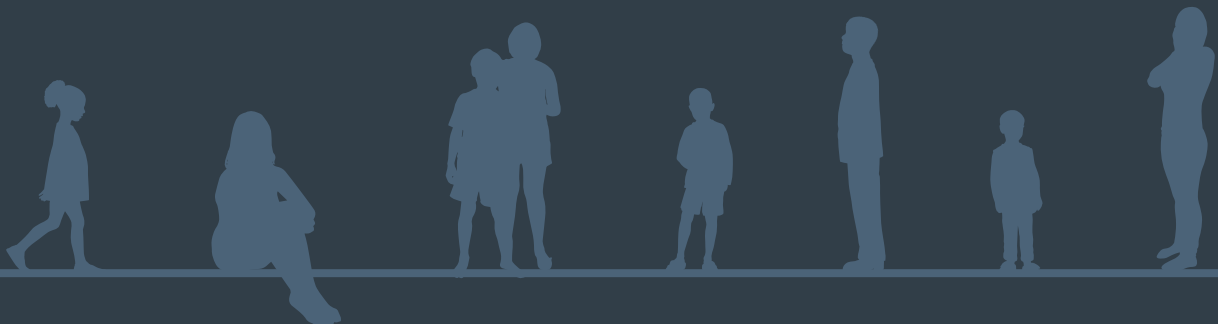




Australian Government

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership



**Help is available
for any person
experiencing,
or at risk of human
trafficking or
modern slavery.**



In Australia, if you have immediate concerns for your safety, the safety of another person, or there is an emergency, dial Triple Zero (000).

You can also contact the Australian Federal Police (AFP) on 131 237 (131AFP) or go to the AFP website for help: www.afp.gov.au The AFP can keep you safe, provide advice and refer you to other services that provide accommodation, financial support, counselling, and legal and immigration advice.

If you are in, or at risk of, forced marriage, you can contact My Blue Sky, Australia's national forced marriage service. For free, confidential legal advice:

- call (02) 9514 8115
- text +61 481 070 844 (9am–5pm Monday to Friday)
- email help@mybluesky.org.au
- visit www.mybluesky.org.au

Free interpreter services are available to help any person communicate with service providers in their own language. Call Translating and Interpreting Service on 131 450. All calls are free and confidential.

Australia's Smarttraveller website provides detailed information for Australians travelling overseas who believe themselves to be at risk of forced marriage. It also provides information on the services the Australian Government can provide to those overseas who are victims of forced marriage, or who believe themselves likely to become a victim to forced marriage. For more information, please visit www.smarttraveller.gov.au

The Australian Government provides 24-hour consular emergency assistance:

+61 2 6261 3305 from overseas
1300 555 135 from within Australia.

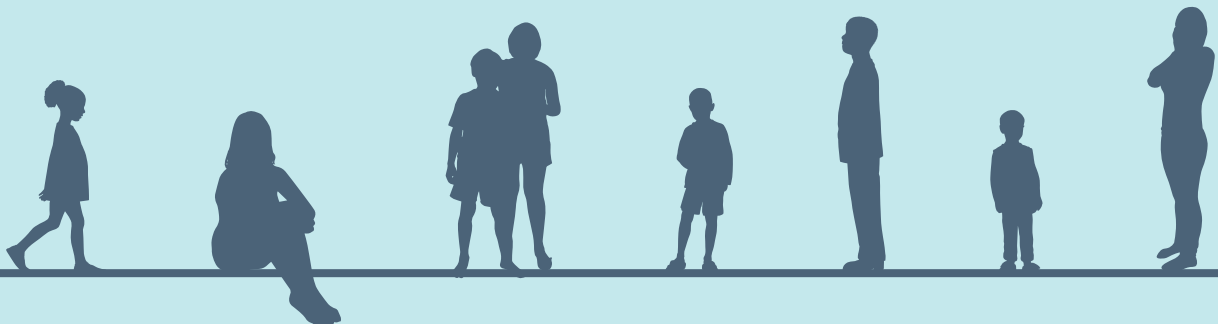
As an adhering Organisation for Economic Co-operation and Development (OECD) Member, Australia provides a free conciliation service for eligible complaints made against businesses under the OECD Guidelines for Multinational Enterprises (OECD Guidelines). Complaints can be submitted to the Australian National Contact Point (AusNCP) regarding some of the activities described in this report. Complaints will only be considered if they meet minimum admissibility criteria, such as the multinational status of a business and its activities as they relate to the responsible standards of conduct articulated in the OECD Guidelines. The service is not a legal instrument, does not examine conduct under domestic laws and has no power to impose sanctions or compel participation. It relies on the willingness of both parties to resolve issues in a confidential and non-threatening setting. Complainants should carefully consult the AusNCP website and procedural guidance first, or contact the AusNCP before submitting a new complaint. Please visit www.AusNCP.gov.au or call the enquiry line on +61 2 6263 2224 for more information.

The Australian Human Rights Commission also has a complaint mechanism for discrimination activities relating to age, sex, race and disability. For more information, please visit <https://humanrights.gov.au/complaints>



Australian Government

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership



Terminology

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership uses the term 'victim' and 'survivor' to describe an individual who has experienced human trafficking or other forms of modern slavery.

Australia acknowledges that individuals who have experienced these crimes may not identify with the terms 'victim' or 'survivor' or the combined term 'victim-survivor'.

Acronyms and abbreviations

ABF	Australian Border Force
AFP	Australian Federal Police
AGD	Attorney-General's Department
ASEAN	Association of Southeast Asian Nations
ASEAN–ACT	Association of Southeast Asian Nations–Australia Counter Trafficking
AusNCP	Australian National Contact Point
AUSTRAC	Australian Transaction Reports and Analysis Centre
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSEA	Child Sexual Exploitation and Abuse
DFAT	Department of Foreign Affairs and Trade
FAST	Finance Against Slavery and Trafficking
HRC	Human Rights Council
ILO	International Labour Organization
IOM	International Organization for Migration
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SDGs	Sustainable Development Goals
TRIANGLE	Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	UN Children's Fund
UNODC	UN Office on Drugs and Crime
WTO	World Trade Organization

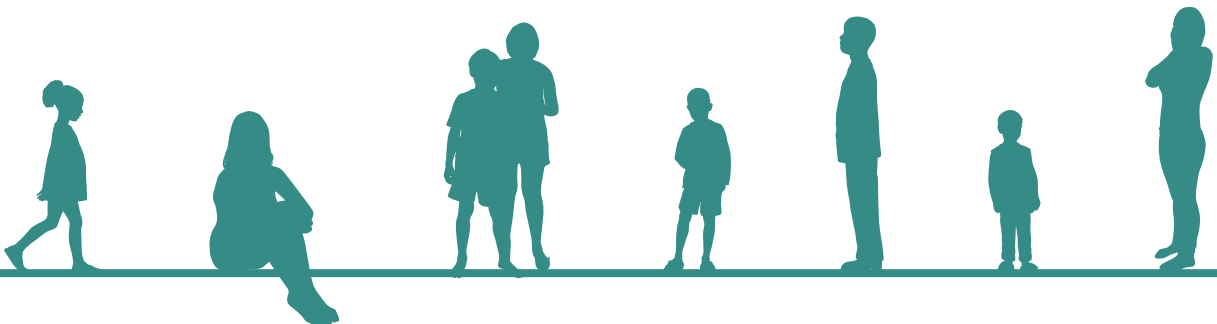
Consultation

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership was informed by: public submissions; a gender analysis prepared by Dr Froniga Grieg; and extensive consultation with relevant government agencies, international partners, civil society, academics and business organisations.

Note: All website addresses in footnotes were accessed 1 to 4 March 2022.

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Foreword

Minister for Foreign Affairs and Minister for Women, Senator The Hon Marise Payne



Human trafficking and other forms of modern slavery, such as forced labour and forced marriage, are violations of human rights. They are also abhorrent crimes of coercion and control where perpetrators target persons in vulnerable situations

for the purpose of illegal exploitation. These crimes disproportionately affect women and girls and threaten our region's economic prosperity and security.

Through *Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership*, the Government will work with foreign counterparts, businesses, and civil society to increase awareness of, and help end, the human rights abuses of human trafficking, forced labour and forced marriage.

The United Nations estimates that at any time 40 million¹ men, women, boys and girls are living in slave-like conditions globally. Two-thirds of these victims are in the Indo-Pacific. Seventy per cent of victims are women or girls.

The human toll of these crimes is enormous, and the global economic toll is estimated at US\$20 billion a year in lost wages, coupled with the generation of US\$150 billion in illegal profits annually.²

Drivers of human trafficking and modern slavery include poverty, gender inequality, lack of economic opportunity, lack of access to education, and weak rule of law. Australia addresses these drivers through official development assistance and other complementary national tools, including our diplomatic, legal, trade, and security engagement. While Australia provides significant official development assistance funding to programs and activities to address these drivers, income shocks and poverty across the globe resulting from the COVID-19 pandemic are heightening individuals' risks to falling victims of human trafficking and modern slavery. With 400 million full-time jobs already lost because of the pandemic and 119 to 124 million people being pushed into extreme poverty globally³, this strategy demonstrates a timely strengthening of our commitment.

Interrupted education, economic shocks, disrupted social services, the death of parents, and early pregnancies as a result of the pandemic are also increasing the prevalence of forced marriage, with 47 million women likely to drop below the poverty line⁴ and 11 million girls unlikely to return to school.⁵

1 *Global Estimates of Modern Slavery: Forced labour and forced marriage*, ILO, 2017. https://www.ilo.org/global/publications/books/WCMS_575479/lang-en/index.htm

2 *Profits and Poverty: The Economics of Forced Labour*, ILO, 2017. https://www.ilo.org/global/publications/books/WCMS_575479/lang-en/index.htm

3 Lakner et al. *Updates estimates of the impact of COVID-19 on global poverty: Looking back at 2020 and the outlook for 2021*, World Bank, 2021. <https://blogs.worldbank.org/opendata/updated-estimates-impact-covid-19-global-poverty-looking-back-2020-and-outlook-2021>

4 *From insights to action: Gender equality in the wake of COVID-19*, UN Women, 2020. <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2020/Gender-equality-in-the-wake-of-COVID-19-en.pdf> Estimates on extreme poverty by sex and age presented in this publication are the result of a UN Women and UNDP collaboration with the Frederick S. Pardee Center for International Futures, University of Denver.

5 COVID-19 education response: how many students are at risk of not returning to school? UNESCO, Paris, 2020. <https://unesdoc.unesco.org/ark:/48223/pf0000373992>

Weak governance, owing to conflict in war-torn nations, disaster and/or a collapsed government, is also exacerbating women's and children's risks of exploitation.

While much of this activity is driven by criminals, the Australian Government is increasingly concerned by credible reports of state-directed and state-sanctioned forced labour and the continuation of laws that permit child, early and forced marriage.

As the Minister for Foreign Affairs and the Minister for Women, I am dedicated to working with all stakeholders to shine a light on such abhorrent behaviour and ensuring governments and businesses are undertaking appropriate due diligence on the potential for modern slavery existing in their supply chains.

As governments increasingly use autonomous sanctions regimes to target the perpetrators of human rights abuses, including forced labour, the Coalition Government has reformed its autonomous sanctions framework to enable the swift and flexible imposition of targeted sanctions on thematic grounds. This includes serious human rights abuses, where it is in the national interest. The framework will enable the consideration of imposing targeted sanctions on persons and entities responsible for modern slavery offences, including forced labour.

Our global leadership and increased efforts are advancing Australia's foreign policy priorities to uphold human rights, advance gender equality, strengthen the rules-based order, counter security threats, and strengthen economic growth and resilience, particularly in the Indo-Pacific region.

International efforts to end human trafficking and other forms of modern slavery require partnerships at all levels – between government agencies in Australia and in partner countries, between government and business, between government and civil society. Australian Government policies are informed by our understanding of how front-line organisations work with victims and survivors every day. They are also informed by those directly affected – victims and survivors – with information gathered in a safe and respectful way.

These partnerships are critical to support action that alleviates the suffering of victims and survivors, ends the flow of funds to criminal groups, and secures the futures of communities.

No country is immune to human trafficking and modern slavery. Australia's domestic success, and strong record in our region, is the foundation on which we will continue to build international partnerships to deter and combat these crimes and identify and support innovations to address human trafficking and other forms of modern slavery, including their drivers.

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership increases our leadership in countering modern slavery and human trafficking globally.

I look forward to working with those stakeholders who are passionate about protecting individual human rights, as well as with foreign governments and Australian businesses, to move closer to bringing an end to such abuses.

Attorney-General, Senator The Hon Michaelia Cash



Australia has long been a leader contributing to global efforts to end forced labour. We are strongly committed to the International Labour Organization (ILO), the specialist tripartite labour agency of the United Nations that brings together governments,

employers and workers from across the globe. This updated international engagement strategy puts this work into the broader context of Australia's international engagement on human trafficking and modern slavery.

The ILO sets international labour standards, promotes decent work and develops policies and programs to end human trafficking. Multilateral organisations, especially international standard-setting bodies such as the ILO, create rules that are vital to preserving peace, promoting universal values and responding to emerging global challenges.

Australia will continue our active participation in and support for ILO mechanisms that support member state implementation of relevant ILO conventions, including providing technical assistance on a bilateral, regional and multilateral basis.

Assistant Minister for Customs, Community Safety and Multicultural Affairs, The Hon Jason Wood MP



Human trafficking and other forms of modern slavery are devastating crimes that exploit the most vulnerable in our communities. These serious crimes also finance organised criminal syndicates and terrorist groups, funding further illegal activity that

undermines our region's security. Human trafficking for the purpose of forced labour, forced marriage and other modern slavery practices also undermines legal migration, which is a core pillar of regional prosperity.

The Home Affairs Portfolio plays a key role in Australia's response to modern slavery. The ABF works across government, including with DFAT, to lead the whole-of-government domestic policy response to modern slavery as set out in the National Action Plan to Combat Modern Slavery 2020–25 (National Action Plan). The National Action Plan highlights the importance of Australia's international leadership, engagement and capacity building efforts to deter and combat modern slavery. Under Action Item 38 of the National Action Plan, DFAT, the ABF and the Department of Home Affairs work together to promote effective and coordinated international and regional responses to modern slavery in line with this strategy.

The ABF also leads the implementation of Australia's *Modern Slavery Act 2018* (Cth) (Modern Slavery Act), which drives business action to combat modern slavery in global supply chains by requiring large businesses operating in the Australian market to report on their steps to identify and address modern slavery risks.

The Minister for Home Affairs, The Hon Karen Andrews MP, and the Department of Home Affairs closely support Australia's role as Co-chair of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process), including by leading the Australian delegation to the Bali Process Ministerial Conference. I would also like to acknowledge the roles of Home Affairs Portfolio agencies, including the Australian Federal Police which demonstrates excellence in disrupting and investigating modern slavery offences, including by working with international policing partners.

I welcome *Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership*, which complements our strong domestic response to modern slavery.

Introduction

Ambassador for People Smuggling and Human Trafficking, Lucienne Manton



Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership sets the priorities for our international engagement on human trafficking and all forms of modern slavery. Importantly, it describes the resources

Australia will make available and how we will apply them to achieve real results.

We have seen considerable change – indeed incredible disruption – since Amplifying Our Impact: Australia's International Strategy to Combat Human Trafficking and Slavery was launched in 2016.

