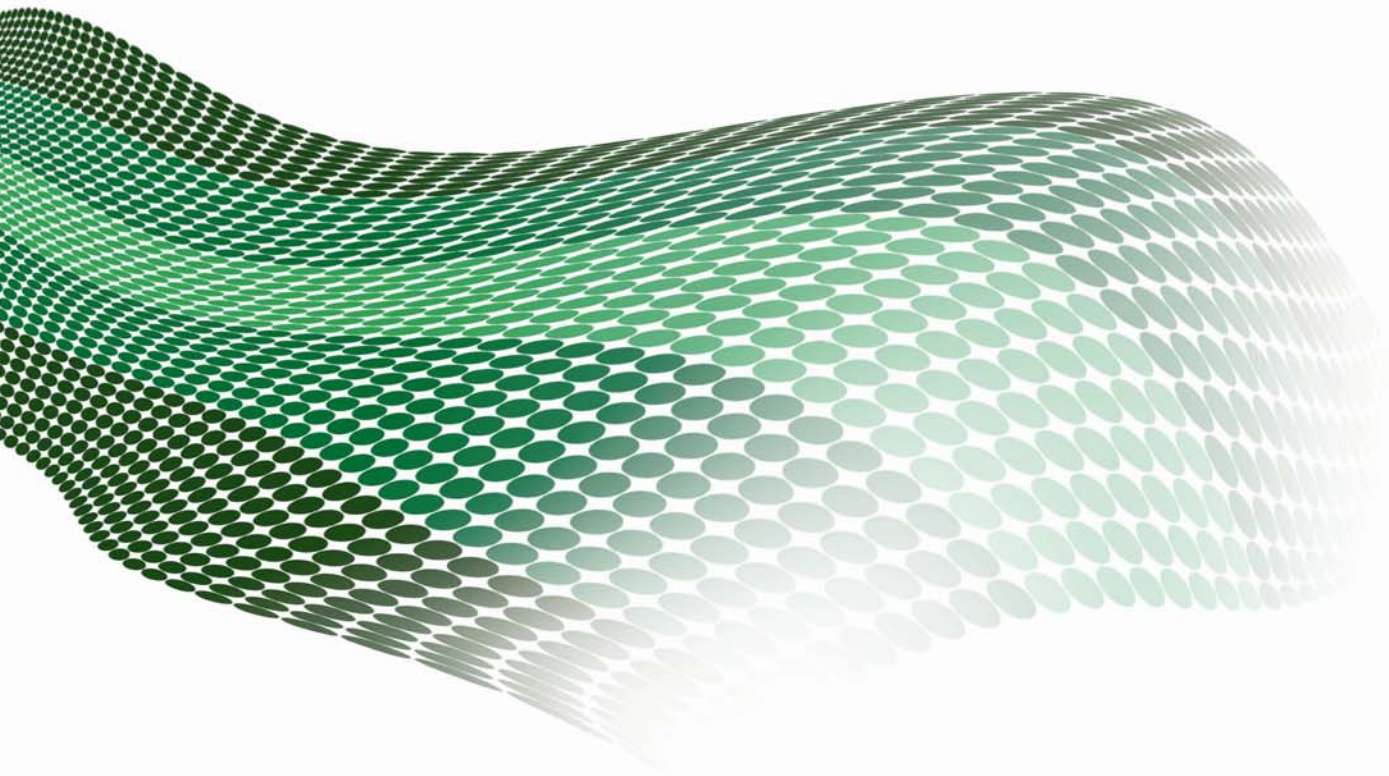


SERIOUS ORGANISED CRIME AGENCY
INTELLIGENCE ASSESSMENT



**UKHTC: A Strategic Assessment on the Nature
and Scale of Human Trafficking in 2012**

August 2013



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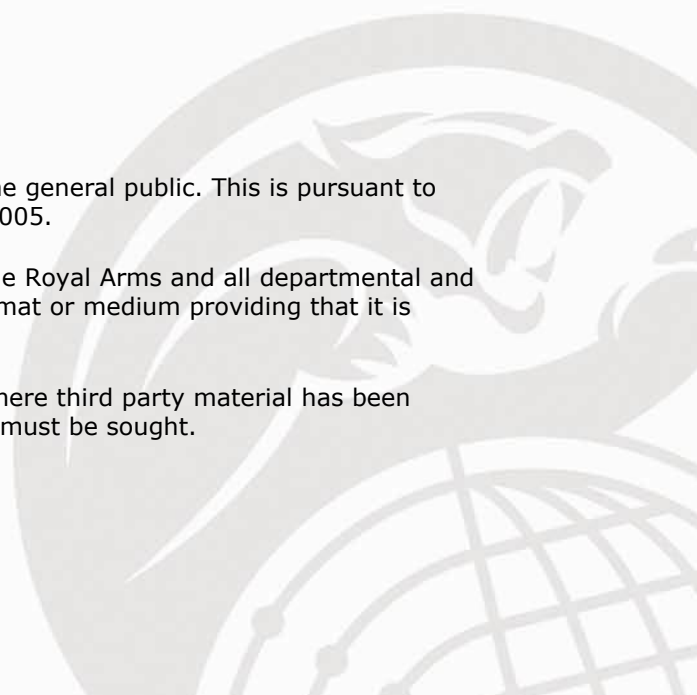
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Aim of the Document

This assessment was produced to provide an indication of the nature and scale of human trafficking during 2012. The findings of this assessment were compared to those from the United Kingdom Human Trafficking Centre's (UKHTC) Baseline Assessment on the Nature and Scale of Human Trafficking in 2011.

An intelligence requirement was disseminated to all UK police forces via Regional Intelligence Units where appropriate, Police Scotland (formerly all police forces in Scotland), the UK Border Agency (UKBA), UK Border Force, the Gangmasters' Licensing Authority (GLA), all Local Safeguarding Children Boards via London Safeguarding Children Board and 23 Non Governmental Organisations (NGOs) who work with victims of human trafficking. The Child Exploitation and Online Protection Centre (CEOP) and UKHTC regularly share intelligence relating to child trafficking, therefore intelligence held by them is already known to UKHTC and they did not receive the intelligence requirement.

The assessment explores the number of potential victims of trafficking identified, their country of origin and exploitation types, as well as enablers to human trafficking, including recruitment techniques, transport methods and documentation.

It aims to inform UK and international law enforcement, national and devolved government, NGOs, the voluntary sector, and through publication on the SOCA website, the wider public. It will also, identify changes in prevalence of exploitation types and methodologies used by human traffickers since 2011. It will also enable the identification of gaps in our understanding.

Report Base

This assessment was produced using intelligence held by UKHTC, information stored on the National Referral Mechanism database and responses to an intelligence requirement disseminated by UKHTC. NRM information obtained for this assessment comprised all referrals of potential victims of trafficking in the calendar year of 2012. Any potential victims of trafficking encountered during this period who received a negative Reasonable Grounds or a negative Conclusive Decision¹ by 01/03/2013 were removed from the data set. Duplicates were removed to show a total number of unique potential victims of trafficking.

Information collected was dated from 01/01/2012 to 31/12/2012 and is judged to be reliable. Please note that certain caveats, to be borne in mind when interpreting the data, are listed in Annex A.

Responses to the intelligence requirement were received from 17 UK police forces (of which ten provided information, six provided a nil return and one stated they had already shared all intelligence with UKHTC), Interpol, the GLA, UKBA, UK Border Force and three Non Governmental Organisations. One additional NGO stated they did not have the resources to contribute, therefore the findings of this assessment should be considered illustrative rather than representative.

The intelligence cut off date for this report is 01/03/2013.

¹ If a person receives a negative Reasonable Grounds or negative Conclusive Decision, this means that they have been found not to be a victim of human trafficking for the purpose of the Council of Europe Convention Against Trafficking in Human Beings. The Convention enables victims of trafficking to access support including accommodation and healthcare.

Key Points

- 2255 potential victims of human trafficking were encountered in 2012. This represents an increase of 178 (9%) compared to those reported in 2011.
- Of these 2255 potential victims, 778 had either received a positive conclusive decision or were awaiting a conclusive decision through the National Referral Mechanism. 402 (52%) of these 778 potential victims from the NRM had received a positive conclusive decision.
- 1607 (71%) potential victims were adults, 549 (24%) were children and the age of 99 potential victims was unknown.
- The five most prevalent countries of origin of potential victims of trafficking were Romania, Poland, Nigeria, Vietnam and Hungary. For those reporting exploitation as a minor it was Vietnam, Nigeria, Slovakia, Romania and the UK.
- Sexual exploitation (35%) and labour exploitation (23%) were the two most prevalent exploitation types reported. For those reporting exploitation as a minor it was sexual exploitation (28%) and criminal exploitation (24%).

UKHTC: A Strategic Assessment on the Nature and Scale of Human Trafficking in 2012

What is human trafficking?