Most recently, COVID-19 has exacerbated vulnerabilities and made it more difficult to reach people who need support. Increasingly, data are becoming available that illustrates the impacts of the pandemic. Health and economic implications have undermined individual livelihoods and community resilience. We also know that border closings and travel bans have left people stranded, or severely limited their movement. Many of these factors are highlighted in the first Global Organized Crime Index which found that over the past year human trafficking has become the most pervasive criminal economy in the world.⁶

COVID-19's impact on migrant labour has also been acute. Data continues to emerge of reduced remittances, loss of employment leading to visa uncertainty, and limited access to social support. With 164 million people working outside their country of origin, travel restrictions and reduced ability to provide remittances can have a negative impact on workers and their families back home.⁷ It also heightens vulnerability to exploitation.

At the same time, the ability of authorities to detect, disrupt and otherwise respond to, and provide support to, survivors of human trafficking have been hampered.

In this time of unprecedented challenge, Australia is committed to working with governments, the private sector, and civil society in combating modern slavery and human trafficking.

Australia has responded to these challenges through innovation and adaptation. We continue to support and engage platforms for global cooperation, through virtual meetings and outreach, and build new global partnerships. Our dedicated development assistance programs have provided personal protective equipment to front-line workers and supported virtual collaboration to support our partners to continue efforts to counter human trafficking, particularly in our region. The trends and dynamics caused by COVID-19 will reverberate over the course of this new international engagement strategy. We will continue to adapt to them.

6 Global Organized Crime Index 2021, Global Initiative Against Transnational Organized Crime, 2021. <https://globalinitiative.net/wp-content/uploads/2021/09/GITOC-Global-Organized-Crime-Index-2021.pdf>

7 Policy Brief: COVID-19 and People on the Move, United Nations, 2020. <https://unsdg.un.org/resources/policy-brief-covid-19-and-people-move>

We developed this strategy through meaningful consultation. This included a public call for submissions, engagement with experts, ongoing discussions across the Australian Government, and engagement with civil society, business and partners in other countries.

I thank everyone who contributed to the development of *Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership*. Working in partnership is a key theme in dealing with these crimes and I look forward to continuing to work with our partners on these important issues.

Most recently, COVID-19 has exacerbated vulnerabilities and made it more difficult to reach people who need support.



Australia's international engagement strategy in summary

VISION

A future where no one is subjected to human trafficking and other forms of modern slavery and the human rights of all are valued equally.

MISSION

To build and support partnerships and identify and implement actions and innovations to end all forms of modern slavery, especially human trafficking, forced labour and forced marriage, in our region and globally.



PRIORITY AREAS



End human trafficking



End forced labour



End forced marriage

STRATEGIC OBJECTIVES

SO1

Increase understanding across sectors of the impact of these crimes, advocate for action, and identify and highlight the tools available to act.

SO2

Support and strengthen the systems in our region that detect, prevent and respond to these crimes.

SO3

Address the drivers, both the specific and the general, through development investments and advocating for systemic change.

PRINCIPLES

Gender responsive

Recognising that Australia's international engagement needs to be designed with awareness that women, men, boys and girls are at risk of different modes of recruitment and forms of exploitation.

Victim and survivor-centred

Recognising that Australia's international engagement needs to be informed by, and be sensitive to, the experiences, needs and preferences of those subjected, directly and indirectly, to human trafficking and modern slavery.

Culturally aware

Recognising that Australia's international engagement needs to be informed by a nuanced understanding of local context.

Partnership focused

Recognising that Australia's international engagement needs to draw together expertise from and promote action across governments, the private sector, and civil society to affect change.

Innovation driven

Recognising that Australia's international engagement needs to be evidence-based and identify and promote creative initiatives that can be scaled or replicated across jurisdictions or sectors.

Global in perspective and regional in focus

Recognising that Australia's international engagement contributes to, and draws on, global understanding and that our operational cooperation and development investments focus on our region.

Executive summary

Human trafficking and other forms of modern slavery, such as forced labour and forced marriage, are not only human rights violations, they are crimes.

Such practices undermine individual agency, weaken communities and economies, and corrupt authorities. (Box 1: Impacts of human trafficking and other forms of modern slavery).

These complex crimes of coercion and control come about when perpetrators target and exploit people made vulnerable through conditions beyond their control. This can include economic shocks and conflict. It can also include systemic drivers such as: income and gender inequality; lack of access to education, human or labour rights protections; disability; and flaws in labour migration in environments with weak oversight and limited justice and law enforcement responses (Box 2: Drivers of human trafficking and other forms of modern slavery).

Australia – international leadership commitment

Australia's international leadership to end human trafficking and other forms of modern slavery advances our commitment to:

- a prosperous and secure Indo-Pacific
- multilateral engagement that strengthens global norms and supports the international framework of agreements, multilateral institutions and organisations established over decades to end these crimes
- regional engagement through co-chairing the premier platform for consultation between source, transit and destination countries – the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process)
- development investments that align with regional goals and work with regional architecture, including our 25-year commitment to supporting the Association of Southeast Asian Nations (ASEAN) to counter trafficking
- enabling innovation by identifying and amplifying best-practice initiatives that build partnerships across sectors and regions
- world-leading domestic framework and response, built through engagement with civil society and business as set out in the National Action Plan to Combat Modern Slavery 2020–25 (National Action Plan) and Modern Slavery Act.

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership recognises that human trafficking and other forms of modern slavery are global issues. No country is immune, and no country can tackle these issues alone.

Governments play a central role in combating human trafficking and other forms of modern slavery in their own jurisdictions, as lawmakers, regulators and through law enforcement. The National Action Plan sets out the national strategic priorities of the Australian Government's response to:

- prevent human trafficking and modern slavery by addressing its drivers
- disrupt, investigate and prosecute these crimes
- support and protect victims and survivors
- build partnerships
- support research.

The National Action Plan also commits Australia to improving its international responses to combat modern slavery (Annex A: Domestic framework).

Australia – international engagement priorities and strategic objectives

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership sets out how the Australian Government will take these strategic priorities forward in international engagement to contribute to efforts that:

- end human trafficking
- end forced labour
- end forced marriage.

Australia will achieve this through 3 strategic objectives:

SO1 Increase understanding across sectors of the impact of these crimes, advocate for action, and identify and highlight the tools available to act.

SO2 Support and strengthen the systems in our region that detect, prevent and respond to these crimes.

SO3 Address the drivers, both the specific and the general, through development investments and advocating for systemic change.

Australia – leader in partnership

Australia has a strong track record as a global leader working in partnership on human trafficking and other forms of modern slavery. Over the past 20 years, we have established and supported many key regional and global platforms central to tackling these crimes.

Australian ministers advocate for these issues on the world stage, and work within government to put in place robust safeguards domestically. We draw on our extensive diplomatic network to inform Australia's policy approach, influence partner government policy, and make strategic contributions in multilateral forums to end these practices. Australia is one of few countries to have a dedicated thematic Ambassador whose purpose is to progress our international efforts to address human trafficking and modern slavery, working closely with Australia's Ambassador for Women and Girls.

Agencies across the Australian Government contribute to the multilateral fora that address human trafficking and other forms of modern slavery. These include:

- human rights bodies, such as the UN Human Rights Council and UN General Assembly Third Committee
- labour rights and trade bodies, such as the International Labour Organization (ILO) and World Trade Organization (WTO)
- criminal justice-related bodies, such as meetings of the States Parties of the UN *Convention against Transnational Organized Crime*, 2000, and UN Congress on Crime Prevention and Criminal Justice.

No country can tackle these complex issues alone, and no government can tackle them in isolation. The Australian Government partners with business and civil society to gain understanding from experts and international organisations, identify and implement breakthroughs and deliver the programs necessary to end these practices. This work is informed wherever possible by those most affected – the victims and survivors of human trafficking and other forms of modern slavery.

Now, more than ever, partnerships are critical to support action that addresses human trafficking and modern slavery, and the drivers of these crimes.

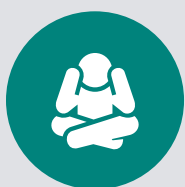
Human trafficking and modern slavery are risks across Australia's complex, globally inter-connected supply chains of goods and services, in particular in industries with large unskilled workforces, remote workplaces, and locations with limited government oversight. To support the implementation of the Modern Slavery Act, government agencies engage regularly with businesses operating in Australia with global supply chains to exchange information on the risks of human trafficking and modern slavery and the tools available to identify and address it.

Australian agencies partner with several innovative initiatives that bring together diverse stakeholders to drive change. An example is the Finance Against Slavery and Trafficking (FAST) initiative. FAST was established to implement the findings of the Financial Sector Commission into Slavery and Trafficking, which was co-convened by the Prime Minister of Liechtenstein, the foreign ministers for Australia and the Netherlands, and Nobel Laureate Muhammad Yunus. FAST's signature report, *A Blueprint for Mobilizing Finance Against Slavery and Trafficking*, guides financial sector actors on how to address modern slavery and human trafficking at their own speeds.

The Australian Government also supports targeted research into better understanding the risks of human trafficking and other forms of modern slavery in key sectors for the Indo-Pacific.

Box 1: Impacts of human trafficking and other forms of modern slavery

Human trafficking and other forms of modern slavery involve some people *treating others as if they own them*. This exploitation has a human toll, economic toll and security toll on individuals, communities and economies.



HUMAN TOLL

The human toll is that lives are ruined or lost. The UN estimates that at any time 40 million men, women, boys and girls are living in slave-like conditions around the globe with others controlling their lives for the purpose of exploitation. Two-thirds of these victims are in the Indo-Pacific. Seventy per cent of victims are women or girls. These human rights violations have a life-long impact on survivors and inflict lasting damage on societies where these practices are entrenched.



ECONOMIC TOLL

The economic toll is that labour is undervalued, limiting victims' and survivors' economic agency and eroding financial systems. The ILO estimates that the global economy loses close to US\$20 billion a year through lost wages. As well as individual losses there are inter-generational losses to families and communities. Exploitation distorts markets by misallocating investment into sectors that would not otherwise be profitable, reducing overall economic productivity.



SECURITY TOLL

The security toll is significant. The ILO estimates that trafficking for forced labour in the private economy generates US\$150 billion in illegal profits annually. Two-thirds of these profits come from commercial sexual exploitation, and one-third from forced labour in other sectors. These illicit flows finance transnational criminal activity, including terrorism and organised crime, and undermine governance through bribery of officials and corruption.

Australia – strong supporter of regional response systems

While Australia's perspective is global, the focus of our effort is the Indo-Pacific. Australia has a long-term commitment to working with the region and across sectors to support the response systems to end these crimes, through regional consultation and long-term development investments.

Regional consultation

The foreign ministers for Australia and Indonesia co-chair the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime.⁸ Established in 2002, the Bali Process continues to be the premier regional forum for consultation between source, transit and destination countries across the Indo-Pacific. The Bali Process comprises 45 member governments plus the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR), UN Office on Drugs and Crime (UNODC) and International Labour Organization (ILO). It is a non-binding, robust and responsive regional forum for policy dialogue, information sharing and practical cooperation across the Indo-Pacific.

The Bangkok-based Regional Support Office, co-managed by Australia and Indonesia, is the practical arm of the Bali Process. It has delivered training, workshops and policy guides to Bali Process members since 2012. In response to COVID-19, the office has pivoted initiatives to assist members in meeting irregular migration challenges posed by the pandemic and overcome difficulties in delivering face-to-face training.

The Bali Process Working Group on Trafficking in Persons – one of 4 working groups within the Bali Process – promotes effective and coordinated law and justice responses to combating human trafficking in the Indo-Pacific region. Its work includes strengthening cooperation between member countries, promoting dialogue on emerging issues and good-practice responses, developing guidance material, and facilitating opportunities for training and capacity building. The working group has identified forced marriage as an emerging issue for consideration as part of its 2021–23 work plan.

While Australia's perspective is global, the focus of our effort is the Indo-Pacific.

The Bali Process Government and Business Forum brings together ministers and business leaders to exchange views, including on ways to support supply chain transparency, ethical recruitment and worker redress mechanisms. The forum's AAA recommendations (Acknowledge, Act and Advance) provide a framework for business and government to share best practice on these issues.⁹ As a permanent track of the Bali Process, the forum fosters understanding and enduring relationships between government agencies, businesses and researchers actively working to end human trafficking and modern slavery. The Government and Business Forum has evolved under the constraints of online meetings to become a forum for identifying sector-specific intersections where business and government can work together for change.

8 www.baliprocess.net

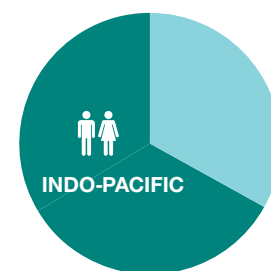
9 www.baliprocessbusiness.org and www.baliprocess.net/UserFiles/baliprocess/File/AAA%20Recommendations.pdf

The Pacific Island Forum's Boe Declaration Action Plan recognises the importance of strengthening regional efforts to address human trafficking by dismantling organised criminal networks. Several Pacific island countries have finalised, or are preparing, national action plans to address forms of modern slavery and are increasingly engaging on the broader issue of business and human rights. Australian agencies are increasing engagement with Pacific island countries bilaterally and through regional forums to end human trafficking and other forms of modern slavery. For example, Australia's new regionally focused initiatives – Pacific Fusion Centre and Australia Pacific Security College – focus on Boe Declaration priorities. The Pacific Fusion Centre, funded by the Australian Government, provides strategic analysis of security issues to support decision making by Pacific governments. The Australia Pacific Security College provides technical assistance for Pacific island countries' security strategies and targeted training.

Development investments

Australia has several long-term development investments focused on Southeast Asia that work with existing regional architecture to build regional resilience and address human trafficking and modern slavery. The ASEAN–Australia Counter Trafficking (ASEAN–ACT) program was formally launched by the Australian Minister for Foreign Affairs, Senator the Hon Marise Payne, in August 2019. It is a 10-year (2018–28), \$80 million counter-trafficking initiative, that builds on Australia's 15 years of partnership with ASEAN member states to eliminate human trafficking. ASEAN–ACT works with ASEAN member states to strengthen the development of effective justice systems that provide just punishment of traffickers and protect the rights of victims. It also supports ASEAN member states to implement commitments under the *ASEAN Convention Against Trafficking in Persons, Especially Women and Children*, 2015.

TWO-THIRDS
OF HUMAN
TRAFFICKING
AND MODERN
SLAVERY VICTIMS
ARE IN THE
INDO-PACIFIC



6.1 PER 1,000 PEOPLE*

* Source: *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, ILO, 2017

The Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development (TRIANGLE) in ASEAN is a 12-year (2015–2027) \$24 million migrant worker program implemented by the ILO and co-funded with Canada. It promotes safe and fair migration within ASEAN to protect the rights of migrant workers. TRIANGLE also contributes to Australia's broader counter-trafficking efforts in the region by recognising that strong migrant worker protection frameworks help to reduce trafficking vulnerabilities.

Operational cooperation

Australian law enforcement and border agencies have well-established operational relationships with counterpart agencies in key source, transit and destination countries for human trafficking and related forms of exploitation in our region. Australian agencies support peer-to-peer learning through regional secondments and engagement to support partner countries to strengthen their responses. This includes through legal and policy frameworks and their effective implementation.

Human trafficking and other forms of modern slavery are a consequence of complex drivers that increase victims' vulnerability to exploitation and enable perpetrators to profit. Drivers of human trafficking and modern slavery include poverty, gender inequality, lack of economic opportunity, lack of access to education, and weak rule of law.