1. The UK is a signatory to, and has adopted, the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention against Transnational Organised Crime. This is more commonly referred to as the Palermo Protocol and article three contains the most widely used definition of human trafficking:

a. 'Trafficking in persons' shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, or 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 purposes 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 consent of the victim of trafficking in persons to the intended exploitation set forth in paragraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used.

b. The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph (a) of this article.

c. 'Child' shall mean any person under eighteen years of age.

All Potential Victims of Trafficking

2. According to intelligence received by UKHTC, NRM data and information received from respondents to the intelligence requirement, 2255 potential victims of human trafficking were encountered in the calendar year of 2012. This is an increase of 9% compared to the number of potential victims reported by the UKHTC in 2011.²

3. In 2011, 946 people were referred into the NRM. 1186 people were referred into the NRM in 2012. This represented an increase of 25% in the number of referrals. Any potential victims of trafficking encountered during 2012 who received a negative 'Reasonable Grounds' or a negative 'Conclusive Decision' were removed from the assessment, leaving a total number of 778 potential victims of trafficking, compared to a total number of 658 in 2011 (an increase of 18%). Of the 778 potential victims used in this assessment, 402 (52%) had already received a positive conclusive decision and were adjudged to have been trafficked.

4. This increase in NRM referrals may indicate improved victim identification, and a greater confidence on the part of potential victims to disclose their experiences and co-operate with law enforcement investigations.

² 'UKHTC: A Baseline Assessment of the Nature and Scale of Human Trafficking in 2011'

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5. 1991 potential victims were recorded on the UKHTC intelligence database and information relating to 393 potential victims was received from recipients to an intelligence requirement disseminated by the UKHTC. Some potential victims of trafficking were recorded in more than one data set and, where identified, duplicates were removed. This resulted in a total number of 2255 unique potential victims of trafficking and will be used as the total for the remainder of this report.

6. It is possible that the number of victims of human trafficking may be higher than this. Some people who have been trafficked may not consider themselves to have been exploited. This may be as a consequence of cultural values, work ethics and levels of remuneration within their home country. Elements of coercion and the degree of control measures in place may render them unwilling or unable to disclose their experiences, co-operate with law enforcement investigations or consent to entering the National Referral Mechanism.³

7. Some people may not be identified as potential victims of trafficking by those who encounter them. Some encountered within the sex trade may be considered to be voluntarily engaging in prostitution. Those who are criminally exploited (for example in cannabis factories or through theft) may initially be identified as criminals rather than victims. Potential victims who have been provided with false, stolen or fraudulently obtained genuine identity documents may be considered to be immigration offenders, even if they have not used such documents of their own volition. Potential victims sometimes quickly return to their country of origin and therefore a referral is not made.

8. The factors above may have contributed to the fact that 65% of the total number of potential victims of trafficking appears not to have been recorded on the National Referral Mechanism. As 1477 of these potential victims had not been through the NRM process to receive a formal assessment of their trafficked status. It has been agreed to refer to all persons in this report as potential victims of trafficking. The total could be lower if every potential victim had been referred to the NRM and their case progressed to the conclusive decision stage as some of these individuals may not have received a positive conclusive decision and would therefore have been excluded from the assessment.

9. Of the 2255 potential victims 1246 (55%) were female, 910 (40%) were male and the gender of 95 (5%) of potential victims was unknown. 1607 (71%) of all potential victims were adults, 549 (24%) were children and the age of 99 (5%) of potential victims was unknown. A further breakdown of child potential victim data and trends is consolidated at the end of this report.

³ Adults must give their consent to be entered into the NRM process.

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Country of Origin - All PVoTs

10. Potential victims were from 78 different countries of origin. Where identified, the most frequently recorded countries of origin were Romania 272 (12%), Poland 240 (11%), Nigeria 209 (9%), Vietnam 133 (6%), Hungary 125 (6%), Albania 107 (5%), Slovakia 103 (5%), UK 86 (4%), Lithuania 77 (3%) and the Philippines 53 (2%). The country of origin of 333 (15%) potential victims was unknown.

Figure 1: A table to show the ten most prevalent countries of origin of all potential victims of trafficking identified in 2012 compared to those encountered in 2011

POSITION IN 2012	COUNTRY OF ORIGIN	POSITION IN 2011	2012 TOTAL	INCREASE/ DECREASE FROM 2011
1	Romania	1	272	+26%
2	Poland	4	240	+48%
3	Nigeria	3	209	+22%
4	Vietnam	8	133	+41%
5	Hungary	6	125	+21%
6	Albania	13	107	+182% ⁴
7	Slovakia	2	103	-41%
8	UK	7	86	-13%
9	Lithuania	9	77	+31%
10	Philippines	40	53	+1225%

11. For the second consecutive year, Romania remained the most prevalent country of origin for potential victims of trafficking. Of these potential victims, the most common exploitation type reported was sexual exploitation 99 (53%), followed by criminal exploitation 65 (24%), labour exploitation 36 (14%) and domestic servitude 2 (1%). 17 (6%) of potential victims reported more than one exploitation type, and the exploitation type was unknown in 8 (3%) of cases.

12. Poland was the second most prevalent country of origin of potential victims of trafficking in 2012. There was a 48% increase from 2011. 135 (56%) of Polish potential victims of trafficking were reported to have been trafficked for benefit exploitation.

13. There was an increase of 69 (182%) in potential victims of trafficking from Albania compared to those encountered during 2011 from 38 to 107. Of the 107 potential victims encountered in 2012, 82 (77%) reported having been sexually exploited, 85 (79%) were adults and 22 (21%) children. Of those reporting sexual exploitation, the majority (72, 88%) were adults, with 10 (12%) being children.

14. Of the 86 potential victims of trafficking of UK nationals, 43 (50%) had been trafficked for sexual exploitation. 39 (44%) were trafficked for labour exploitation in the tarmacking and block paving industries by crime groups comprised of members of the UK Traveller community. 46 (53%) of UK potential victims were adults and 38 (44%) were children, the remaining two were unknown. Of those trafficked for labour exploitation 35 (90%) were adults. Of those trafficked for sexual exploitation 32 (74%) were children.

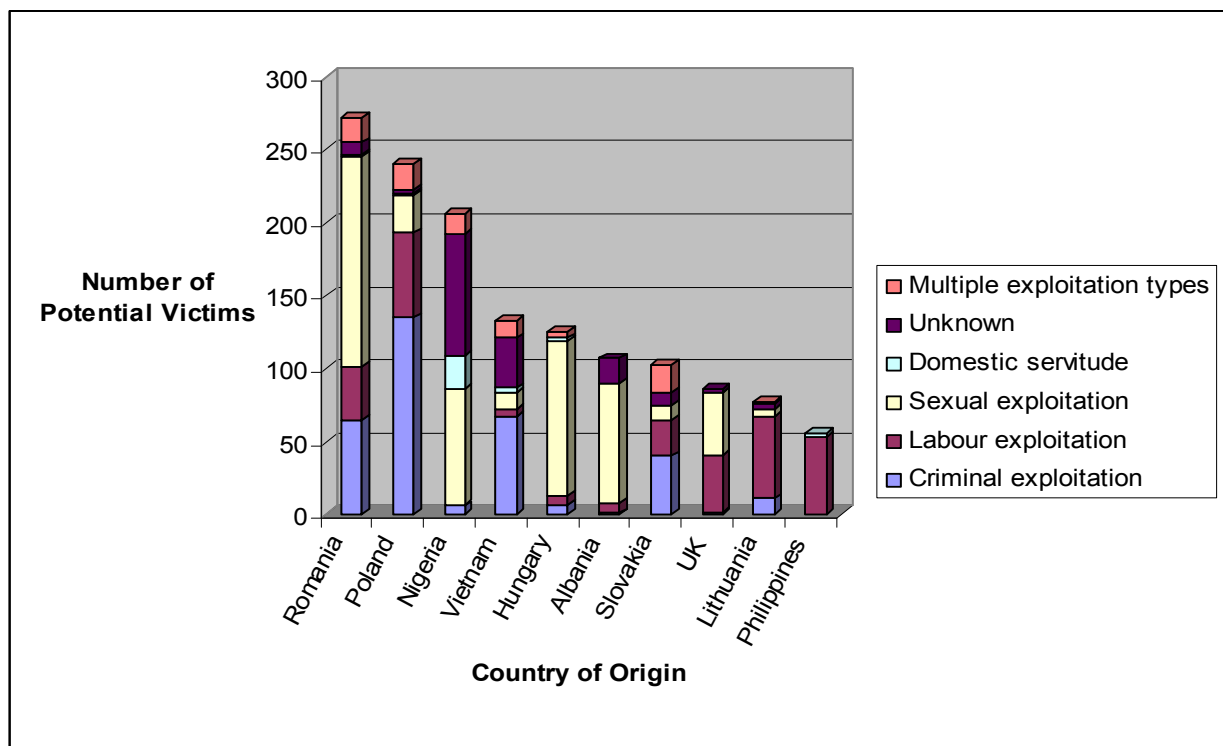
⁴ For further comment on the increase in potential victims of trafficking from Albania, please see the section on Sexual Exploitation, paragraph 20

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15. There was an increase in potential victims from the Philippines compared to 2011. In 2012 there were 53 potential victims who originated from the Philippines whereas in 2011 there were four. This increase of 49 (1225%) can be attributed to a large-scale operation in which many potential victims were recovered from labour exploitation in the maritime industry. 50 (94%) of the potential victims identified from the Philippines were reported to be exploited in this way.