Australia – committed to addressing the drivers

Human trafficking and other forms of modern slavery are a consequence of complex drivers that lead individuals to become vulnerable to exploitation and enable perpetrators to flourish and profit from this exploitation (Box 2: Drivers of human trafficking and other forms of modern slavery).

Our official development assistance (ODA) and humanitarian interventions address human trafficking, forced labour and forced marriage drivers across the breadth of bilateral, regional and multilateral support and investments.

Australia has also consistently supported the UN Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children.¹⁰ Investing in the fund allows Australia's contribution to grow. Financing is provided through competitive grant rounds run by the UNODC to front-line agencies working directly to support victims and survivors around the globe.

¹⁰ Established under the UN Global Plan of Action to Combat Trafficking in Persons.

Box 2: Drivers of human trafficking and other forms of modern slavery



According to the ILO, income shocks and poverty are the main economic drivers contributing to an individual's risk to human trafficking and modern slavery.

Other drivers include lack of access to education, gender inequality, disability, and flaws in labour migration. Perpetrators flourish in, and perpetuate, systems with weak governance and limited oversight. Child, early and forced marriage is a manifestation of gender inequality, which is linked to poverty and barriers to education, limited human rights protections and weak law enforcement.

Conflict and disaster exacerbate these drivers and put at risk those previously not at risk. The ILO predicts that the equivalent of 400 million full-time jobs will be lost because of COVID-19, and that 119 to 124 million people will be pushed into extreme poverty.¹¹ An estimated additional 8.9 million children are predicted to be in child labour because of rising poverty by the end of 2022.¹² School closures have increased girls' risks of forced marriage and girls' and boys' risk of child labour. The UN Children's Fund (UNICEF) estimates that 10 million girls are at risk of child marriage due to COVID-19 over the coming decade¹³, including because of the death of their parents.

Perpetrators of human trafficking and other forms of modern slavery take advantage of a lack of oversight or enforcement of relevant laws to target the vulnerable. The hidden nature of these crimes leads to impunity for perpetrators as their victims are hard to identify and hard to reach with support. Lockdowns during the pandemic have greatly complicated the already difficult work for authorities to detect and disrupt these crimes. The pernicious practice of using trafficking victims to identify and recruit new victims protects the leaders of criminal organisations from prosecution and leads to cycles of revictimisation.¹⁴

11 Lakner et al. *Updated estimates of the impact of COVID-19 on global poverty: Looking back at 2020 and the outlook for 2021*, World Bank, 2021. <https://blogs.worldbank.org/opendata/updated-estimates-impact-covid-19-global-poverty-looking-back-2020-and-outlook-2021>

12 *Child Labour: Global estimates 2020, trends and the road forward*, ILO and UNICEF, 2021. https://www.ilo.org/wcmsp5/groups/public/-ed_norm/-ipec/documents/publication/wcms_797515.pdf

13 *COVID-19: A threat to progress against child marriage*, UNICEF, 2021. https://data.unicef.org/resources/covid-19-a-threat-to-progress-against-child-marriage/?mc_cid=45c34af784&mc_eid=5f8a48ef23

14 *Global Report on Trafficking in Persons*, UNODC, 2020. <https://www.unodc.org/unodc/data-and-analysis/glotip.html>

Australia – priority areas

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership considers human rights, economic and development, as well as security and justice issues, and how to take these forward in international engagement to contribute to efforts that¹⁵:

- **end human trafficking**
- **end forced labour**
- **end forced marriage.**

These 3 priority areas are defined by and prohibited by international law through relevant international instruments, which provides a common frame of reference for engaging with other countries. They are also recognised in the UN's Sustainable Development Goals (SDGs), to which Australia is a signatory (Box 3: Sustainable Development Goals).

Our international engagement, across many platforms, reflects that the 3 priority areas are deeply inter-linked and share many drivers, characteristics, and platforms to respond. It also reflects that each priority area has some distinct characteristics often relating to factors including the:

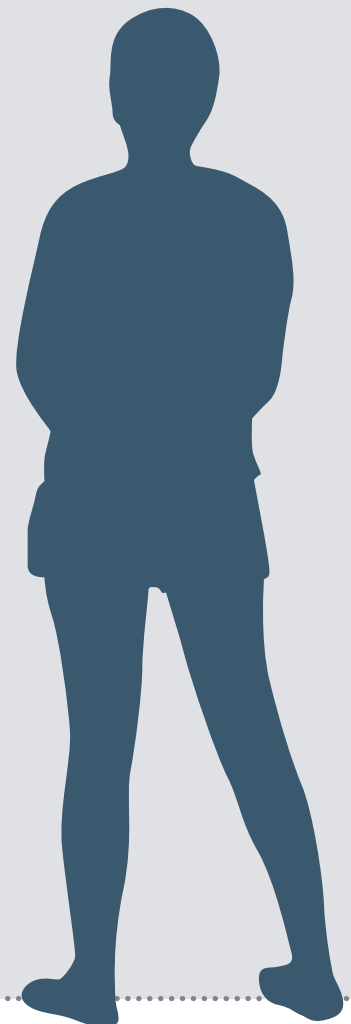
- location of exploitation
- location of the perpetrator
- vulnerability of victims
- other stakeholders involved.

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership sets out the international framework of each priority area, the international response, and the achievements and commitment of Australia's international engagement under each priority area.

Box 3: Sustainable Development Goals

The SDGs, and their key targets and indicators, are an ambitious and holistic global framework for sustainable development to 2030 and beyond.

Human trafficking, forced labour and other forms of modern slavery are specifically addressed in 3 key targets. Many other SDGs are also relevant to the core drivers since they cut across poverty, unequal access to education, gender inequality, violence against women and girls, labour migration and absence of protection.



¹⁵ These priority areas come under the umbrella term 'modern slavery' as defined in Australia's National Action Plan to Combat Modern Slavery 2020–25.

Key targets



Target 5.2: Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.



Target 8.7: 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.

Target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.



Target 16.2: End abuse, exploitation, trafficking and all forms of violence against and torture of children.

Target 16.3: Promote the rule of law at the national and international levels and ensure equal access to justice for all.

Target 16.a: Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

Priority Area 1: End human trafficking

International framework

Human trafficking is defined under international law by the *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* – otherwise known as the Palermo Protocol.

Article 3(a) of the Palermo Protocol defines human trafficking as:

... the recruitment, transportation, transfer, harbouring or receipt of persons,

by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person,

for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

The Palermo Protocol also makes clear that the recruitment, transportation, harbouring or receipt of a child (any person under 18 years of age) for the purpose of exploitation shall be considered human trafficking even if this does not involve any of the means set forth in Article 3(a).

International response

Cross-border human trafficking

Human trafficking often involves moving a person across international borders. Because of this, considerable international work is invested in building cooperation between source, transit and destination countries. This is to detect, protect and assist victims, and disrupt and prosecute perpetrators.

Much of the work to disrupt human trafficking is achieved through bilateral cooperation between law enforcement agencies and at borders, with increasing involvement from financial intelligence units. In Australia this is AUSTRAC – the Australian Transaction Reports and Analysis Centre. Increasingly, partners like the finance sector are ramping up their involvement to address the enabling environment for human trafficking and build on anti-money laundering efforts that target illicit flows.

SECURITY TOLL

Human trafficking is the most pervasive of all the criminal markets globally*

Trafficking for forced labour generates



US\$150 billion

IN ILLEGAL PROFITS ANNUALLY

66% of profits come from commercial sexual exploitation



33% OF PROFITS COME FROM FORCED LABOUR, OTHER SECTORS

* Source: Global Organized Crime Index 2021, Global Initiative Against Transnational Organized Crime



Regional consultative mechanisms on irregular migration also play key roles. In the Indo-Pacific this is the Bali Process. The Bali Process also works closely with other consultation mechanisms, such as the Abu Dhabi Dialogue and Budapest Process, to exchange best practice and build common understanding of global irregular migration trends and responses. Australia's support to partner countries to strengthen legal and policy frameworks to combat human trafficking, and their effective implementation, is also important to our international efforts.

In Australia's region, the *ASEAN Convention Against Trafficking in Persons, Especially Women and Children*¹⁶ was finalised in 2015, with support in the form of technical assistance from Australia. It entered into force in March 2017. This Convention provides ASEAN member states a regional framework of cooperation to combat trafficking in persons, and a strong foundation for partners to work with ASEAN on this issue. Countering human trafficking has strong bipartisan support across ASEAN and all ASEAN member states have taken steps towards implementing the Convention. Australia supports implementation, including by working directly with ASEAN sectoral bodies and organs that play a role in implementation.

Technology-facilitated human trafficking and slavery

Under the Palermo Protocol, human trafficking does not require the movement of a person domestically or across an international border. Technology is increasingly used to facilitate exploitation and abuse. This means victims can be subject to slavery-like practices in their own homes or workplaces if they are being coerced, groomed, recruited or harboured through technology for the purpose of exploitation. Drivers of online exploitation can be the same as the drivers of other forms of human trafficking, however disruption requires innovative tools to target technical and financial enablers, and sophisticated and networked online offender communities.

¹⁶ ASEAN *Convention Against Trafficking in Persons, Especially Women and Children*, 2015. <https://www.asean.org/wp-content/uploads/2015/12/ACTIP.pdf>

TRENDS

Over the next 5 years:

- economic shocks from COVID-19 and regional conflict will lead to more individuals becoming prey to deception and coercion of traffickers, as individuals are displaced and/or seek better livelihoods
- vulnerability to trafficking will increase as the demand for low-cost labour increases, concurrent with post-COVID-19 economic recovery
- technology will increase as a means of human trafficking and will be increasingly used by authorities to disrupt traffickers and reach survivors
- understanding of the ability to drive change will build across sectors not traditionally focused on addressing human trafficking, such as finance and data analytics
- development and humanitarian agencies will place greater emphasis on the intersectional nature of human trafficking when designing investments and interventions.

Online child sexual exploitation and abuse (CSEA) is a related crime type. It is arguably the most common and fastest growing form of online offending globally. Online CSEA involves engaging in sexual activity with a child online and transmitting child sexual abuse material, including that which is live-streamed from around the world. Combating CSEA online is an area of particular focus for Australia under the National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030, launched on 27 October 2021.

Australia's international engagement to end human trafficking

Australian international engagement has resulted in a number of significant achievements since the launch of Amplifying Our Impact: Australia's International Strategy to Combat Human Trafficking and Slavery in 2016.

Global advocacy

Australia's ministers, thematic Ambassador and diplomatic network have strategically contributed Australian Government perspectives and expertise to international forums that address human trafficking.

In April 2021, Australia's Foreign Minister, Senator the Hon Marise Payne, co-convened with her then Spanish counterpart a virtual meeting of women foreign ministers to discuss the gender dimension of human trafficking. The discussion brought together a cross-regional group of 14 foreign ministers from Africa, Europe and the Indo-Pacific.¹⁷ The ministers discussed the impact of technology as an enabler for perpetrators and a tool for investigators and the importance of survivor voices in designing responses. They committed to building cross-regional partnerships in multilateral forums to address human trafficking.

Australia's Ambassador for People Smuggling and Human Trafficking maintains an active agenda of bilateral and multilateral engagement. Despite travel limitations, the Ambassador has continued to represent Australia at multiple events dedicated to addressing human trafficking, highlighting our approach to global audiences (including counterparts in other governments, civil society organisations, international organisations and business).

Agencies across the Australian Government contribute to Australia's participation in the multilateral fora that address human trafficking and other forms of modern slavery. This includes the UN Human Rights Council, UN General Assembly Third Committee, and reviews every 4 years in the General Assembly of the UN Global Plan of Action to Combat Trafficking in Persons, Especially Women and Children.¹⁸

In these forums Australia has consistently supported resolutions, statements and initiatives that are human-rights based, victim-centred and retain commitments to gender equality and women's empowerment. These are resolutions, statements and initiatives that:

- identify and address the root causes of human trafficking, such as gender inequalities, labour migration, poverty, lack of education and illiteracy, disability and corruption
- recognise the importance of partnerships across diverse sectors, particularly the need for business engagement, and civil society involvement.

In 2019, Senator the Hon Marise Payne announced Australia would join the Blue Heart Campaign¹⁹, which raises awareness of the impact of human trafficking on society and supports fundraising for the UN Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, established in 2010 within the UN Global Plan of Action to Combat Trafficking in Persons.

17 The meeting included foreign ministers of Andorra, Australia, Belgium, Bulgaria, Estonia, Guinea-Bissau, Kenya, Libya, Liechtenstein, Norway, South Africa, Spain, Sudan and Timor-Leste.

18 Adopted by the General Assembly in 2010. It promotes coordinated and comprehensive approaches to human trafficking among member states and mainstreams the issue of human trafficking into UN programs.

19 UNODC. <https://www.unodc.org/blueheart/>

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> advocate bilaterally, regionally and multilaterally to drive cooperation, increase global ambition and identify and highlight best-practice approaches to end human trafficking 	●	●	●
<ul style="list-style-type: none"> highlight the causes and consequences of human trafficking and the importance of a victim and survivor-centred approach. 	●	●	●

* Refer page 9 for Strategic objectives

Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime

Australia and Indonesia, as co-chairs of the Bali Process, have continued to build and enhance the region’s response to addressing human trafficking and other forms of irregular migration. The Bali Process provides an inclusive, non-binding forum for member governments and organisations to exchange perspectives on irregular migration challenges and responses in the region.

Collaboration among members has led to the development of several policy guides, including:

- Policy Guide on Following the Money in Trafficking in Persons Cases
- Practitioner Guide Series on Improving the Protection of Trafficking Victims (in collaboration with the NEXUS Institute)
- Bali Process Guide on Returns and Reintegration.

In 2021, the Bali Process Trafficking in Persons Working Group also developed a Compendium of Good Practice Examples to Combat Exploitation in Supply Chains.²⁰ This brings together expertise from members to facilitate knowledge sharing and inspire effective action. The Bali Process Regional Support Office develops and delivers training on these guides to Bali Process member governments.

The Bali Process has also instigated research to build member understanding of the interlinkages between human trafficking and other crime types. In 2020–21, this supported UNODC research on Corruption as a Facilitator of Smuggling of Migrants and Trafficking in Persons in the Bali Process Region with a focus on Southeast Asia. It also supported projects on supporting sustainable returns (with IOM) and civil registration and vital statistics (with UNHCR).

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> together with Co-chair Indonesia, build and enhance the region’s response to human trafficking through the Bali Process by providing an inclusive, non-binding forum for policy dialogue, information sharing and practical cooperation among members 	●	●	●
<ul style="list-style-type: none"> support the delivery of training and other capacity building to members through the Bali Process Regional Support Office 	●	●	●
<ul style="list-style-type: none"> support research that highlights the links between human trafficking and other serious organised crime activity and other crime types. 	●	●	●

* Refer page 9 for Strategic objectives

20 *Compendium of Good Practice Examples to Combat Exploitation in Supply Chains*, www.baliprocess.net/resources-support-office/resources/

Regional development investments and operational cooperation

Australia has designed, launched and is implementing the ASEAN–ACT investment, a 10-year commitment (2018–2028) to strengthening counter-trafficking responses in Southeast Asia. ASEAN–ACT builds on Australia's partnership of 15 years with ASEAN member states to eliminate human trafficking.²¹

Key achievements of ASEAN–ACT to date include:

- Building regional and national capacities in law enforcement, judiciary and related agencies' responses to counter human trafficking, including training more than 2,000 people in 2020.
- Conducting webinars on justice system adaptive responses for ASEAN policy makers and practitioners. Topics have included victim compensation and women as leaders and change agents in the counter-trafficking sector.
- Supporting key ASEAN sectoral bodies and organs to implement and monitor the ASEAN *Convention Against Trafficking in Persons, Especially Women and Children*, 2015.
- Providing responsive COVID-19 support to government partners, including personal protective equipment for those at the front line, a COVID-19 resource portal and a 'Do No Harm' guide on working with victims of trafficking for counter trafficking partners and stakeholders.
- Informing policy development on recruitment policies and practices in Vietnam and Lao People's Democratic Republic to reduce vulnerability to human trafficking.
- Advocating for a rights-based, gender-aware approach to victim identification and protections, including improved shelter practices and non-punishment of victims.

- Launching a grants program for civil society, starting with 9 partnerships with civil society organisations across the region to directly support and advocate for the rights of victims of trafficking and build the evidence base for policy reform.

Australia has provided additional funding to TRIANGLE in ASEAN, a 12-year (2015–2027), \$24 million migrant worker program implemented by the ILO and co-funded with Canada to promote safe and fair migration within ASEAN.²² The program recognises that strong migrant protection frameworks help to reduce trafficking vulnerabilities.

Key achievements of TRIANGLE in ASEAN to date include:

- Helping more than 178,000 prospective migrant workers and their families access legal and financial help through 28 Migrant Worker Resource Centres located in 6 ASEAN countries. This includes providing COVID-19-related assistance to 54,106 migrant workers.²³
- Facilitated the provision of more than US\$10,700,000 in compensation to migrant workers for legal claims through courts. This includes US\$5,987,419 to 6,677 migrant workers in 481 cases throughout 2020; and US\$4,631,329 in 550 COVID-19-related cases from the beginning of the pandemic until September 2021.
- Building local and regional capacity by training more than 39,500 people from ASEAN member states on labour migration issues.
- Working with ASEAN countries to reform labour migration law and policy, with 36 policy and legislative instruments adopted with technical assistance from TRIANGLE.

Australian Government operational agencies have supplemented these long-term investments by delivering targeted peer-to-peer assistance to support Indo-Pacific partners to develop and implement strengthened legal and policy responses to human trafficking.

²¹ www.aseanact.org

²² https://www.ilo.org/asia/projects/WCMS_428584/lang-en/index.htm

²³ Figures taken from the beginning of the pandemic until September 2021.

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> continue to deliver targeted development investments that strengthen the capacity of partner governments in the Indo-Pacific to: detect, investigate, prosecute and adjudicate trafficking in persons cases; protect and support victims and witnesses; and support implementation of relevant international and regional instruments 	●	●	●
<ul style="list-style-type: none"> support survivor-led, trauma-informed initiatives and organisations that assist victims and survivors of human trafficking, including through providing grants to relevant trust funds 		●	●
<ul style="list-style-type: none"> ensure victim and survivor insights and lived experiences are considered in policy responses, development investments, and operations 	●	●	●
<ul style="list-style-type: none"> deliver targeted peer-to-peer assistance to support Indo-Pacific partners to develop and implement strengthened legal and policy responses to human trafficking under the National Action Plan to Combat Modern Slavery 2020–25 		●	●
<ul style="list-style-type: none"> continue to foster international cooperation to disrupt and prosecute human trafficking offences 		●	
<ul style="list-style-type: none"> track the illicit proceeds of human trafficking through cooperation with regional financial intelligence units. 		●	

* Refer page 9 for Strategic objectives

Promoting cross-sector partnerships

In 2018, the Australian Minister for Foreign Affairs, Senator the Hon Marise Payne, co-convened with the Prime Minister of Liechtenstein, the Foreign Minister for the Netherlands, and Nobel Laureate Muhammad Yunus, the Financial Sector Commission on Modern Slavery and Human Trafficking to strengthen the global financial sector’s role in fighting modern slavery and human trafficking. In September 2019, the Commission released *A Blueprint for Mobilizing Finance against Slavery and Trafficking*²⁴ at the UN General Assembly.

The financial sector has significant influence over global business and plays a unique role in investing in and fostering business practices that help end modern slavery and human trafficking. The Blueprint sets out goals and actions for the financial sector to combat trafficking and slavery. Public financial actors also play a powerful role in enforcing anti-trafficking norms through public procurement requirements, and investment and lending choices.

The Blueprint sets out 5 goals which financial sector actors can work towards through individual and collective action:

1. Compliance with laws against modern slavery and human trafficking.
2. Knowing and showing modern slavery and human trafficking risks.
3. Using leverage creatively to mitigate and address modern slavery and human trafficking risks.
4. Providing and enabling effective remedy for modern slavery and human trafficking harms.
5. Investing in innovation for prevention.

Blueprint implementation is being taken forward by FAST, run out of the UN University. In 2019–20, Australia provided funding to the university to support understanding of the Blueprint in the Indo-Pacific. This funding is being used to develop government-facing training on the role of government financial actors – financial regulators, financial intelligence units, pension funds, sovereign wealth funds – in ending human trafficking and other forms of modern slavery.

24 *A Blueprint for Mobilizing Finance Against Slavery and Trafficking*, Final Report of Liechtenstein Initiative’s Financial Sector Commission on Modern Slavery and Human Trafficking, 2019. <https://www.fastinitiative.org/wp-content/uploads/Blueprint-DIGITAL-3.pdf>

The 4 principles to guide Government action to combat human trafficking in global supply chains (the Principles) were developed in 2017 by the governments of Australia, Canada, New Zealand, United Kingdom and the United States. They provide a framework from which countries can build a strategy to take effective action within public and private sector supply chains.

The 4 principles are:

Principle 1

Take steps to prevent and address human trafficking in government procurement practices.

Principle 2

Encourage the private sector to prevent and address human trafficking in its supply chains.

Principle 3

Advance responsible recruitment policies and practices.

Principle 4

Strive for harmonisation.

The Australian Government is driving action to support implementation of all 4 principles in its work to combat human trafficking and other forms of modern slavery domestically and overseas.

Addressing online child sexual exploitation and abuse

Australia has a comprehensive domestic legal framework that criminalises all forms of child sexual abuse, including abuse online. The most serious offences under Commonwealth law attract maximum penalties of up to life imprisonment and mandatory minimum sentences, reflecting the gravity of offending and the harm to victims or survivors.

Australia has actively pursued stronger normative language on countering online CSEA in UN forums. In May 2019, Australia and Mexico co-led a resolution on countering child sexual exploitation and sexual abuse online at the UN Commission on Crime Prevention and Criminal Justice (CCPCJ). This progressed to the 74th Session of the UN General Assembly for endorsement and was adopted by consensus (A/RES/74/174). The resolution urged member states to strengthen domestic legal frameworks, criminalise online CSEA and increase international cooperation to combat cybercrimes and related offline offending. Australia also led the negotiation of language on countering online CSEA contained in the Kyoto Declaration of the 14th United Nations Congress on Crime Prevention and Criminal Justice in March 2021. This provides the political momentum to underpin the work of the CCPCJ and related bodies over the next 5 years.

In March 2020, following broad consultation with leading technology companies, academia, civil society and industry, the Australian Government released – with Canada, New Zealand, the United Kingdom and the United States – the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse, to provide a framework for combatting online CSEA and drive collective action. The Australian Government also partners with the WePROTECT Global Alliance – an alliance of governments, technology companies and civil society organisations – to promote endorsement of the Voluntary Principles and galvanise industry to proactively prevent, detect and act on CSEA facilitated by their platforms and services.

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> continue to identify, participate in, and support innovative partnerships to increase understanding and enhance cooperation between the public and private sector in ending human trafficking, particularly in the Indo-Pacific 	●	●	●
<ul style="list-style-type: none"> support research to address data gaps and identify initiatives that have demonstrated, or have the potential to demonstrate, an impact in ending human trafficking. 	●	●	●

* Refer page 9 for Strategic objectives

Under the National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030, the Australian Government builds relationships with digital industry to drive a coordinated and collaborative charge against offenders’ exploitation of online platforms to commit CSEA. The national strategy has also established a 4-year, peer-to-peer capacity building program that will see Australia work with partners in the Indo-Pacific to strengthen policy and legislative responses, with a strong focus on online and travelling child sex offenders.

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> continue to advocate for the digital industry to endorse, proactively implement and transparently report against the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse 	●		
<ul style="list-style-type: none"> support multilateral efforts to address child sexual exploitation and abuse (CSEA) 	●		
<ul style="list-style-type: none"> work with partners in the Indo-Pacific to build law and justice capacity to prevent, detect and combat child sexual abuse. 		●	●

* Refer page 9 for Strategic objectives

Preventing harm in Australian Government-supported activities

Australia was the first country in the world to recognise trafficking and exploitation of children in orphanages overseas as a form of modern slavery.

The Australian Government has regulations requiring Australian charities with overseas activities to establish measures to prevent harm, exploitation and abuse of vulnerable persons. DFAT launched a Smart Volunteering campaign in 2018²⁵, which discourages orphanage tourism and highlights the potential to create harm through short-term, unskilled volunteering in overseas orphanages.

Since the Modern Slavery Act was adopted, Australian Government agencies have strengthened safeguards to manage the risk that Australian Government procurement does not contribute to human trafficking and other forms of modern slavery.

The Australian Government also committed to holding itself to the same standard as business by preparing and publishing an annual Commonwealth Modern Slavery Statement which details the Australian Government’s actions to identify and address human trafficking and other forms of modern slavery risks across procurement and investment activities. The first statement (2020) outlined actions to assess and address risks in 4 high-risk areas: investments; textiles procurement; overseas construction; and cleaning and security services. The second statement (2021) builds on the first and continues to focus on the 4 high-risk areas. It also addresses risks in information and communications technology hardware procurement.

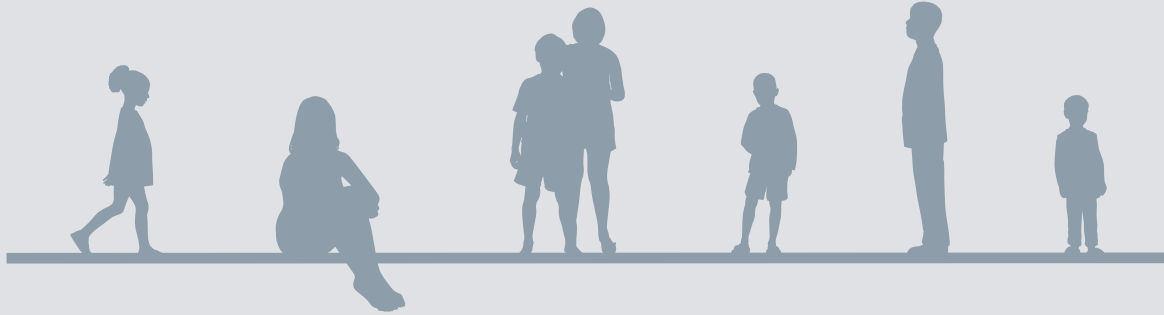
Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> ensure appropriate safeguards to identify and manage the risk of human trafficking and other forms of modern slavery in Australian Government activities 		●	●
<ul style="list-style-type: none"> continue to train Australian Government officers deployed overseas on how to identify risks of human trafficking and support Australian victims of human trafficking overseas. 		●	●

* Refer page 9 for Strategic objectives

25 DFAT. <https://www.dfat.gov.au/people-to-people/volunteers/smart-volunteering>

Box 4: Commitment to the Pacific – human trafficking, forced labour and forced marriage

While there is limited data for Pacific island countries, the Pacific reflects global risk factors for human trafficking and other forms of modern slavery.



This includes patterns of people movement, internal conflicts, natural disasters, and constraints on border and immigration controls. COVID-19's effect on labour markets, economic security and social support systems likely raises vulnerabilities.

Pacific island countries have responded to these challenges at global, regional and national levels. Countries are engaged in some of the key mechanisms for addressing human trafficking and other forms of modern slavery, including the Bali Process²⁶, SDGs and Alliance 8.7²⁷ (Fiji is a Pathfinder country). The Pacific Islands Forum's Boe Declaration Action Plan includes strategic focus areas on enhancing regional efforts to

address human exploitation associated with fisheries and other environment types,²⁸ and strengthening regional efforts to disrupt and dismantle transnational crime networks including human trafficking.²⁹

Some Pacific island countries have developed, or are developing, national action plans on human trafficking to consolidate and coordinate domestic action. Australia works closely with Pacific island countries on a range of immigration and law and justice issues, providing institutional links through which to increase awareness of human trafficking and other forms of modern slavery. Australia also has a long-standing commitment to addressing violence against women and girls in the Pacific.

26 Pacific island members of the Bali Process are Australia, Fiji, Kiribati, Nauru, New Caledonia, New Zealand, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga and Vanuatu.

27 Alliance 8.7 is an inclusive global partnership committed to achieving Target 8.7 of the SDGs. www.alliance87.org Pathfinder countries have committed to go further and faster to achieve Target 8.7.

28 Item 3(vi), 2019 Action Plan to Implement the Boe Declaration on Regional Security.

29 *ibid.*, Item 4(ii).

Human trafficking and other forms of modern slavery are issues in the Pacific that could affect longer-term stability, resilience and development. Australia will deepen its engagement in the Pacific over the life of this strategy by:

1. Building regional awareness and capacity to address modern slavery as a transnational crime, national security and development issue.



Australia will work with partners to build awareness and understanding of this cross-cutting issue through our regional partnerships and programs. This includes support for targeted research and prevalence mapping. We will encourage wider Pacific engagement through existing mechanisms such as the Bali Process and Alliance 8.7 and ensure these mechanisms table issues of relevance to the Pacific.

We will seek to prioritise, where possible, a focus on issues of human trafficking and other forms of modern slavery with regional partners, including the Pacific Immigration Development Community, Pacific Islands Forum Sub-committee on Regional Security, Forum Fisheries Agency, Australia Pacific Security College, Pacific Transnational Crime Network, Joint Heads of Pacific Security, and Pacific Community for Law Enforcement Cooperation.

We will also encourage greater information sharing across the Pacific, including through, but not limited to, the Pacific Fusion Centre, Bali Process Regional Support Office and in Pacific Immigration Development Community training materials.

2. Integrating modern slavery considerations into our existing operations.



Australia will explore opportunities to support fisheries and immigration operations, the law and justice sector, and gender responses to human trafficking and other forms of modern slavery. We will ensure our engagement is fit-for-purpose, relevant, gender-responsive and context-specific.

We will also address the broader drivers of vulnerability to human trafficking and other forms of modern slavery through our official development assistance programs and, where appropriate, refine our existing investments and partnerships to match emerging issues and risks.