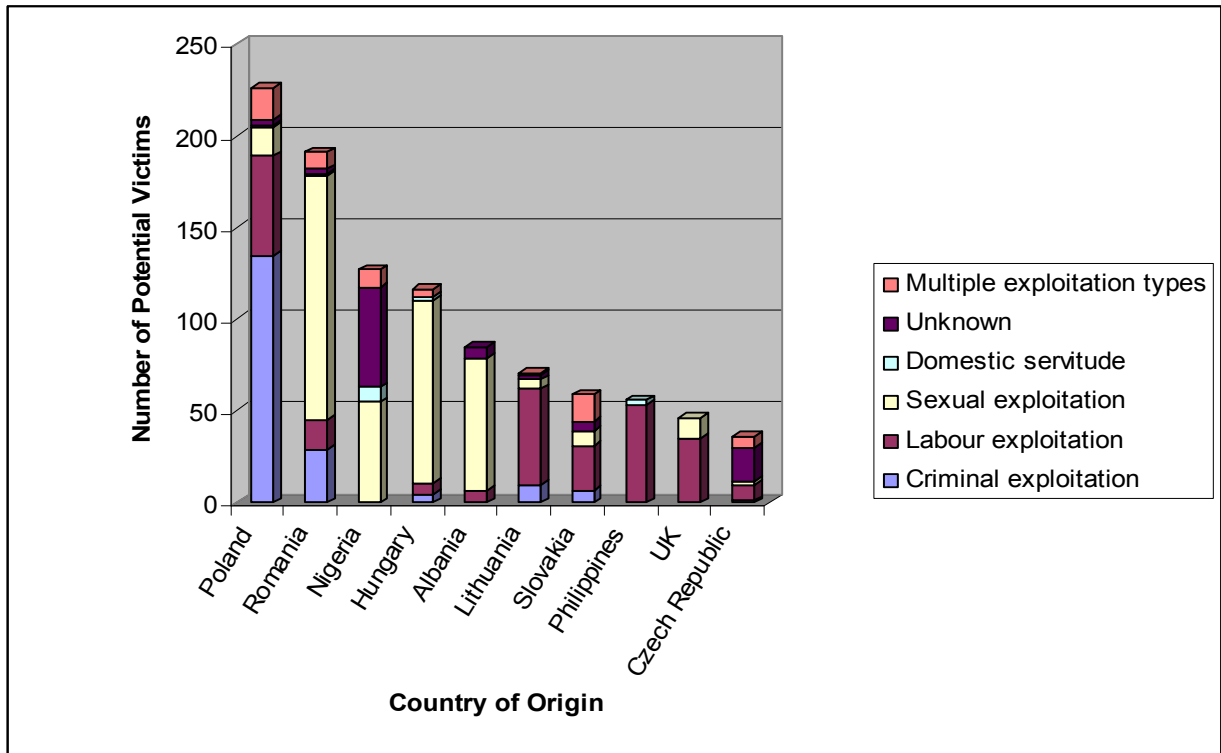
16. Some potential victims of trafficking for all forms of exploitation reported being locked into the premises in which they were exploited. Others had their movement restricted through surveillance by traffickers. Threats were reported, in which potential victims were told that if they left their exploitative situation, they or their families would be harmed.

Figure 2: A Bar Chart to Depict Country of Origin and Exploitation Types for all Potential Victims of Trafficking Identified in 2012



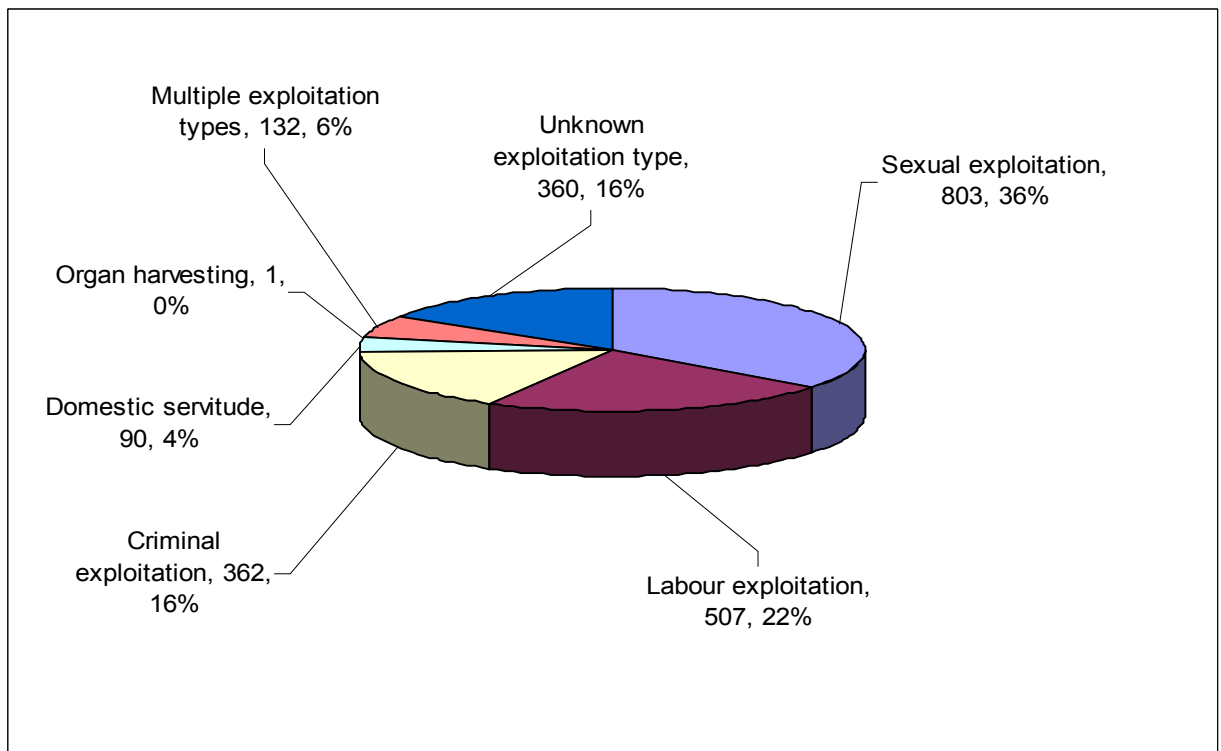
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Figure 3: A Bar Chart to Depict Country of Origin and Exploitation Types for Adult Potential Victims of Trafficking Identified in 2012



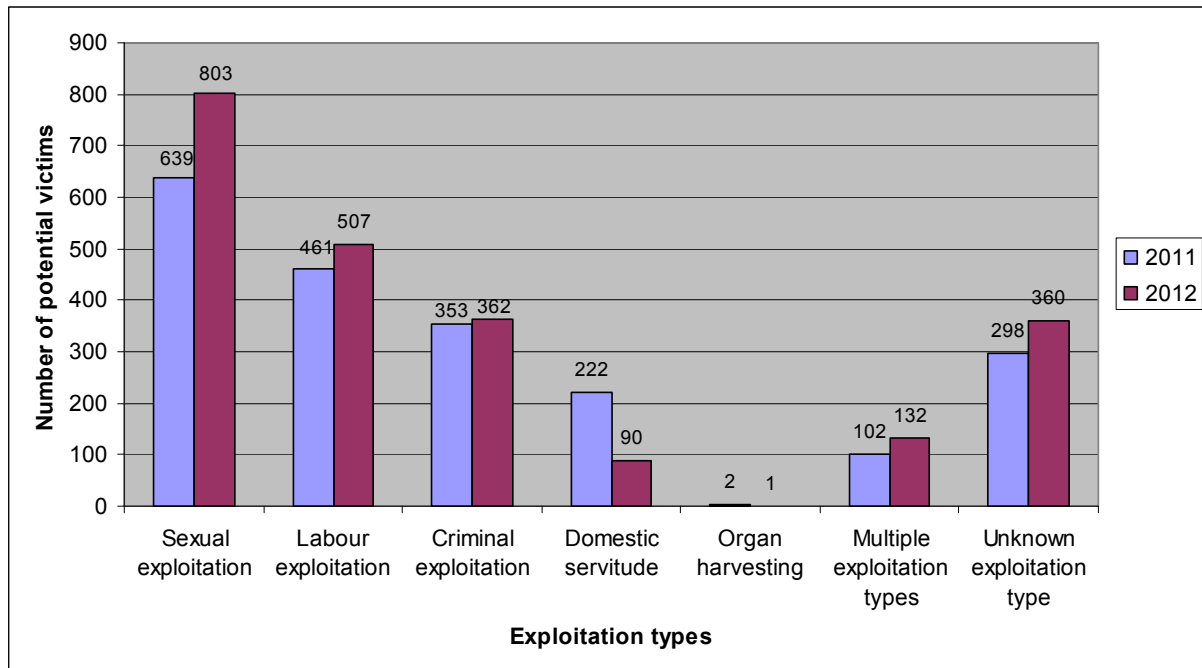
Exploitation Types

Figure 4: A pie chart to depict exploitation types reported by all potential victims of trafficking identified in 2012



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Figure 5: A bar chart to show the number of all potential victims of trafficking who reported each exploitation type in 2012 compared to 2011



Sexual Exploitation

17. 803 people were believed to have been trafficked for sexual exploitation. This showed an increase of 26% from 2011. 98% of potential victims were female, 1% of potential victims were male and in 1% of cases the gender of the potential victim was unknown. 79% of potential victims were adults, 19% were children and the age of 2% of potential victims was not known.

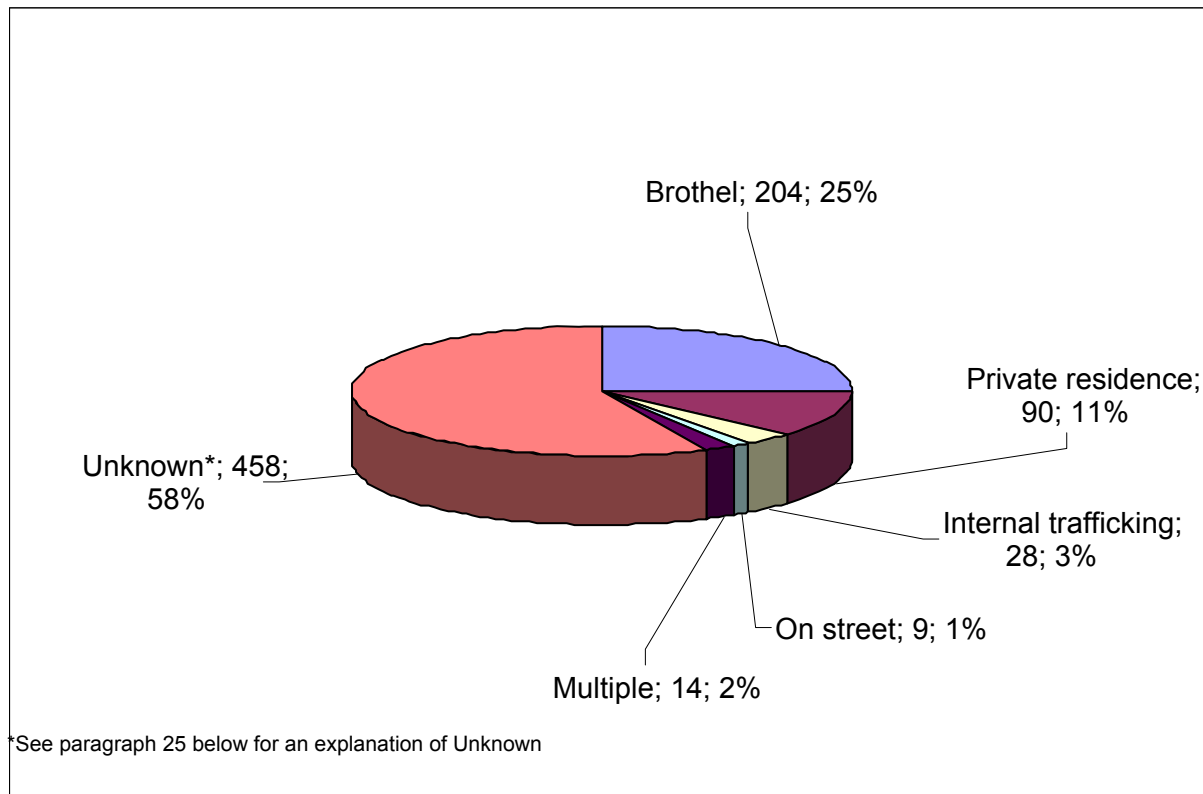
18. The most prevalent countries of origin for potential victims who reported having been sexually exploited were Romania (144, 18%), Hungary (106, 13%), Albania (82, 10%), Nigeria (79, 10%) and UK (43, 5%). In 103 (13%) cases, the country of origin of the potential victim was unknown, and in 47 (6%) cases, the country of origin was recorded as Eastern Europe with no further information available.

19. In 2011 and 2012, Romania, Hungary, Nigeria and the UK remained consistently in the five most prevalent countries of origin of potential victims of sexual exploitation. In 2011, 40 potential victims stated they were from the Czech Republic, compared to 2 potential victims in 2012. It is not known why this decrease has occurred.

20. In 2011, 31 potential victims from Albania reported that they had been sexually exploited compared to 82 in 2012. There is little information on how travel to the UK was arranged or paid for but in many cases alleged exploitation occurred before the potential victim arrived in the UK.

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Figure 6: A pie chart to depict subtypes of sexual exploitation reported by all potential victims in 2012



21. 204 potential victims reported having been sexually exploited in a brothel and 92 were sexually exploited in a private residence. 28 potential victims were believed to have been trafficked to various locations within the UK. Of those internally trafficked within the UK 25 (89%) were children. Nine reported on-street sexual exploitation. In 14 cases, potential victims reported more than one type of sexual exploitation. Such victims had predominantly been exploited in private residences as well as other locations.

22. It is possible that these locations of exploitation do not accurately reflect the situation. Potential victims of trafficking exploited in brothels are more likely to be encountered by law enforcement than those exploited in private residences. Potential victims exploited in private residences may have less freedom of movement and law enforcement or other first responders may be unaware that the location is being used for sexual exploitation. As such, the true scale of sexual exploitation in private residences may be higher than suggested.

23. In 458 cases, the subtype of sexual exploitation was unknown. In some cases, this was because potential victims reported having been sexually exploited in countries other than the UK and no further information was available. Some potential victims were identified on arrival to the UK as fitting the profile of a person who was being trafficked for sexual exploitation (for example, Nigerian females travelling to the UK with little luggage other than lingerie). As such, although there was believed to have been an intention to exploit them, as this had not yet occurred, the type of sexual exploitation they may have been subjected to is not known.

Recruitment

24. Romanian female potential victims of trafficking for sexual exploitation were often offered a legitimate job in the UK by people known to them from their village.

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25. Of the Albanian females who reported they had been sexually exploited, the most common recruitment method reported was that they met a male, a romantic relationship developed and the female was offered a better life or marriage in a different country. On arrival, they reported this male sexually exploited them. In many cases, they stated the sexual exploitation occurred in Albania, Italy, Greece or Belgium and they escaped this exploitation and travelled to the UK for safety.

26. Many Nigerian females who were trafficked for sexual exploitation stated that they were recruited when their parents died. They reported being taken in by a relative or friend of the family, and were often subjected to deceptive recruitment through being offered employment or education opportunities in the UK. Home Office report that Nigerian victims have been more commonly associated with abuse of the visa system, using forged or fraudulently obtained documentation. There is little intelligence to indicate they use clandestine routes to enter the UK

Transport and Routing

27. Potential victims trafficked for sexual exploitation from Eastern Europe; Romania, Hungary, Slovakia and Poland, have travelled directly to the UK from their country of origin using budget airlines in the majority of cases.

28. Many Nigerian potential victims stated they travelled by air direct from Nigeria to London. Some of them were transiting the UK for other European destinations such as Italy and France, while others arrived in the UK via Italy, Germany, France, Netherlands and Turkey. West African females who fitted the profile of being a potential victim of trafficking were encountered at Gatwick Airport arriving on a Turkish Airways flight from Istanbul after Air Nigeria flights into Gatwick ceased.

29. The Home Office report that many of the Albanian potential victims will have entered the UK in similar methods to others who are smuggled. The majority will have made use of the visa free travel into Europe by leaving Albania on their legitimate travel documents then once in the EU, they will obtain false Greek or Italian identity documents before travelling to the UK, often accompanied by a man claiming to be their partner.

Finance

30. Some potential victims stated they had been sold between traffickers. In one case, Central European females were sold for GBP 900 each for labour exploitation or sexual exploitation. In another case, a vulnerable⁵ Central European female stated she had been sold by her parents for GBP 8 and forced into sexual exploitation. She was also to be forced into marriage with a non-EU national who was in the UK illegally.

31. South Eastern European female victims of trafficking for sexual exploitation were made to earn EUR 1000 but were only allowed to keep EUR 20 of this. If they failed to earn this amount, they were charged a debt by traffickers.