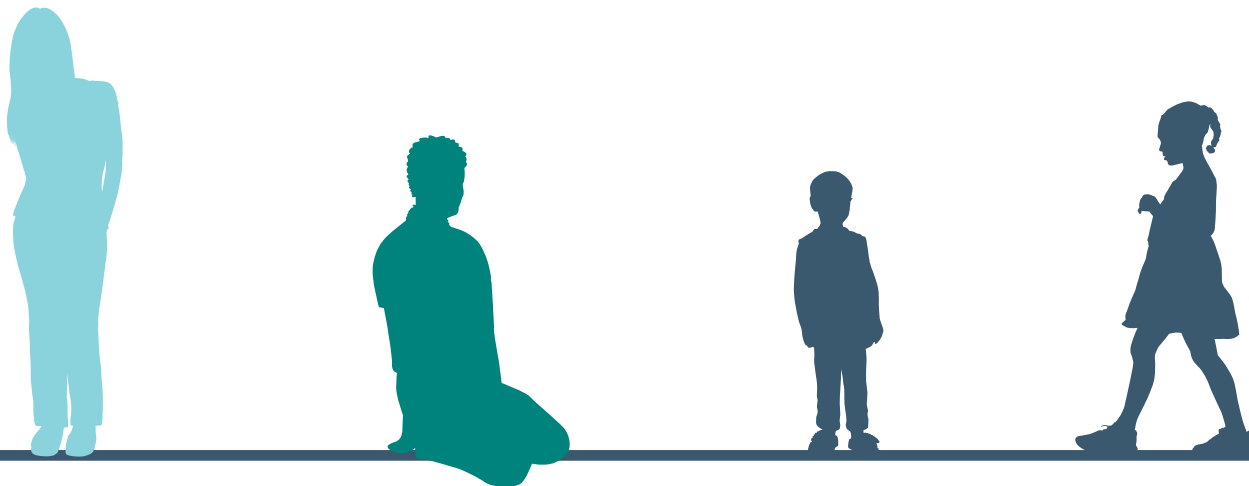
3. Targeting intervention and capacity building.



Australia will support targeted intervention for long-term reform through a new multi-year investment that builds on existing initiatives and introduces new ones. This includes programs to support Pacific governments to accede to, and implement, the UN *Convention on Transnational and Organized Crime*, 2000, and its protocols. This will enhance Pacific governments' participation in the Convention's review processes and implementation of anti-trafficking reforms.

We will align this work to our considerable current law and justice programs, including through the Police Transnational Crime Network, Pacific Transnational Crime Network, Pacific Transnational Crime Coordination Centre and Pacific Community for Law Enforcement Cooperation.

Priority Area 2: End forced labour



International framework

Not being subject to forced labour, slavery or servitude are fundamental human rights that have their origins in the Universal Declaration of Human Rights. The right to freedom from slavery, servitude and forced labour is protected under the International Covenant on Civil and Political Rights and are rights from which no derogation is permitted. These rights are also established in similar forms in a number of the ILO's fundamental conventions and are supported by other multilateral frameworks such as the Organisation for Economic Co-operation and Development (OECD) and the WTO.

SDG 8.7 calls upon UN member states to take immediate and effective measures to:

- eradicate forced labour
- end modern slavery and human trafficking
- secure the prohibition of the worst forms of child labour, including recruitment and use of child soldiers
- end child labour in all its forms by 2025.

ILO *Forced Labour Convention, 1930*

Forced or compulsory labour is defined under Article 2 of the *ILO Forced Labour Convention, 1930* (No. 29), as:

All work or service which is exacted from any person under the menace of any penalty and for which said person has not offered himself voluntarily.

According to the ILO, this definition has 3 elements:

1. Work or service – refers to all types of work occurring in any activity, industry or sector (including in the informal economy).
2. Menace of any penalty – refers to a wide range of penalties used to compel someone to work.
3. Involuntariness or 'offered voluntarily' – refers to the free and informed consent of a worker to take a job and their freedom to leave at any time.³⁰

This Convention has been ratified by 179 ILO member states, including Australia. Eight member states are yet to ratify the Convention.

³⁰ This would not be the case if, for example, an employer made false promises so the worker takes a job they otherwise would not have accepted.



Protocol of 2014 to the Forced Labour Convention, 1930

Article 1 (3) of the *Protocol of 2014 to the Forced Labour Convention, 1930*, reaffirms the definition of forced labour in Convention No. 29. This definition encompasses situations of trafficking for forced labour by explicitly requiring measures taken under the Protocol, including specific action against trafficking in persons for the purposes of forced or compulsory labour.

Article 1(1) of the Protocol sets out its central requirement:

In giving effect to its obligations under the Convention [No. 29] to suppress forced or compulsory labour, each Member shall take effective measures to prevent and eliminate its use, to provide to victims protection and access to appropriate and effective remedies, such as compensation, and to sanction the perpetrators of forced or compulsory labour.

This Protocol has been ratified by 57 ILO members. Australia is progressing its ratification. A total of 130 member states are yet to ratify the Protocol.

ILO Worst Forms of Child Labour Convention, 1999

The ILO has also established international labour standards to deal with the worst forms of child labour.³¹ The *Worst Forms of Child Labour Convention, 1999*, addresses serious forms of child labour, such as where children are, often at a very early age:

- enslaved
- separated from their families
- exposed to serious hazards and illnesses
- left to fend for themselves on the streets of large cities.

The definition of ‘worst forms of child labour’ as set out in Article 3(1) of the Convention includes:

... all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict.

This Convention has been ratified by all 187 ILO member states.

31 ILO Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, 1999 (No. 182).



* Source: *Profits and Poverty: The Economics of Forced Labour*, ILO, 2017

Identifying risks of forced labour

Forced labour is different from sub-standard or exploitative working conditions in that it involves the use of threats, coercion or deception. Various indicators can be used to ascertain when a situation amounts to forced labour. Indicators include:

- restrictions on workers' freedom of movement
- withholding of wages or identity documents
- physical or sexual violence
- threats and intimidation
- fraudulent debt.

Industries at high risk of forced labour often have large unskilled workforces, remote workplaces or operate in locations with weak governance, and are characterised by the often almost total control of workers by employers.

Unskilled workforces

Some industries with large unskilled workforces are at risk because they often rely on migrant labour or thrive in locations with an oversupply of workers. This oversupply means unskilled workers are treated as replaceable commodities. They are more likely to have lower conditions, pay high recruitment fees, and/or lack a voice.

Remote workplaces

Remote workplaces, such as fishing vessels, mining and other extractive industries (like logging and construction), are a high risk for forced labour. This is because workers are not able to safely leave, report their conditions to authorities, or access support services.

Locations with weak governance

Locations with weak governance, caused by conflict, disaster or lack of government capacity, are at high risk for forced labour. So too are industries like garment manufacturing and domestic labour taking place in private residences. Perpetrators in these location types can more easily take advantage of lack of oversight or corrupt those charged with oversight to exploit labour.

Migrant workers

Migrant workers can be especially vulnerable to forced labour as often their visa status is linked to a job or their employer controls aspects of their lives, such as accommodation, documentation and/or financial arrangements. They are also less likely to be able to access local support services because they face legal barriers, do not speak the local language or are afraid of migration-related offences. Perpetrators can make migrant workers feel there could be trouble with their migration status or threaten denunciation to immigration authorities as a means of coercive control.

Recruitment

These recruitment methods also constitute modern slavery:

1. Deceptive recruitment – whereby an employer or recruiter makes false promises to a worker to encourage them to take a job they would not otherwise accept. This includes promises relating to the type of work, length of work, living or working conditions, or amount of wages.
2. Debt bondage – whereby recruitment fees and other costs are levied on a worker's wage which are excessive, ongoing and impossible to repay regardless how long the worker toils.

International response

Addressing forced labour requires partnerships between governments, which set and enforce standards around employment and migration, and businesses at risk of including the product of forced labour in their supply chains. Close engagement can root out criminal labour practices. Governments and businesses need platforms to exchange understanding, identify common goals and challenges, as well as drive and support innovations from each sector. This engagement can be enhanced by involving civil society and relevant international organisations.

Globally it is common for government and business engagement to be framed through the UN Guiding Principles for Business and Human Rights, adopted by the UN General Assembly (June 2011) and mirrored in the update of the OECD Guidelines for Multinational Enterprises on responsible business conduct (2011).

UN Guiding Principles on Business and Human Rights

While businesses can have a positive effect on people's lives, they can also have a negative impact on human rights and be complicit (knowingly or unknowingly) in human rights abuses. State obligations under international human rights law are well understood but where governance gaps exist, and with companies' operations increasingly

transnational, addressing who is responsible for preventing business-related human rights abuses is a critical policy dilemma. In 2008, the UN Human Rights Council unanimously endorsed the Protect, Respect and Remedy Framework for Business and Human Rights, to anchor the corporate and human rights debate.

The framework presents differentiated but complementary responsibilities across 3 pillars:

1. state duty to **protect** against human rights abuses by third parties, including business
2. corporate responsibility to **respect** human rights
3. need for greater access by victims to effective **remedy**, judicial and non-judicial.

The UN Guiding Principles on Business and Human Rights, endorsed in 2011, operationalise the framework, providing 31 principles that define what states and companies need to do so businesses respect human rights. In particular, the Guiding Principles hold that corporate responsibility exists independently of a state's ability or willingness to fulfil its duty and applies irrespective of whether domestic law exists, is weak or unenforced. By introducing the concept of human rights' due diligence, companies are encouraged to undertake risk assessments to prevent and address adverse human rights activities in their supply chains, including modern slavery, forced labour and human trafficking.

The Guiding Principles' normative contribution lies not in the creation of new international law obligations but in elaborating the implications of existing standards and practices for States and businesses; integrating them within a single, logically coherent and comprehensive template; and identifying where the current regime falls short and how it should be improved.

A/HRC/17/31

The Guiding Principles are a global standard and have been drawn on by other international frameworks and by governments, civil society and business to formulate action.

OECD Guidelines for Multinational Enterprises

The OECD Guidelines for Multinational Enterprises are recommendations for responsible business conduct on standards and expectations of due diligence behaviour. They cover activities such as human rights, employment and industrial relations, disclosure, environment, bribery and extortion, consumer interests, science and technology, competition and taxation. They are adhered to by 44 governments, representing all regions and accounting for 85% of foreign direct investment.

Increasingly, companies that show they are taking steps to address forced labour in their supply chains have a competitive advantage.

The Australian National Contact Point is responsible for promoting the guidelines in Australia. It also provides a conciliation service to resolve complaints against multinational enterprises alleged to have breached the guidelines. The service provides impartial assessment of issues raised and offers confidential mediation to eligible parties.

The complementary OECD Due Diligence Guidance for Responsible Business Conduct helps businesses implement the guidelines by identifying and responding to risks associated with specific sectors.

These guidelines were updated in 2011 to include Chapter IV on human rights. This draws on core elements of the UN Guiding Principles on Business and Human Rights that encourage enterprises to respect human rights wherever they operate, regardless of their size, sector, operational context, ownership and structure.

Growing cross-sector partnerships

Since the UN Guiding Principles on Business and Human Rights were adopted, businesses have increased awareness of their responsibilities to respect human rights in their global operations. Governments are also increasingly adopting human rights due diligence and specific modern slavery supply chain transparency measures, such as the modern slavery acts in Australia and the United Kingdom. Increasingly, investor-led initiatives intended to drive ethical labour practices³² have emerged (alongside a growth in initiatives that focus on environmental sustainability), as have a number of member-based responsible business groups.³³

Today, it is reasonable to expect most businesses with exposure to global supply chains to have greater awareness and understanding of multiple layers of their supply chains, from sourcing raw materials through to complex manufacturing of goods. It is also reasonable to expect businesses to assess level of exposure to the risk of forced labour and other forms of modern slavery. The necessity for international businesses to understand their supply chains will become even more important as more countries adopt transparency or prohibition measures to eliminate forced labour.

Global partnerships focusing on ethical recruitment are growing³⁴, across specific migration corridors or by building appropriate safeguards into migration programs that attract unskilled, semi-skilled or skilled labour through labour migration. The more that legitimate labour migration safeguards workers from deceptive recruitment and debt bondage, the greater the chance of identifying criminal enterprises involved in human trafficking for the purpose of forced labour.

Slavery and slavery-like practices, such as forms of servitude, may be more recognisable to businesses with access to the tools needed to interrogate their supply chains. But these practices are also often deeply hidden, and perpetrators will actively counter efforts by authorities to detect victims.

32 Example, Investors Against Slavery and Trafficking. <https://www.iastapac.org/>

33 Examples: US-based Responsible Business Alliance. <https://www.responsiblebusiness.org/> and French-based Consumer Goods Forum. <https://www.theconsumergoodsforum.com/>

34 Example, IRIS Policy Network's Global Policy Network to Promote Ethical Recruitment, IOM, 2020. <https://www.iom.int/news/iom-launches-global-policy-network-promote-ethical-recruitment>

Box 5: Forced labour is gendered

The ILO estimates that forced labour in the private economy generates US\$150 billion in illegal profits each year. US\$51 billion of that is generated from forced economic exploitation.

Sector-based interventions need to be gender responsive, owing to the gender imbalances in high-risk industries.

Women and girls are primarily forced to labour in commercial sexual exploitation and domestic work in private households. Men and boys are primarily forced to labour in construction, mining, agriculture and fisheries.

The breakdown of profits of this forced economic exploitation is:

- US\$99 billion in commercial sexual exploitation
- US\$34 billion in construction, manufacturing, mining and utilities
- US\$9 billion in agriculture, including forestry and fisheries
- US\$8 billion private households save by not paying or underpaying domestic workers held in forced labour.³⁵



35 *Profits and Poverty: The Economics of Forced Labour*, ILO, 2014. https://www.ilo.org/global/topics/forced-labour/publications/WCMS_243391/lang-en/index.htm

Forced labour imposed by state authorities

ILO *Abolition of Forced Labour Convention*, 1957 (No. 105), primarily concerns forced labour imposed by state authorities. It prohibits the use of forced labour:

- as a punishment for the expression of political views
- for the purposes of economic development
- as a means of labour discipline
- as a punishment for participation in strikes
- as a means of racial, religious or other discrimination.

This Convention has been ratified by 176 ILO member states, including Australia. Eleven members have not ratified it and 2 have denounced an earlier ratification.

Many of the measures designed to address forced labour are premised on the practice being perpetrated by criminals in contravention of local laws. There are, however, goods manufactured with the use of forced labour in jurisdictions that have directed that labour as part of state-run labour programs. These programs can be punitive, such as when they are part of a sentence under the local penal code. There are instances where state-directed forced labour targets ethnic and minority groups. Programs can also be a response from state authorities to labour shortages. For example, state-run programs to find sufficient workers for harvests for certain agricultural commodities. Such programs can also be part of centralised systems of labour allocation, under which workers do not take up placements voluntarily, or have their movements restricted or controlled. In some cases, workers are coerced into relocating away from families and home regions.

Irrespective of the justification given for forced labour imposed by state authorities, these practices violate human rights and international labour conventions. The right to not be subject to forced or compulsory labour is enshrined in the Universal Declaration of Human Rights. The right to freedom from slavery and forced labour is protected under the International Covenant on Civil and Political Rights where no derogation is permitted. It is important to note that systematic forced labour by a state that targets specific identity groups can be an indicator of risk for the commission of mass atrocity crimes, such as genocide, crimes against humanity and war crimes.

Forced labour is a risk for governments and businesses across the complex, globally inter-connected supply chains of goods and services.

Some countries are increasingly considering or implementing measures on supply chain transparency, ethical recruitment, human rights due diligence, and imports controls or prohibitions to limit the use of forced labour, including forced labour imposed by state authorities. In line with this, Australian businesses should increase their due diligence to counter the risks to their operations of forced labour.



Many tools businesses rely on to undertake human rights due diligence and supply chain transparency – such as independent audits, contact with workers or unions, and site inspections – are often not available to businesses in systems where forced labour is imposed by state authorities. In some cases, access is highly restricted by state or regional authorities, and the use of forced labour is intentionally obfuscated. Likewise, the tenet of the UN Guiding Principles that businesses should remediate workers in their supply chains whose human rights have been adversely impacted, cannot be followed under such systems. In these circumstances, it can be near impossible for businesses to confirm that the totality of their supply chains is free of modern slavery or human trafficking. Where this is the case, businesses should consider avoiding operating in these high-risk environments. Informed consumers are increasingly prepared to reward businesses that source their goods and services ethically.

Alongside diplomatic channels of communication, businesses operating in some of these environments have found that forming alliances to leverage change has been effective. For example, business pressure (communicated in public and in private) led to Uzbekistan changing its reliance on a compulsory labour program to pick the cotton harvest each year, facilitated by technical assistance and monitoring by the ILO.³⁶ But business pressure is not enough in all cases. Indeed, in some cases, the state has retaliated with boycotts against businesses that have publicly commented on allegations of forced labour.

Governments and business are also recognising the importance of diversifying supply chains to lower exposure to forced labour risks. Both are also increasingly investing in technologies that help map supply chains. It is important that such technologies be enabled, scaled and accessible.

TRENDS

Over the next 5 years:

- more governments globally will introduce measures on supply chain transparency, ethical recruitment, human rights due diligence, and imports controls and/or prohibitions to limit the use of forced labour in creating products and providing services
- labour standards will be increasingly incorporated into free trade agreements, including references to ILO fundamental conventions on forced labour
- the need will grow for harmonisation of measures in recognition of the complexity of global supply chains
- technologies able to accurately map supply chains will increasingly be commercially available
- governments will increasingly introduce safeguards, including modern slavery clauses, in their own procurement and development investments
- understanding will increase among government and business of high-risk sectors and commodities.

³⁶ Systemic forced labour and child labour has come to an end in Uzbek cotton, ILO, 2021. https://www.ilo.org/washington/news/WCMS_767753/lang-en/index.htm

Australia's international engagement to end forced labour

Australian international engagement has resulted in a number of significant achievements to end forced labour since the launch of Amplifying Our Impact: Australia's International Strategy to Combat Human Trafficking and Slavery in 2016. This is in addition to the achievements listed under Priority Area 1 that addressed human trafficking for the purpose of forced labour.

Global advocacy

Australia's ministers, thematic Ambassador and diplomatic network have strategically contributed Australian Government perspectives and expertise to multiple international forums that seek to address forced labour. This includes previously mentioned human rights forums, as well as labour rights and trade bodies, such as the ILO and WTO. Australia co-sponsored the UN resolution that declared 2021 as the International Year to End Child Labour.

Australia's Ambassador for People Smuggling and Human Trafficking has used multiple international advocacy opportunities to highlight to international audiences Australia's strong domestic framework. Australia's advocacy includes the Modern Slavery Act as a transparency model that also applies to both business and the Australian Government and in procurement.

Australia was the inaugural Chair of Alliance 8.7.³⁷ Launched in 2017, this unique, global partnership of governments, UN agencies, businesses, academics and civil society formed to help reach Goal 8.7 of the 2030 SDGs. Australia handed the role of Chair to France in 2019 and remains closely engaged with the Alliance and its Global Coordinating Group. This group is leading efforts with Pathfinder countries to identify the steps necessary to reach SDG 8.7. Experts from the Australian Institute of Criminology actively contribute to Alliance 8.7's Monitoring and Evaluation Group that is building models to assess progress towards SDG 8.7.

Commitment	Strategic objective*		
	S01	S02	S03
Australia will:			
<ul style="list-style-type: none"> advocate internationally in support of Australia's policy approach to addressing forced labour in global supply chains, particularly as set out in the Modern Slavery Act 	●		●
<ul style="list-style-type: none"> continue active participation in and support for ILO mechanisms that support member state implementation of relevant ILO conventions, including technical assistance on a bilateral, regional and multilateral basis 	●		
<ul style="list-style-type: none"> encourage multilateral, regional and bilateral cooperation to end forced labour, including through Alliance 8.7 	●		
<ul style="list-style-type: none"> continue to encourage states to promote and respect existing international human rights law obligations, including under the International Covenant on Civil and Political Rights, which prohibits forced labour 	●		
<ul style="list-style-type: none"> progress ratification processes for the ILO's <i>Protocol of 2014 to the Forced Labour Convention, 1930</i>, and the ILO's <i>Minimum Age Convention, 1973</i> (No.138). 	●	●	●

* Refer page 9 for Strategic objectives

Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Crime

Australia and Indonesia’s foreign ministers have recognised the importance of government engaging with business to combat human trafficking and labour exploitation and, in 2017, established the Bali Process Government and Business Forum. In 2018, Bali Process Ministers adopted the AAA recommendations (Acknowledge, Act and Advance). These focused on eliminating human trafficking and forced labour from supply chains, promoting ethical recruitment practices, and developing safeguards and worker redress mechanisms.

The Government and Business Forum brings together ministers and business leaders to exchange views, including on ways to support the AAA recommendations. It provides a framework for business and government to share best practice on these issues and drive progress in member countries. As a permanent track of the Bali Process, the forum fosters understanding and enduring relationships between government agencies, businesses and researchers actively working to end human trafficking and modern slavery. In 2020 and 2021, the Government and Business Forum took a sector-specific approach, holding online consultation and innovation sessions to discuss where business and government are working together for change. The Regional Support Office is working to support members to implement the AAA recommendations.



Commitment	Strategic objective*		
	SO1	SO2	SO3
Australia will:			
<ul style="list-style-type: none"> Together with Co-chair Indonesia, promote and share best practice and emerging policy in supply chain transparency, ethical recruitment and worker remedy through focusing and building the Government and Business Forum of the Bali Process as the premier regional platform for business, government and international organisations. 	●	●	●
<ul style="list-style-type: none"> Support research that a) builds on and develops our understanding of forced labour, its scale, scope, profits, and methods, b) identifies best-practice responses from governments and businesses to eliminate or minimise the risk of forced labour from supply chains, and c) identifies due diligence tools to most efficiently and effectively interrogate supply chains and recruitment methods. 	●	●	●
<ul style="list-style-type: none"> Increase awareness of the role of the financial sector in ending forced labour, including through training and awareness-raising initiatives. 	●	●	●

* Refer page 9 for Strategic objectives

Promoting cross-sector partnerships

Australia's support for the FAST project and the Principles to guide Government action to combat human trafficking in global supply chains (outlined under Priority Area 1) is complemented by further work specific to addressing forced labour, and similar forms of modern slavery. The Australian Government has been a consistent supporter of the Global Compact Network Australia and its Community of Practice on Modern Slavery that brings together business to identify the steps needed to uphold the UN Guiding Principles as they relate to forced labour and similar forms of modern slavery.

Effectively identifying and reporting on modern slavery risks in supply chains is fundamental to the Modern Slavery Act, and Australia has supported this model internationally. In 2019, Australia co-funded the development of the Modern Slavery Reporting toolkit developed by the Global Reporting Initiative and the Responsible Business Alliance.³⁸

Following the increased focus on forced labour imposed by state authorities in global supply chains, relevant Australian Government departments and agencies have increased engagement with business operating in sectors where this is a risk. Increased engagement has improved understanding of the nature of due diligence to identify where this may be occurring in supply chains of certain goods, and how to mitigate this risk.

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> continue to coordinate closely with international partners on measures being taken to end forced labour in global supply chains, including to better understand and harmonise, where possible, emerging systems of compliance, prohibition and due diligence frameworks 	●	●	
<ul style="list-style-type: none"> promote the UN Guiding Principles on Business and Human Rights as the internationally recognised framework for government and business to work together to address forced labour and other business impacts related to modern slavery 	●	●	
<ul style="list-style-type: none"> encourage responsible business conduct under the OECD Guidelines for Multinational Enterprises through maintaining the Australian National Contact Point (AusNCP) 		●	
<ul style="list-style-type: none"> engage businesses to exchange information on trends, risks, emerging technology, and global best practice to eliminate forced labour. 	●	●	

* Refer page 9 for Strategic objectives

38 Advancing modern slavery reporting to meet stakeholder expectations, GRI and Responsible Labor Initiative. https://www.globalreporting.org/media/r1ydr40k/rli-gri_advancing-modern-slavery-reporting-to-meet-stakeholder-expectations.pdf

Priority Area 3: End forced marriage

International framework

Forced marriage is a violation of human rights and a complex form of family and gender-based violence. Forced marriage is recognised as a form of slavery³⁹ in circumstances defined under the *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*, 1956, to which Australia is a party. The International Covenant on Civil and Political Rights also prohibits the entry into marriage without the free and full consent of the intending spouses.⁴⁰

Forced marriage occurs where a person, regardless of age, is forced to marry without their consent, and is distinguished from arranged or sham marriages that arise with the consent of both parties. Forced marriages come about through physical, emotional or financial duress, deception, use of force, threats or severe pressure.

Once forced to marry, many victims are at a greater risk of being subjected to other forms of exploitation, including sexual exploitation, domestic servitude and other forms of forced labour. Victims of forced marriage can be subject to: physical, sexual, psychological and financial abuse; early, forced and/or frequent pregnancies; forced termination of pregnancies; restricted autonomy and freedom of movement; and loss of employment.

Forced marriage curtails formal education, particularly in cases of child marriage. It also contributes to economic insecurity.

In Australia, forced marriage is a criminal offence with penalties of up to 9 years' imprisonment. If a child is taken overseas for the purposes of forced marriage, this could constitute a trafficking in children offence which can carry a penalty of up to 25 years' imprisonment. If an adult is taken overseas for the purpose of forced marriage, this could constitute a trafficking in persons offence with penalties of up to 20 years' imprisonment.

Prevalence and risk

Forced marriage has a disproportionately negative impact on women and girls. The 2017 Global Estimates of Modern Slavery⁴¹, prepared by the ILO, estimated that 15.4 million people were living in a forced marriage globally. Of those, 84% were women and girls. More than a third were children (under 18 years of age) at the time of marriage and almost all child victims were girls. Around 44% of child victims were forced to marry before 15 years of age. In terms of prevalence, forced marriages were highest in Africa followed by Asia and the Pacific. Together this accounted for more than 90% of all forced marriages.

HUMAN TOLL*

Lives ruined
or lost



OF THE 40 MILLION LIVING IN SLAVE-LIKE CONDITIONS GLOBALLY:

15.4 million
are in forced marriage



**OF WHICH 84% ARE
WOMEN AND GIRLS**

* Source: *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, ILO, 2017

39 *Interlinkages between Trafficking in Persons and Marriage*, UNODC, Vienna, 2020. https://www.unodc.org/documents/human-trafficking/2020/UNODC_Interlinkages_Trafficking_in_Persons_and_Marriage.pdf

40 International Covenant on Civil and Political Rights, Art. 23(3).

41 *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, ILO, 2017. https://www.ilo.org/global/publications/books/WCMS_575479/lang-en/index.htm

Box 6: COVID-19's impact on forced marriage prevalence

COVID-19 has exacerbated many drivers of forced marriage (especially child marriage) through interrupted education, economic shocks, disrupted social services, the death of parents, and early pregnancy.

According to UN Women and the United Nations Development Programme, an estimated 47 million women could drop below the poverty line because of COVID-19. UNESCO estimates that 11 million girls may not return to school. Girls aged 12 to 17 are at particular risk of dropping out of school in low and lower-income countries. The UN Population Fund estimates that 12 million women globally may have been unable to access family planning services due to the pandemic. UNICEF⁴² has predicted that the pandemic will lead to an additional 10 million child marriages over the next decade.

Like Australia, many countries have prohibited or criminalised forced marriage. However, the offence continues owing to the complexity of the drivers, and the private nature of the offence, where immediate family members are often the perpetrator. With gender inequality being a primary cause of forced marriage, related factors include:

- poverty, humanitarian and other crises
- weak regulation or enforcement of existing laws
- lack of access to formal education
- limited human rights protections or awareness of rights for women and girls
- complexity of laws of consent
- stigma or shame preventing victims seeking support
- fear of incriminating family member-perpetrators to law enforcement.

International response

Due to the complex and challenging nature of forced marriage, any response requires collective efforts to ensure inclusion and diversity and to address root causes. This includes efforts by governments, lawmakers, judicial authorities and law enforcement, religious and cultural leaders and institutions, civil society, the private sector and other stakeholders. Direct engagement by a foreign government at the intersection of culture, religion and human rights – through advocacy or development programming – requires sensitively navigating the local context and assessing the efficacy of advocacy.

Australia addresses forced marriage with international partners through bilateral, regional and multilateral engagement, development programming, humanitarian assistance and advocacy.

42 COVID-19: A threat to progress against child marriage, UNICEF, 2021. https://data.unicef.org/resources/covid-19-a-threat-to-progress-against-child-marriage/?mc_cid=45c34af784&mc_eid=5f8a48ef23

The Australian Government has a strong record of advocacy in multilateral human rights forums, such as the UN Human Rights Council and UN General Assembly, to ensure the language agreed by UN member states to characterise child, early and forced marriage reflects the seriousness of these violations and the complexity of the drivers.

DFAT advocates on these issues bilaterally, taking into account local context and seeking out governments in high-prevalence countries to encourage them to adopt relevant laws.

Many countries have already legislated against child, early and forced marriage, but are not able to enforce these laws against strong cultural norms. Recognising this, DFAT's development and humanitarian assistance, particularly in the Indo-Pacific, aims to address the multiple drivers of child, early and forced marriage. It focuses on gender equality and women's empowerment and includes:

- addressing gender-based violence
- advancing women's leadership
- investing in women's economic security
- supporting women's and girls' education, health and wellbeing.

Education is an important area in which to focus efforts. This is because improved access to education has been demonstrated to increase the age of first marriage. Research from the International Monetary Fund calculated that eliminating child marriage would significantly improve economic growth, with long-term real gross domestic product growth increasing by 1.05 percentage points in emerging and developing countries.⁴³

Australia's Smartraveller website provides detailed information for Australians travelling overseas who believe themselves to be at risk of forced marriage. It also provides information on the services the Australian Government can provide to those overseas who are victims of forced marriage, or who believe themselves likely to become a victim to forced marriage.

Box 7: Human trafficking for the purpose of forced marriage⁴⁴



The interlinkages between marriage and trafficking in persons are complex. Marriage can be the act of trafficking, the means of trafficking or the form of exploitation.

Marriage can be the vehicle under which someone is moved across borders. This could occur where marriage is used as an instrument to bring a spouse to a destination country where they will be exploited sexually, in domestic servitude or in forced labour.

Marriage can be linked to recruitment of victims of trafficking. The deceptive offer of marriage can be one form of coercion to recruit a trafficking victim. Other coercive means, such as abduction, fraud and abuse of a position of vulnerability, can also be linked to marriage. Subtle forms of coercion, including psychological pressure, can also be used to gain the victim's 'consent'.

Third, forced, abusive and servile marriages can be linked to exploitative purposes of trafficking in persons. However, different national anti-trafficking laws can differ on how they define forced marriage as a form of exploitation under the Palermo Protocol.

43 Does Child Marriage Matter for Growth? International Monetary Fund, 2020. <https://www.imf.org/en/Publications/WP/Issues/2020/02/08/Does-Child-Marriage-Matter-for-Growth-49011>

44 Interlinkages between Trafficking in Persons and Marriage, UNODC, Vienna, 2020. https://www.unodc.org/documents/human-trafficking/2020/UNODC_Interlinkages_Trafficking_in_Persons_and_Marriage.pdf

Box 8: Modern slavery in conflict settings – child soldiers and forced marriage

Conflict rapidly escalates the risk of human trafficking and other forms of modern slavery, particularly for children.