Coercive methods

32. Many victims of sexual exploitation reported being threatened, physically assaulted or raped by traffickers.

⁵ A position of vulnerability as described in Directive 2011/36/EU, Article 2(2) means: "a situation in which the person concerned has no real or acceptable alternative to submit to the abuse involved"

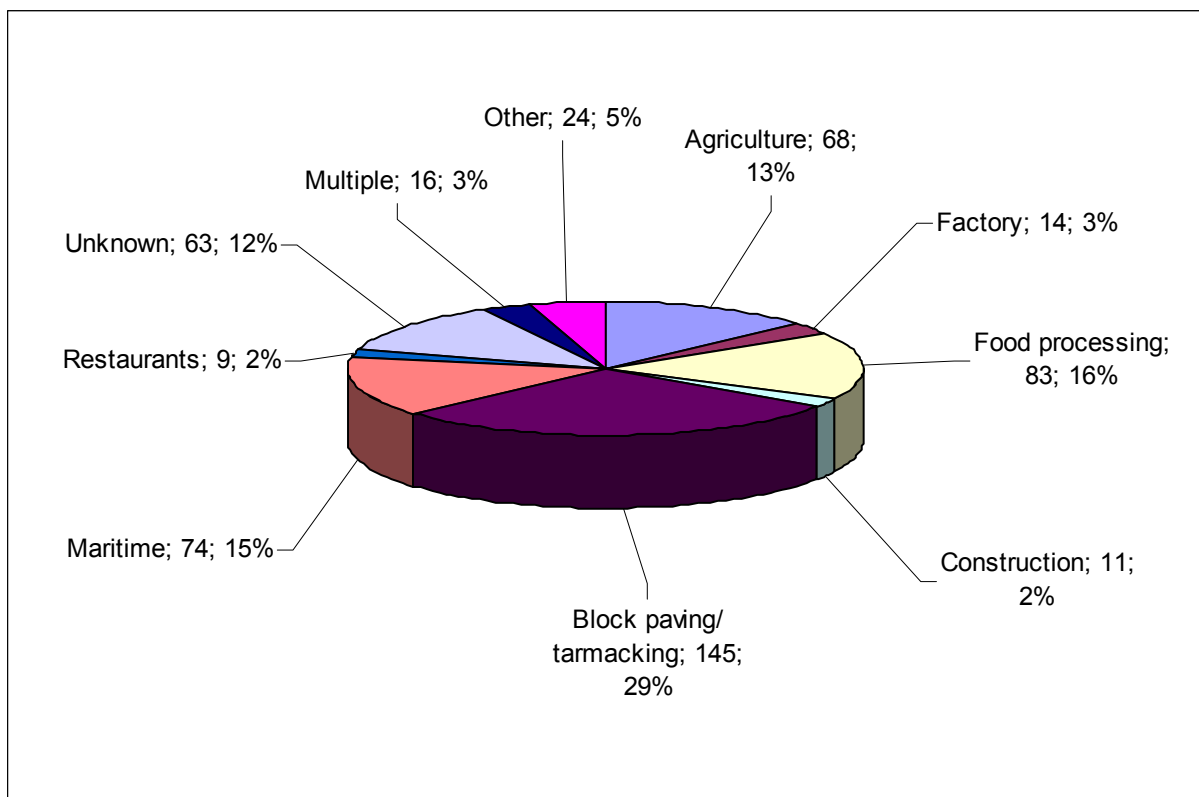
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33. One South Eastern European female had been trafficked into the UK along with her children. She was sexually exploited, and reported that her children were removed on arrival in order to ensure her compliance with the trafficker’s demands.

34. In the case of non EEA national potential victims of trafficking, they are often told that if they do not comply with traffickers’ demands or if they try to escape, they will be arrested or deported due to their illegal immigration status. Some potential victims are told that if they try to report their trafficking experience to the police, they won’t be believed. Some non UK national potential trafficked victims may also have a fear of authorities due to negative experiences in their home countries.

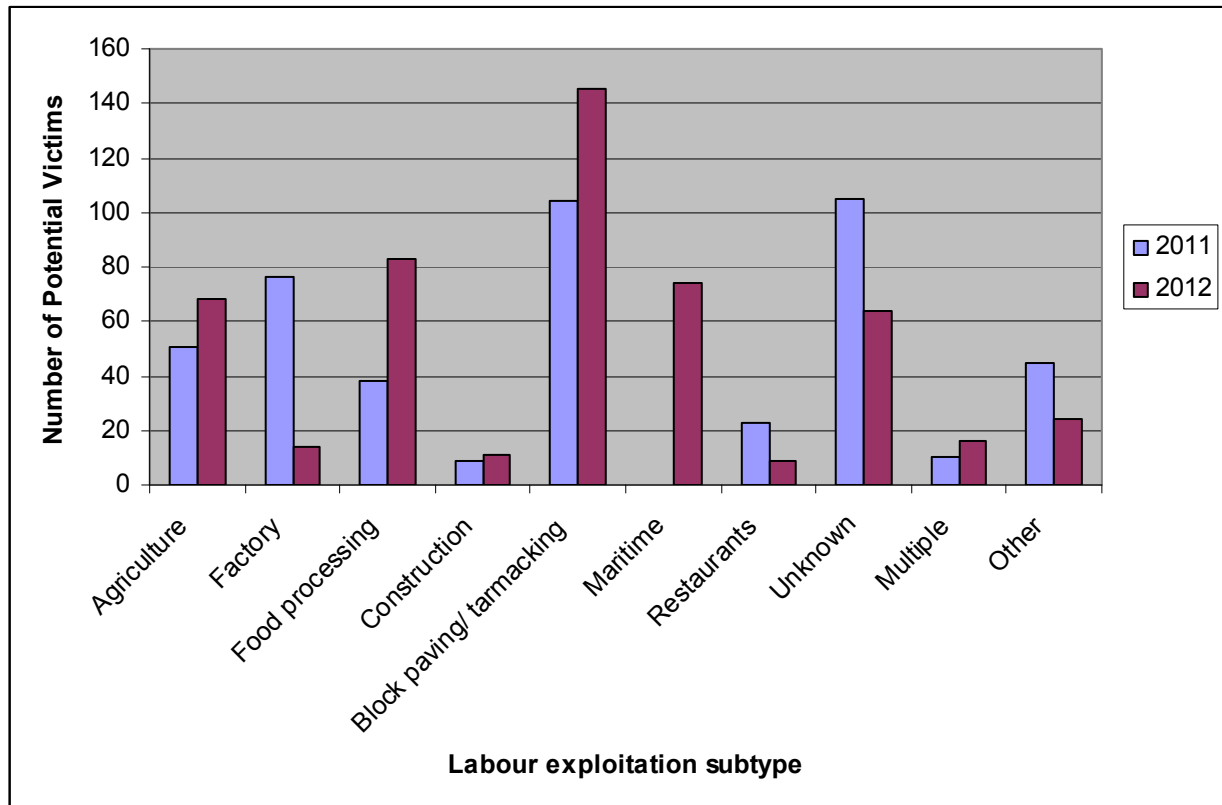
Labour Exploitation

Figure 7: A pie chart to depict subtypes of labour exploitation reported by all potential victims in 2012



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Figure 8: A bar chart to show labour exploitation subtypes reported in 2012 compared to 2011



35. There were 507 potential victims, believed to have been trafficked for labour exploitation. 443 (87%) were male, 27 (5%) were female and the gender of 37 (8%) of potential victims was unknown. 436 (86%) were adults, 18 (4%) were children and the age of 53 (10%) of potential victims of labour exploitation was unknown.

36. The most prevalent countries of origin of potential victims of trafficking for labour exploitation were Poland (58, 11%), Lithuania (56, 11%), Philippines (50, 10%), the UK (39, 8%) and Romania (36, 7%). The country of origin of 131 (26%) potential victims was unknown.

37. The most prevalent subtype of labour exploitation reported was block paving and tarmacking where potential victims stated they had been trafficked by members of the UK Traveller community (145, 29%). This prevalence is consistent with findings from UKHTC's Baseline Assessment on Human Trafficking published in 2011, but has increased further.

38. It is possible the high number of potential victims identified within this thematic sub group is due to increased awareness as a result of high profile prosecutions and increased preventive activity within identified recruitment hotspots. There has also been an increase in information recorded on the exploitation potential victims were subjected to during the period under review and that has allowed more accurate sub group classification.

39. 74 potential victims were exploited in the maritime sector. This was as a result of a large-scale operation involving officers from Dumfries and Galloway Police Force (now part of Police Scotland). Victims stated they had been exploited in the fishing industry and their exploiters have now been identified abusing an immigration concession for seamen to facilitate the potential victims' entry to the UK.

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Recruitment

40. Some Polish males who had been subjected to labour exploitation stated they had been offered a package deal on recruitment of transportation to the UK, accommodation and full time employment in the UK. On arrival, these males were placed in substandard accommodation, paid a low wage and charged high living costs.

41. In the case of those trafficked for labour exploitation in the block paving and tarmacking industry by UK Travellers, potential victims were often homeless and were recruited at homeless shelters and other such locations frequented by homeless people.

Transport and Routing

42. Some potential victims of labour exploitation had transport provided between their accommodation and their place of work. Money was then withheld from their wages for this.

Finance

43. Some potential victims exploited by the same traffickers received different amounts of wages. In one case of labour exploitation in the tarmacking and block paving industries by UK Travellers, those who were considered to be “skilled workers” were paid between GBP 60 and GBP 80 per day and others who were considered of lower status were paid between GBP 20 and GBP 30 per day.

44. In one case of labour exploitation, potential victims were recruited through a Lithuanian website and paid GBP 350 each to the traffickers to secure a job in the UK.