Two egregious examples of such exploitation are children recruited as soldiers and other support roles for armed groups, and the forced marriage of children through abduction by armed groups or as a coping mechanism for families looking to provide protection for their girls.

SDG Goal 8.7 – take immediate and effective measures to eradicate forced labour – also calls for the elimination of child soldiers.

Tens of thousands of children are recruited and used as fighters, cooks, porters, spies or for sexual purposes in armed conflicts around the world.⁴⁵

This is one of the 6 grave violations against children in armed conflict that can trigger listing state and non-state actors to armed conflict in the annexes of the annual report of the UN Secretary-General on children and armed conflict.

The *Convention on the Rights of the Child*, 1989, and international humanitarian law (additional protocols I and II to the Geneva Conventions) put the minimum age for the participation in hostilities at 15. Recruiting and using children under the age of 15 is a war crime under the Rome Statute of the International Criminal Court.

In 2000, the UN General Assembly adopted the *Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict* to protect children under the age of 18 from recruitment and use in hostilities and to assist the demobilisation and reintegration of former child soldiers. Australia signed the Optional Protocol on 21 October 2002 and ratified it on 26 September 2006.

⁴⁵ The Paris Principles: Principles and Guidelines on Children Associated with Armed Forces or Armed Groups, UNICEF, 2007. <https://www.unicef.org/mali/media/1561/file/ParisPrinciples.pdf>



SDG Target 5.3 – includes eliminating forced marriage, a harmful practice that women and girls become highly susceptible to in conflict settings.

Vulnerability to forced marriage increases during conflict due to factors such as insecurity, broader violence, and family misconceptions about protection through marriage. Women and girls are often targeted by armed groups, abducted and subjected to varying forms of violence, which increasingly includes marriage. Beyond sexual violence, marriage becomes a form of enslavement as women and girls assume roles in household and reproductive labour and are forced into supporting combatant activity such as infiltration and suicide bombings. Even those who return to their families and communities, whether by escape, rescue or capture, can be ostracised by society due to their previous proximity to fighters. Without protection, they can face a higher risk of sexual abuse and economic hardship.

Under Article 16 of the *Convention on the Elimination of All Forms of Discrimination against Women* (CEDAW), 1979, women have the right to freely choose a spouse and to enter into marriage with their free and full consent. In 2013, the Committee on the Elimination of Discrimination Against Women, which monitors CEDAW implementation, specifically addressed the impact of conflict on women's human rights through its General Recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations. This reiterates that state obligations to uphold women's human rights continue to apply during conflict. It calls on states to prevent, investigate and punish gender-based violations, such as forced marriages, in conflict and post-conflict situations.

Australia ratified the CEDAW on 28 July 1983.

TRENDS

In the next 5 years:

- more women and girls are anticipated to be forced into marriage because of the lasting impact of the economic shocks of the COVID-19 pandemic, and conflict
- attention is expected to increase on the issue of women and girls trafficked for the purpose of forced marriage to a third country.



Australia's international engagement to end forced marriage

Australian international engagement has resulted in a number of achievements to end forced marriage since the launch of Amplifying Our Impact: Australia's International Strategy to Combat Human Trafficking and Slavery in 2016.

Bilateral advocacy

Australia's ministers, thematic Ambassador and diplomatic network conduct targeted and careful bilateral advocacy to adopt and implement relevant laws in high-prevalence countries.

Commitment	Strategic objective*		
	SO1	SO2	SO3
Australia will:			
<ul style="list-style-type: none"> target advocacy in high-prevalence countries, including with governments and civil society, to encourage adoption and implementation of relevant laws 	●	●	●
<ul style="list-style-type: none"> monitor closely for changes in legislation in countries that could negatively affect women's and girls' rights, particularly reproductive rights and the right to choose who they marry; and advocate against such changes to the relevant legislative authorities. 	●	●	●

* Refer page 9 for Strategic objectives

Multilateral advocacy

Australian Government agencies advocate strongly through multilateral human rights fora for the promotion of and respect for relevant international human rights law obligations. Australian agencies also shape international norms on this issue. This has included through co-sponsoring the biennial resolution in the UN General Assembly Third Committee (Human Rights) on early and forced marriage. It has also included support for the Human Rights Council (HRC) resolutions on: child, early and forced marriage; child, early and forced marriage in times of crisis, including COVID-19; trafficking in persons, especially women and children. Australia also contributes to the HRC interactive dialogues with UN special mandate holders. Australia has raised concerns in the HRC on individual country situations of concern.

Noting the prevalence of early and forced marriage in fragile and conflicted affected states, Australia has addressed the UN Security Council's open debates on Women, Peace and Security (most recently on 21 October 2021) and Sexual Violence in Conflict (most recently on 14 April 2021). These debates discuss the specific risks to women and girls in fragile and conflict-affected states.

On 12 April 2021, the Australian Minister for Foreign Affairs and the Minister for Women, along with Minister for Defence and Minister for Home Affairs, launched Australia's next National Action Plan on Women, Peace and Security 2021–2031 that seeks to reduce sexual and gender-based violence, support law and justice efforts and meet the needs and rights of women and girls.

At the Commission on the Status of Women, Australia delivers national and joint statements on gender equality and women's empowerment calling for an end to all forms of violence against women and girls. Examples include CSW65 (2021) with our national statement and joint statements with the UN LGBTI Core Group, Pacific Islands Forum, Group of Friends for the Elimination of Violence Against Women and Girls, and MIKTA.⁴⁶

⁴⁶ MIKTA is a diverse and cross-regional grouping of powers. MIKTA – Mexico, Indonesia, the Republic of Korea, Turkey and Australia, DFAT. <https://www.dfat.gov.au/international-relations/international-organisations/mikta>

The Australian Government has identified opportunities to shape international debates on gender equality, including on child and forced marriage, through bolstering our representation in the UN system. Examples include:

- former Ambassador for Women and Girls, Natasha Stott Despoja, elected to the UN Committee for the Elimination of Discrimination Against Women (CEDAW) for a 4-year term (2021–25)
- former Sex Discrimination Commissioner, Elizabeth Broderick AO, currently the Chair-Rapporteur of the UN Working Group on Discrimination against Women and Girls
- Australia served on the Bureau of the Commission on the Status of Women for a 2-year term (2019–21)
- Australia served on the Bureau of the UN Women Board (2019)
- Australia will serve on the Executive Board of UN Women from 2022.

Commitment	Strategic objective*		
	SO1	SO2	SO3
Australia will:			
• advocate in multilateral forums for an end to child, early and forced marriage	●		●
• continue to drive multilateral responses to end child, early and forced marriage, including through the UN Human Rights Council, UN General Assembly and other UN processes.	●		

* Refer page 9 for Strategic objectives

Regional development investments and operational cooperation

DFAT provides funding support to international organisations and local civil society organisations in a number of high-prevalence countries and humanitarian situations that focus on advocacy at community level to shift attitudes, reduce risk factors and support those at risk of child, early and forced marriage.

Australian Government operational agencies have provided peer-to-peer assistance in the Indo-Pacific. This has included information sharing on responding to forced marriage.

Commitment	Strategic objective*		
	SO1	SO2	SO3
Australia will:			
• support efforts in high-prevalence countries that seek to shift local attitudes and cultural practices	●	●	●
• deliver development assistance investments to address the drivers of child and forced marriage and continue operational agency peer-to-peer information sharing with Indo-Pacific partners		●	●
• continue to design humanitarian support to be sensitive to the risk of forced marriage in humanitarian contexts, as part of wider efforts to provide protection and address gender inequality and gender-based violence in broad humanitarian packages.		●	●

* Refer page 9 for Strategic objectives

Supporting Australians at risk of forced marriage overseas

DFAT works closely with the Australian Federal Police (AFP) to provide high-level consular assistance to victims or those who believe themselves at risk of a forced marriage overseas. DFAT provides information to the public on child and forced marriages through its Smartraveller website, including on how to seek assistance. Under Australian law, DFAT officers report information which relates to the possible or attempted commission of a serious extraterritorial offence to the AFP. This includes offences relating to forced marriage.

Consular staff in DFAT are trained on forced marriages, including their reporting obligations in relation to extraterritorial offences. DFAT's Smartraveller website contains specific information to prevent potential forced marriage victims departing Australia or how to obtain assistance if already overseas. Smartraveller also includes referral pathways to the AFP.

Commitment	Strategic objective*		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> continue to provide highly responsive consular assistance, tailored to individual circumstances, to Australian victims and individuals who believe themselves at risk of a forced marriage overseas 		●	●
<ul style="list-style-type: none"> continue to train officers deployed overseas, where relevant, to recognise victims, and potential victims, of forced marriage, and provide appropriate support 		●	●
<ul style="list-style-type: none"> continue to ensure officers deployed overseas are aware of their reporting obligations in relation to forced marriage as an extraterritorial offence. 		●	

* Refer page 9 for Strategic objectives

Project SKYWARP

Project SKYWARP is an innovative communications initiative that was delivered by the AFP in 2019 in partnership with Anti-Slavery Australia, the Sydney Airport Corporation and the Australian Border Force.

The project involved distributing human trafficking awareness materials in washrooms across Sydney International Airport for 6 months. Materials sought to educate the public on indicators of modern slavery and human trafficking and encourage victims and witnesses to seek help from authorities. Project SKYWARP materials directed readers to the My Blue Sky website, run by Anti-Slavery Australia. Following Project SKYWARP, traffic to the website increased from 4,004 users in 2018–19 to 5,704 users in 2019–20 and 6,842 users in 2020–21. The awareness campaign may also have contributed to the rise in reports of human trafficking to the AFP, from 61 in 2018 to 92 in 2020.

Monitoring and evaluation

The monitoring and evaluation framework of the National Action Plan to Combat Modern Slavery 2020–25 will evaluate the 6 action items under the National Action Plan that commit to improving Australia’s responses internationally (Annex A: Domestic Framework).

DFAT will also foster information sharing between government agencies, civil society and business to track outcomes.

Interdepartmental Committee on Human Trafficking and Slavery

Using the existing Interdepartmental Committee on Human Trafficking and Slavery, relevant government agencies will exchange information on actions taken to deliver the strategic objectives of this strategy.

National Roundtable on Human Trafficking and Slavery

DFAT will update the National Roundtable on Australian Government efforts under this strategy. It will also facilitate collaboration, information sharing and open discussion between government and non-government sectors on current international engagement.

Ad hoc informal experts groups

DFAT will continue to convene ad hoc informal groups that bring together experts who actively contribute to the fight against human trafficking and other forms of modern slavery internationally. This collaboration enables Australian Government policy to be informed by the latest research and innovations.

Tracking investments

Tracking investments that contribute in whole or in part to addressing human trafficking and other forms of modern slavery is central to evaluating this strategy’s progress.

DFAT will regularly review relevant agency expenditure (ODA and non-ODA) assessed to contribute – in whole or in part – to ending human trafficking and other forms of modern slavery.



Summary of commitments

STRATEGIC OBJECTIVES

S01

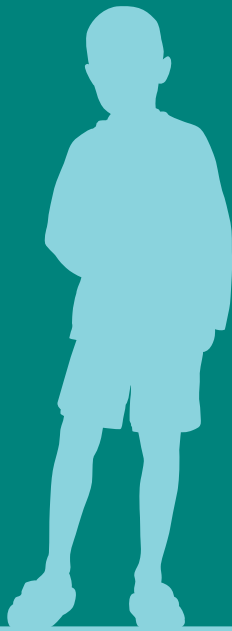
Increase understanding across sectors of the impact of these crimes, advocate for action, and identify and highlight the tools available to act.

S02

Support and strengthen the systems in our region that detect, prevent and respond to these crimes.

S03

Address the drivers, both the specific and the general, through development investments and advocating for systemic change.



PRINCIPLES

Gender responsive

Recognising that Australia's international engagement needs to be designed with awareness that women, men, boys and girls are at risk of different modes of recruitment and forms of exploitation.

Victim and survivor-centred

Recognising that Australia's international engagement needs to be informed by, and be sensitive to, the experiences, needs and preferences of those subjected, directly and indirectly, to human trafficking and modern slavery.

Culturally aware

Recognising that Australia's international engagement needs to be informed by a nuanced understanding of local context.

Partnership focused

Recognising that Australia's international engagement needs to draw together expertise from and promote action across governments, the private sector, and civil society to affect change.

Innovation driven

Recognising that Australia's international engagement needs to be evidence-based and identify and promote creative initiatives that can be scaled or replicated across jurisdictions or sectors.

Global in perspective and regional in focus

Recognising that Australia's international engagement contributes to, and draws on, global understanding and that our operational cooperation and development investments focus on our region.