Coercive methods

45. Many potential victims of labour exploitation reported they had been assaulted or threatened with assault. Some also stated they had their identity documents removed.

46. In one case of this type of labour exploitation, the potential victim’s name was given as a contact point on a leaflet advertising their block paving services. He was told that if he did not do the work demanded of him by his traffickers, they would “tell the taxman”, implying that as he was named on the leaflet, he would be considered responsible for tax payments for the company. This was effective as both a method of coercion and a way for the traffickers to distance themselves from the exploitation occurring.

Criminal Exploitation

Figure 9: A pie chart to depict subtypes of criminal exploitation reported by all potential victims of trafficking in 2012

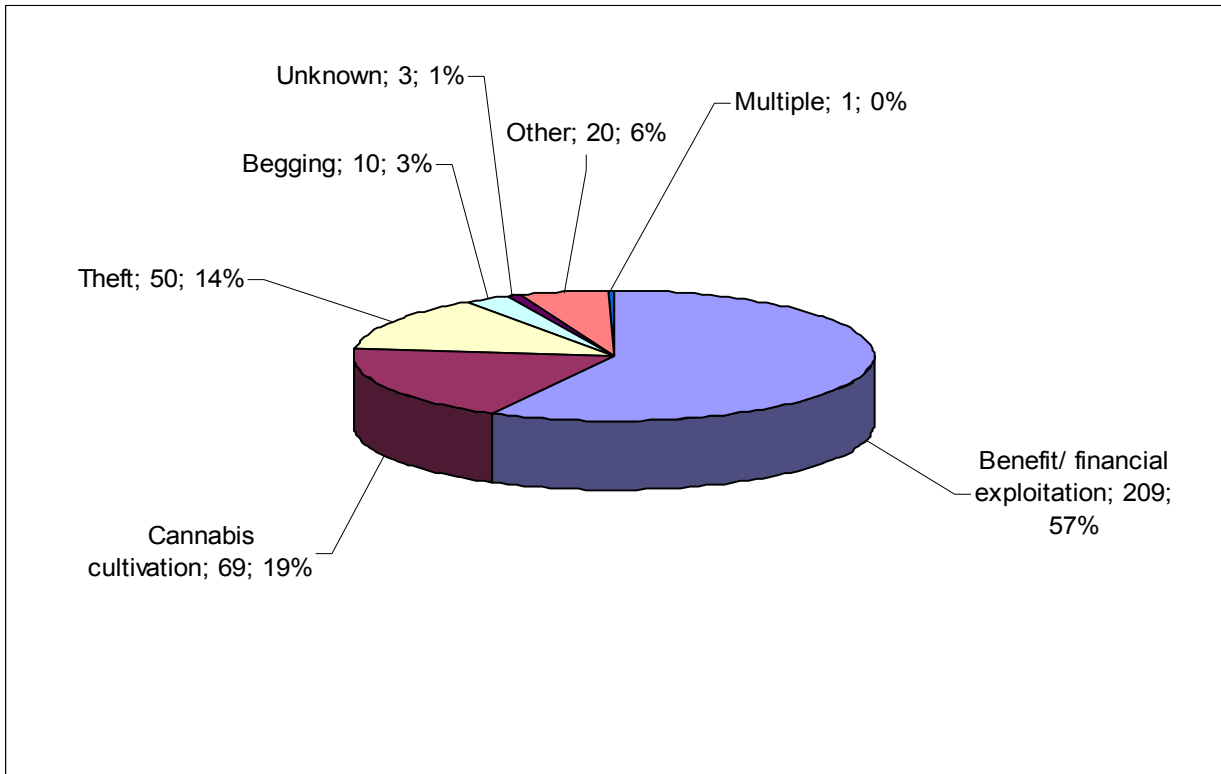
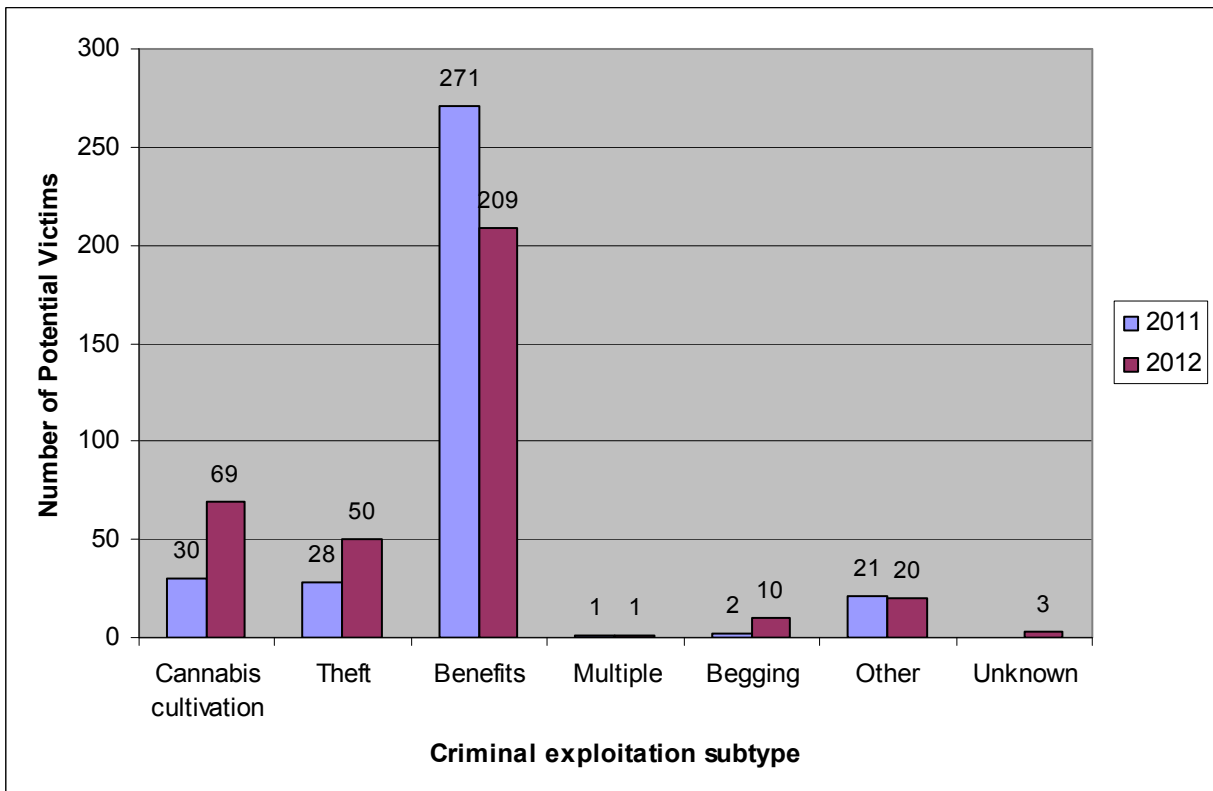


Figure 10: A bar chart to show criminal exploitation subtypes reported in 2012 compared to 2011



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47. 362 (16%) of potential victims were subjected to criminal exploitation. This represented an increase of 3% compared to 2011. 323 (66%) of potential victims were male, 85 (21%) were female and the gender of 45 (13%) of potential victims was unknown. 209 (58%) of them were adults and children accounted for 132 (36%) of the potential victims. The age of 21 (6%) of victims was not known.

48. The most prevalent type of criminal exploitation recorded was benefit or financial exploitation. In such cases, a potential victim may be offered a job in the UK, but on arrival may be forced to claim UK benefits to which they are entitled, but this money is withheld by traffickers. In some cases, potential victims believe they are awaiting the start of their job, and benefits are claimed using their personal details unbeknownst to them. Additional financial exploitation may occur in which a potential victim may be forced to take out loans or credit agreements resulting in the trafficker receiving the related money or assets. In one case, trafficked victims were made to take out credit agreements for laptops and mobile telephones which were then sold on for the benefit of the trafficker. Benefit exploitation and financial exploitation may take place alongside other exploitation types in order for the trafficker to maximise financial gain.

49. Of the 362 potential victims who reported having been criminally exploited, 58% (209 potential victims) stated they had been subjected to benefit or financial exploitation. Of these, 138 (66%) were Polish adults. The next most prevalent country of origin of potential victims exploited in this way was Slovakia with 36 (10%), 33 (92%) of these potential victims were children.

50. Cannabis cultivation was the next most prevalent subtype (69, 19%), followed by theft (50, 14%). Other criminal exploitation types recorded included begging, selling counterfeit DVDs and smuggling cigarettes.

51. The number of potential victims who were reported to have been trafficked for cannabis cultivation increased by 130% from 2011 to 2012. It is possible that this is due to improved awareness and better identification of those found in cannabis factories as potential victims of trafficking. In the case of potential victims who do not initially disclose having been trafficked, it could also be as a result of improved victim identification by prison officers or those working in Young Offenders' Institutes. Of those potential victims trafficked for cannabis cultivation, 56 (81%) were children.