Australia's international engagement to end human trafficking

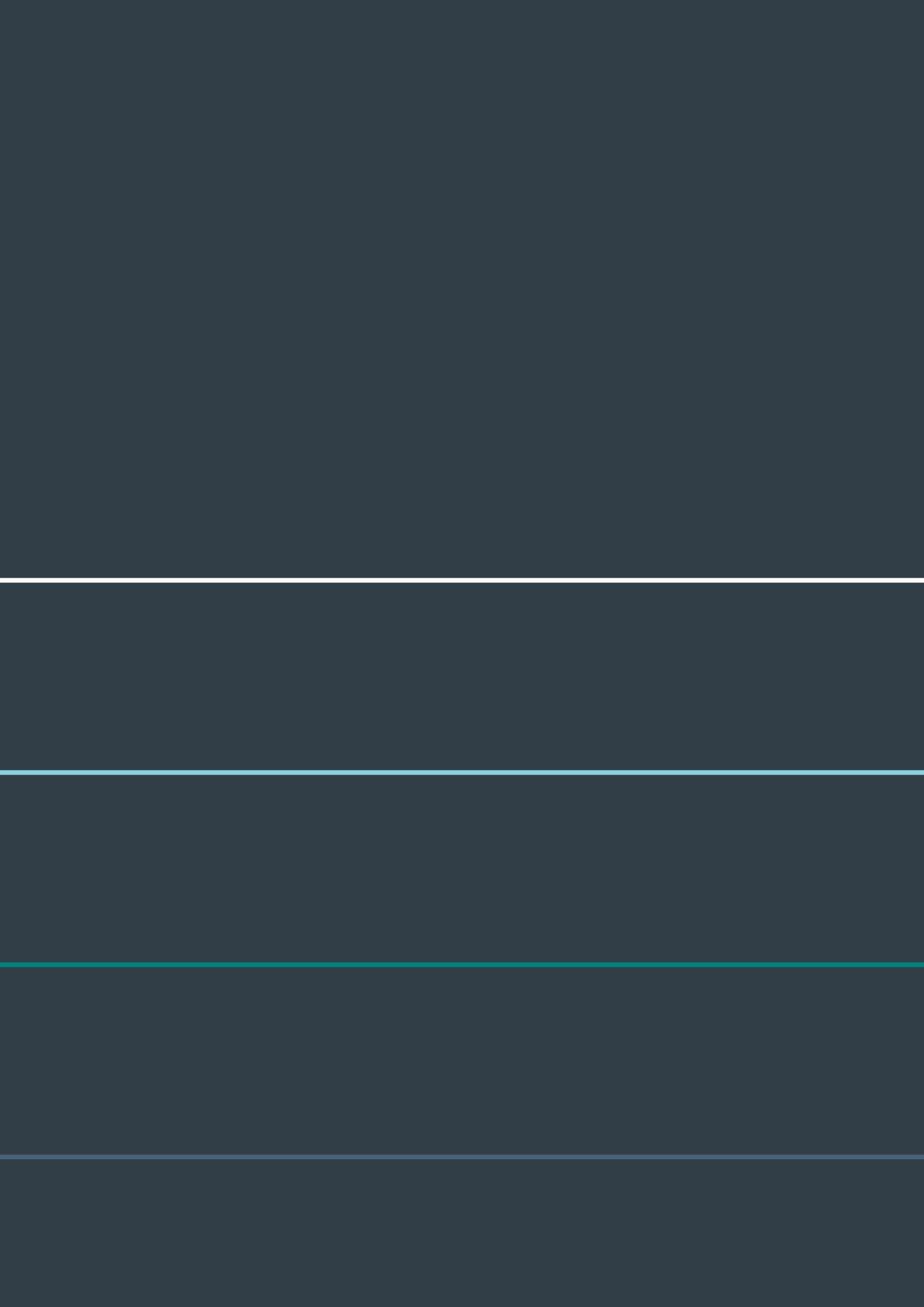
Commitment	Strategic objective		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> advocate bilaterally, regionally and multilaterally to drive cooperation, increase global ambition and identify and highlight best-practice approaches to end human trafficking 	●	●	●
<ul style="list-style-type: none"> highlight the causes and consequences of human trafficking and the importance of a victim and survivor-centred approach 	●	●	●
<ul style="list-style-type: none"> together with Co-chair Indonesia, build and enhance the region's response to human trafficking through the Bali Process by providing an inclusive, non-binding forum for policy dialogue, information sharing and practical cooperation among members 	●	●	●
<ul style="list-style-type: none"> support the delivery of training and other capacity building to members through the Bali Process Regional Support Office 	●	●	●
<ul style="list-style-type: none"> support research that highlights the links between human trafficking and other serious organised crime activity and other crime types 	●	●	●
<ul style="list-style-type: none"> continue to deliver targeted development investments that strengthen the capacity of partner governments in the Indo-Pacific to: detect, investigate, prosecute and adjudicate trafficking in persons cases; protect and support victims and witnesses; and support implementation of relevant international and regional instruments 	●	●	●
<ul style="list-style-type: none"> support survivor-led, trauma-informed initiatives and organisations that assist victims and survivors of human trafficking, including through providing grants to relevant trust funds 		●	●
<ul style="list-style-type: none"> ensure victim and survivor insights and lived experiences have been considered in policy responses, development investments, and operations 	●	●	●
<ul style="list-style-type: none"> deliver targeted peer-to-peer assistance to support Indo-Pacific partners to develop and implement strengthened legal and policy responses to human trafficking under the National Action Plan to Combat Modern Slavery 2020–25 		●	●
<ul style="list-style-type: none"> continue to foster international cooperation to disrupt and prosecute human trafficking offences 		●	
<ul style="list-style-type: none"> track the illicit proceeds of human trafficking through cooperation with regional financial intelligence units 		●	
<ul style="list-style-type: none"> continue to identify, participate in, and support innovative partnerships to increase understanding and enhance cooperation between the public and private sector in ending human trafficking, particularly in the Indo-Pacific 	●	●	●
<ul style="list-style-type: none"> support research to address data gaps and identify initiatives that have demonstrated an impact in ending human trafficking 	●	●	●
<ul style="list-style-type: none"> continue to advocate for digital industry to endorse, proactively implement and transparently report against the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse 	●		
<ul style="list-style-type: none"> support multilateral efforts to address child sexual exploitation and abuse 	●		
<ul style="list-style-type: none"> work with partners in the Indo-Pacific region to build law and justice capacity to prevent, detect and combat child sexual abuse 		●	●
<ul style="list-style-type: none"> ensure appropriate safeguards to identify and manage the risk of human trafficking and other forms of modern slavery in Australian Government activities 		●	●
<ul style="list-style-type: none"> continue to train Australian Government officers deployed overseas on how to identify risks of human trafficking and support Australian victims of human trafficking overseas. 		●	●

Australia's international engagement to end forced labour

Commitment	Strategic objective		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> advocate internationally in support of Australia's policy approach to addressing forced labour in global supply chains, particularly as set out in the Modern Slavery Act 	●		●
<ul style="list-style-type: none"> continue active participation in and support for ILO mechanisms that support member state implementation of relevant ILO conventions, including technical assistance on a bilateral, regional and multilateral basis 	●		
<ul style="list-style-type: none"> encourage multilateral, regional and bilateral cooperation to end forced labour, including Alliance 8.7 	●		
<ul style="list-style-type: none"> continue to encourage states to promote and respect existing international human rights law obligations, including under the International Covenant on Civil and Political Rights, which prohibits forced labour 	●		
<ul style="list-style-type: none"> progress ratification processes for the ILO's <i>Protocol of 2014 to the Forced Labour Convention, 1930</i>, and the <i>Minimum Age Convention, 1973</i> (No. 138) 	●	●	●
<ul style="list-style-type: none"> together with Co-chair Indonesia, promote and share best practice and emerging policy in supply chain transparency, ethical recruitment and worker remedy through focusing and building the Government and Business Forum of the Bali Process as the premier regional platform for business, government, and international organisations 	●	●	●
<ul style="list-style-type: none"> support research that builds on and develops our understanding of forced labour – its scale, scope, profits, and methods – and identifies best-practice responses 	●	●	●
<ul style="list-style-type: none"> increase awareness of the role of the financial sector in ending forced labour, including through training and awareness raising initiatives 	●	●	●
<ul style="list-style-type: none"> continue to coordinate closely with international partners on measures being taken to end forced labour in global supply chains 	●	●	
<ul style="list-style-type: none"> continue to promote the UN Guiding Principles on Business and Human Rights as the internationally recognised framework for government and business to work together to address forced labour and other business impacts related to modern slavery 	●	●	
<ul style="list-style-type: none"> continue to encourage responsible business conduct under the OECD Guidelines for Multinational Enterprises through maintaining the Australian National Contact Point (AusNCP) 		●	
<ul style="list-style-type: none"> continue to engage businesses to exchange information on trends, risks, emerging technology and global best practice to eliminate forced labour. 	●	●	

Australia's international engagement to end forced marriage

Commitment	Strategic objective		
Australia will:	SO1	SO2	SO3
<ul style="list-style-type: none"> target advocacy in high-prevalence countries, including with governments and civil society, to encourage adoption and implementation of relevant laws 	●	●	●
<ul style="list-style-type: none"> monitor closely for changes in legislation in countries that could negatively affect women's and girls' rights, particularly reproductive rights and the right to choose who they marry; and advocate against such changes to the relevant legislative authorities 	●	●	●
<ul style="list-style-type: none"> advocate in multilateral forums for an end to child, early and forced marriage 	●		●
<ul style="list-style-type: none"> continue to drive multilateral responses to end child, early and forced marriage, including through the Human Rights Council and other UN processes 	●		
<ul style="list-style-type: none"> support efforts in high-prevalence countries that seek to shift local attitudes and cultural practices 	●	●	●
<ul style="list-style-type: none"> deliver development assistance investments to address the drivers of child and forced marriage and continue operational agency peer-to-peer information sharing with Indo-Pacific partners 		●	●
<ul style="list-style-type: none"> continue to design humanitarian support to be sensitive to the risk of forced marriage in humanitarian contexts, as part of wider efforts to provide protection and address gender inequality and gender-based violence in broad humanitarian packages 		●	●
<ul style="list-style-type: none"> continue to provide highly responsive consular assistance, tailored to individual circumstances, to Australian victims and individuals who believe themselves at risk of a forced marriage overseas 		●	●
<ul style="list-style-type: none"> continue to train officers deployed overseas, where relevant, to recognise victims and potential victims of forced marriage, and provide appropriate support 		●	●
<ul style="list-style-type: none"> continue to ensure officers deployed overseas are aware of their reporting obligations in relation to forced marriage as an extraterritorial offence. 		●	



Annexes



Annex A: Domestic framework

Australia's National Action Plan to Combat Modern Slavery 2020–25

Australia's whole-of-government response to human trafficking and modern slavery is set out in the National Action Plan to Combat Modern Slavery 2020–25.⁴⁷

The National Action Plan identifies 5 national strategic priorities to focus Australian Government efforts:

1. prevent
2. disrupt, investigate and prosecute
3. support and protect
4. partner
5. research.

An underpinning principle of the National Action Plan is for Australia to strive to be an international and regional leader, partnering in deterring and combating modern slavery and working cooperatively with other governments, both internationally and regionally, towards this end.

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership is supported by the action items in Table A1.



⁴⁷ National Action Plan to Combat Modern Slavery 2020–25, Commonwealth of Australia, 2020, <https://www.homeaffairs.gov.au/criminal-justice/files/nap-combat-modern-slavery-2020-25.pdf>

Table A1: National Action Plan to Combat Modern Slavery 2020–25 – action items and Australian Government players

Item	Actions	Australian Government agencies responsible
1	Provide funding and practical support through Australia's overseas development program and domestic grants programs to address drivers of modern slavery and empower individuals and groups vulnerable to modern slavery, including women and children.	DFAT, ABF, Home Affairs
6	Deliver information and guidance to businesses, other reporting entities, investors and consumers on modern slavery risks in global supply chains and through the Modern Slavery Act reporting requirements.	ABF, DFAT
8	Advocate for the promotion and protection of human rights, including adherence to international labour standards, in relevant international and regional fora.	DFAT, AGD, ABF
9	Progress ratification of ILO's <i>Protocol of 2014 to the Forced Labour Convention</i> , 1930.	AGD
10	Progress ratification of the International Labour Organization's <i>Minimum Age Convention</i> , 1973 (C138).	AGD
21	Deliver and fund overseas capacity building activities to support the identification of victims and survivors, and the investigation and prosecution of modern slavery crimes.	DFAT, ABF, Home Affairs, CDPP, AFP
38	Promote effective and coordinated international and regional responses to modern slavery in line with the International Strategy on Human Trafficking and Modern Slavery.	DFAT, ABF, Home Affairs
39	Provide funding to overseas anti-trafficking programs.	DFAT

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership complements the National Action Plan by outlining the role of international engagement in the whole-of-government response.

This National Action Plan is part of a much broader framework of initiatives promoting the Australian Government's efforts to reduce violence, abuse and exploitation of women and their children. These initiatives include:

- National Plan to Reduce Violence against Women and their Children 2010–2022
- AFP Child Protection Plan 2020–2022
- National Action Plan on Women, Peace and Security 2021–2031
- National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030.

Modern Slavery Act 2018 (Cth)

Australia's landmark Modern Slavery Act entered into force on 1 January 2019, establishing a world-leading supply chain transparency framework. The Act drives public accountability of business actions to identify and address modern slavery in global operations and supply chains. It does so by requiring entities based or operating in Australia with more than \$100 million consolidated revenue to prepare annual statements reporting on the risks of modern slavery in their supply chains and operations and their actions to address these risks. These statements can be publicly accessed on the Online Register for Modern Slavery Statements: <https://modernslaveryregister.gov.au/>

Criminal Code Act 1995 (Cth)

Strong criminal justice responses are an integral part of combating modern slavery in Australia. Human trafficking, slavery and slavery-like practices are criminalised by a comprehensive suite of offences under the Commonwealth Criminal Code.

- Division 270 of the Criminal Code criminalises slavery, which is defined as the condition of a person over whom any or all of the powers attaching to the right of ownership are exercised. The slavery offences have universal jurisdiction and can therefore apply whether or not the conduct occurred in Australia, and whether or not the victim or the offender are Australian citizens or residents.
- Division 270 also criminalises slavery-like practices, including servitude, forced labour and deceptive recruiting. The slavery-like offences in Division 270 have extended geographic jurisdiction, and can apply where the conduct occurred in Australia, or where the conduct occurred outside Australia but the offender was an Australian company, citizen or resident.
- Division 271 of the Criminal Code fulfils Australia's obligations under the Trafficking Protocol and contains specific offences for human trafficking. These offences cover trafficking in all its forms, including trafficking in children, organ trafficking and harbouring a victim. The offences in Division 271, other than for domestic trafficking in persons or organs, have extended geographic jurisdiction.

National Roundtable on Human Trafficking and Slavery

In 2008, the Australian Government established the National Roundtable on Human Trafficking and Slavery. The National Roundtable brings together civil society, business, unions, academia, and the Australian Government agencies responsible for combating modern slavery. It acts as the Australian Government's primary mechanism for consulting key stakeholders on modern slavery policy and legislative issues and reforms.

The National Roundtable plays a central role in supporting the implementation of the National Action Plan through consultation on the development of key initiatives over the life of the plan. The Australian Government provides updates on its international and regional engagement to the National Roundtable.



Annex B: Australian Government agency responsibilities

Whole-of-government coordination

Australia's international engagement strategy on human trafficking and modern slavery: Delivering in partnership is a whole-of-government coordinated response.

Department of the Prime Minister and Cabinet

- Provides policy oversight and ensures a cohesive response towards human trafficking and modern slavery across government and with international partners.

Australian Federal Police

- Investigates extra-territorial modern slavery and trafficking offences in the Criminal Code.
- Disrupts transnational criminal networks.
- Manages operational relationships with counterpart agencies.
- Conducts capacity building for police and activities to combat gender-based violence in the Indo-Pacific.

Attorney-General's Department

- Conducts capacity building activities to strengthen legal systems and support justice agencies in the Indo-Pacific.
- Manages Australia's engagement with the ILO.
- Progresses ratification of international human rights and labour standards.
- Provides the functions of the International Crime Cooperation Central Authority for cross-border mutual legal assistance and extradition.

Commonwealth Director of Public Prosecutions

- Prosecutes extra-territorial modern slavery and trafficking offences in the Criminal Code.
- Provides support to victims through the Witness Assistance Service.

Department of Foreign Affairs and Trade

- Coordinates international and regional engagement on human trafficking and modern slavery.
- Co-chairs with Indonesia the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime.
- Engages bilaterally and multilaterally through the overseas diplomatic network and Australia's Ambassador for People Smuggling and Human Trafficking.
- Manages Australia's official development assistance investments and humanitarian program.
- Engages with business and civil society regarding trade, human rights, foreign policy and international engagement on human trafficking and modern slavery issues.
- Provides consular support.
- Engages with foreign diplomats and consular staff in Australia on protections for their domestic staff.

Department of the Treasury

- Implements the OECD Guidelines for Multinational Enterprises by hosting the Australian National Contact Point service.
- Promotes responsible business conduct, assesses complaints, and offers conciliation to eligible parties.

Australian Border Force and Department of Home Affairs

- Leads Australia's whole-of-government domestic policy and legislative response to modern slavery.
- Oversees implementation of the National Action Plan to Combat Modern Slavery 2020–25.
- Administers the Modern Slavery Act.
- Engages with business and civil society on human trafficking and modern slavery.
- Chairs the National Roundtable on Human Trafficking and Slavery, and the Modern Slavery Expert Advisory Group.
- Manages operational relationships with counterpart agencies.

- Administers the Human Trafficking Visa Framework.
- Identifies and refers victims of foreign worker exploitation (to the AFP or Fair Work Ombudsman) and investigates visa and migration fraud.
- Conducts capacity building activities to support counterpart agencies in the Indo-Pacific.

AUSTRAC

- Collaborates with foreign financial intelligence units to understand and disrupt illicit proceeds of human trafficking.