52. Previous UKHTC reporting suggests that trafficking for forced marriage often involves Eastern European females trafficked into the UK for the purpose of marrying Asian males, who would otherwise not be legally entitled to stay in the UK. 22 potential victims of trafficking stated forced marriage as the method of exploitation. 11 (50%) of these were also subject to other exploitation. 15 were EU nationals and 8 of these were trafficked for the sole purpose of forced marriage where no other exploitation type is reported.

53. The Crown Prosecution Service published guidance on dealing with those who may have been involved in the commission of a crime as a result of having been trafficked: "Where there is clear evidence that the suspect has a credible defence of duress, the case should be discontinued on evidential grounds".⁶

Recruitment

54. In some cases of benefit exploitation of Polish males, potential victims reported having been recruited by responding to job adverts offering factory work in England which were placed on Polish websites. On arrival in the UK, no work was provided and potential victims'

⁶ *CPS Policy on Prosecuting Cases of Human Trafficking* p.30, published May 2011

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identification details were used to claim benefits. All money received was withheld by traffickers.

55. Many Vietnamese nationals of trafficking for cannabis cultivation stated they were offered a better life, education or a job and travelled to the UK, whereupon they owed money to those who had arranged their travel. In some cases, it appears that they were told where to go on arrival and subsequently found themselves in debt bondage. Some Vietnamese nationals reported they or their family had a debt in Vietnam and were told they should travel to the UK to work to repay this. Potential victims had transport arranged for them, and in some cases they were told they were being taken to locations other than the UK.

Transport and routing

56. Where information was available, potential victims trafficked to the UK for benefit exploitation travelled to the UK either by minibus and ferry, or direct by air.

Finance

57. Vietnamese potential victims of trafficking reported incurring a debt of between GBP 10,000 and GBP 14,000 for travel to the UK. In some cases, part of this fee was paid prior to travel, with the remainder to be paid on arrival. Some potential victims stated they had to work for traffickers to repay the outstanding amount.

58. One group were reported to be trafficking females into forced marriage. GBP 25,000 was believed to be charged for each female.

59. Another group believed to be trafficking Czech females to the UK for forced marriage to Bengali and Pakistani males charged GBP 5,000 per female.

Coercive methods

60. In one case involving Romanian potential victims of trafficking for forced criminality, Romanian potential victims were recruited with the promise of a job in the construction industry. On arrival, they were made to steal and were told that if they did not comply, they would not be provided with accommodation and a flight home.

61. Many potential victims had passports, identity documents and, in the case of those subjected to labour exploitation or benefit exploitation, banking documents removed by traffickers, thereby increasing their vulnerability and possibly steering victims towards survival offending.⁷

Domestic servitude

62. 90 (4%) potential victims reported having been subjected to domestic servitude. This was a decrease of 59% compared to 2011. 55 (61%) were adults and 35 (39%) were children.

63. 77 (86%) were female and 11 (12%) were male. The gender of 2 (2%) of the potential victims was not provided.

64. The most prevalent country of origin for potential victims of domestic servitude was Nigeria (23, 26%); this is broadly in line with the situation reported in 2011 but the Home

⁷ Survival offending refers to a situation in which people don't have enough money to buy food or other basic necessities and so end up stealing such items.

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Office report East Africans initially exploited in the Middle East and later brought to the UK as domestic workers are also commonly encountered by their staff.

Recruitment

65. Some potential victims of domestic servitude stated they had been offered a job or education in the UK by family or people known to their family. In other cases, they have been employed in their country of origin in a domestic capacity and subsequently brought to the UK to work for other members of the employers' family and exploited.

Transport and Routing

66. Many potential victims of trafficking for domestic servitude stated they travelled to the UK by air. Where information was provided, potential victims travelled directly from their country of origin to the UK.

Identity documents

67. Some potential victims indicate that their trafficker arranged their travel documentation including passport and visa, without the potential victim attending an embassy or completing any paperwork themselves. There have been instances of potential victims of trafficking for domestic servitude stating that they had travelled to the UK using false passports provided to them by their traffickers.

Finance

68. One Central European female stated she was trafficked to the UK for sexual exploitation. On arrival, she was sold for GBP 1,000 to a female who subjected her to domestic servitude. She was subsequently sold to a male for GBP 12,000 who forced her to marry him.

69. Many potential victims of domestic servitude were not paid what they had been promised, and some were not paid at all. In some cases, potential victims were domestic workers in one country and received the salary they had been promised on recruitment. However, on arrival in the UK, they were paid less or not at all.

Coercive methods

70. Many potential victims of domestic servitude had their identity documents removed, were assaulted and were not allowed to leave the property in which they were exploited. This isolation would limit opportunities for the victim to escape or report their exploitation. In some cases, potential victims also reported sexual assault or rape by their trafficker.

Multiple exploitation types

71. 132 potential victims stated they had been subjected to more than one exploitation type. The most common exploitation type combinations reported were domestic servitude with sexual exploitation, and benefit exploitation in conjunction with labour exploitation. In some additional cases, it was not clear whether victims of domestic servitude had been raped by their trafficker or whether they had additionally been subjected to sexual exploitation.

CASE STUDY 1: Domestic servitude and sexual exploitation

Female A states she was told that she was being brought to the UK to go to school. She was trafficked to the UK and forced to do housework for her trafficker. She was not permitted to leave the house or eat food with the family. She was made to work excessive hours and was told that if she tried to leave the house that she would be sent back to Nigeria.

Female A was also sexually abused and raped by the male and female trafficker and their friend. She became pregnant and was forced to have an abortion. She was physically assaulted and her identity documents were removed by the traffickers. She was also told that her traffickers had spent a lot of money transporting her to the UK and that she needed to repay this.

Female A reported that she was then forced to leave the house by her female trafficker's children after she died.

CASE STUDY 2: Labour exploitation and benefit exploitation

Female B was approached by a male known to her. He offered her and her children a better life in the UK. He told her he could arrange passports for them all and pay for transport, and she could repay him when she started working.

On arrival, the male took them to a house and then took benefit claim forms to the family to sign. He also took them to open bank accounts. The family members were not permitted to leave the house, speak to others, open any mail or answer the telephone.

The trafficker then took Female B to an employment agency where he filled out forms for her to sign. She was then sent to work in a factory. The trafficker withheld all wages and the family were reliant on him for food and accommodation. He also withheld the benefits claimed in the family's name.

Child trafficking

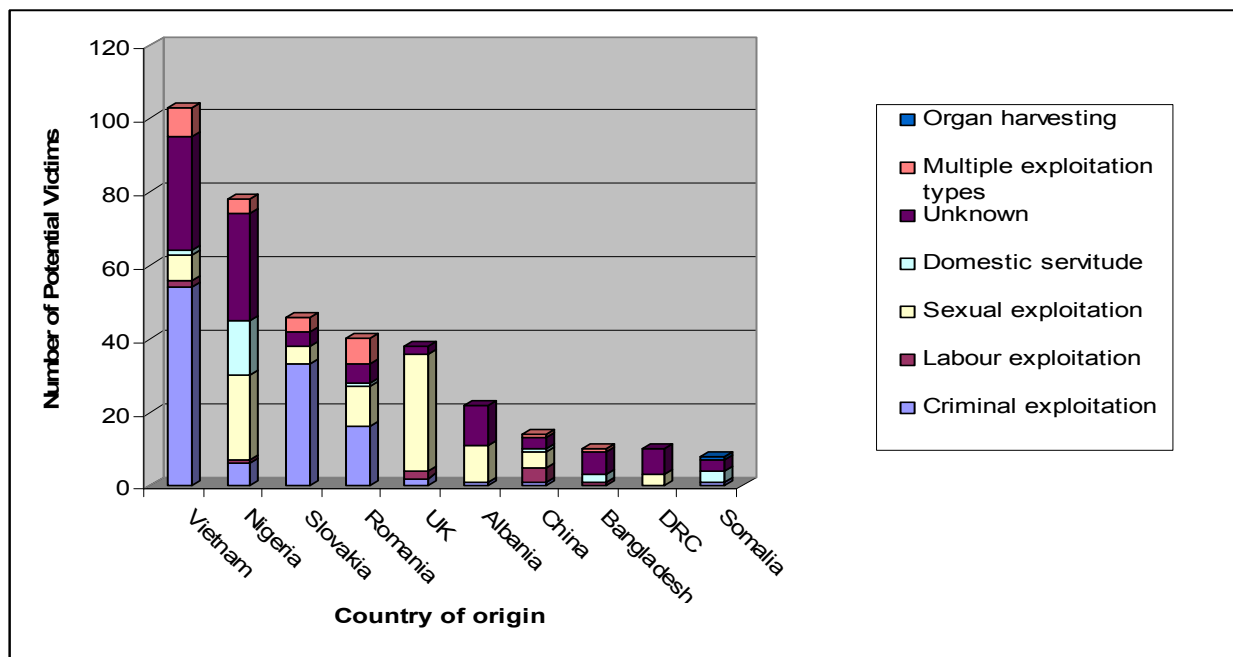
72. Of the 2255 potential victims of trafficking, 549 (24%) were children. This represents a 12% increase from 2011. 310 (56%) were female, 208 (38%) were male and the gender was unknown in 31 (6%) cases.

73. The most prevalent countries of origin of child potential victims were Vietnam (103, 19%), Nigeria (78, 14%), Slovakia (43, 9%), Romania (39, 7%), UK (38, 7%), Albania (22, 4%), China (13, 2%), Bangladesh (10, 2%), Democratic Republic of the Congo (10, 2%) and Somalia (8, 1%). 20 (4%) children were reported as being from Eastern Europe with no further information regarding their country of origin provided. The country of origin was unknown in 29 (5%) cases.

Figure 11: A table to show the ten most prevalent countries of origin for child potential victims of trafficking identified in 2012 compared to 2011

POSITION IN 2012	Country of origin	Position in 2011	Number of PVOTs in 2012	Percentage increase/ decrease from 2011
1	Vietnam	2	103	+58%
2	Nigeria	3	78	+44%
3	Slovakia	5	43	+2%
4	Romania	1	39	-59%
5	UK	4	38	-17%
6	Albania	9	22	+144%
7	China	7	13	0% change
8	Bangladesh	12	10	+66%
9	Democratic Republic of the Congo	10	10	+25%
10	Somalia	31	8	+700%

Figure 12: A bar chart to depict country of origin and exploitation types for all child potential victims of trafficking identified in 2012



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74. The age groups of child potential victims were as follows:

Age group	Gender	Total
0 - 9	Female	33
	Male	34
	unknown	3
0 - 9 Total		70
10 - 15	Female	67
	Male	45
	unknown	1
10 - 15 Total		113
16 - 17	Female	82
	Male	60
16 - 17 Total		142
18+ ⁸	Female	57
	Male	39
18+ Total		96
unknown	Female	71
	Male	30
	unknown	27
unknown Total		128
Total number of children		549

75. Of the 549 children, 70 (13%) were aged up to nine years old, 113 (21%) were aged between 10 and 15 years, 142 (26%) were aged between 16 and 17 years and 96 (17%) were children when the exploitation commenced but had since become adults. In 128 (23%) cases, the potential victim was recorded as a child with no further information relating to their age provided.

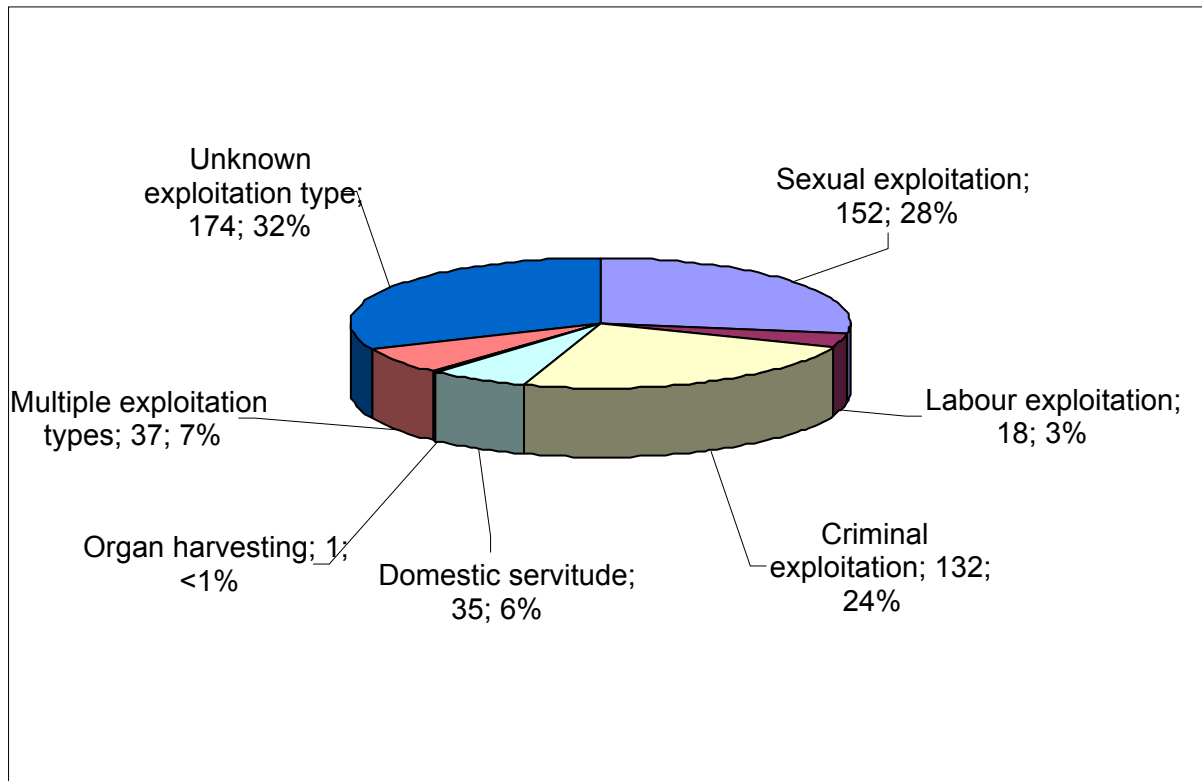
76. For children aged up to nine years old, the exploitation type was unknown in 55% of cases. The most common exploitation type recorded for this age group was benefit exploitation (24%). Limited information is available, but where provided the child was brought to the UK with other family members. Child benefit has been claimed for the children, but has been kept by the traffickers.

77. An exploitation type was not known for 47% of child potential victims aged between 10 and 15 years. The most common exploitation types provided for this age group were sexual exploitation (19%) and benefit exploitation (12%).

78. For children aged between 16 and 17, an exploitation type was not known in 32% of cases. 32% of children in this group were believed to have been trafficked for sexual exploitation and 15% were believed to have been trafficked for cannabis cultivation.

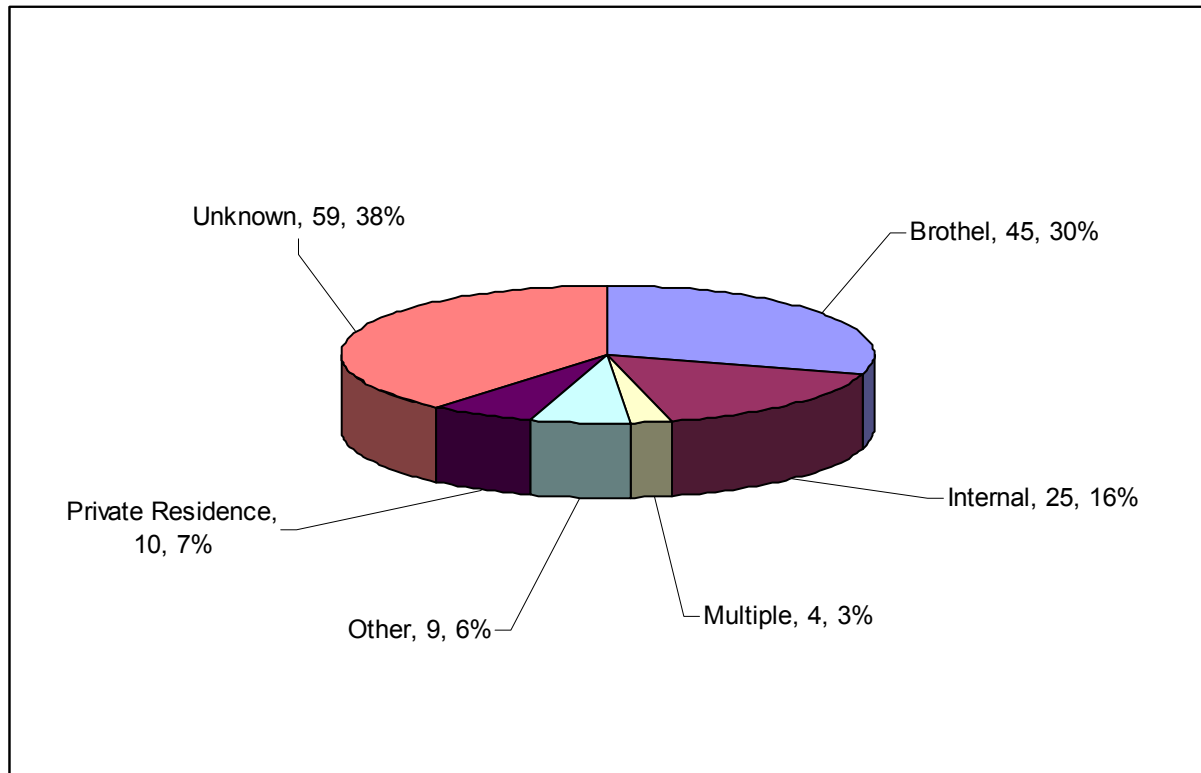
⁸ 18+ denotes a potential victim trafficked when under 18 who has since become an adult.

Figure 13: A pie chart to depict exploitation types reported by child potential victims of trafficking identified in 2012



79. The most prevalent exploitation types for children believed to have been trafficked were sexual exploitation 152 (28%) and criminal exploitation 132 (24%). Of those who were believed to have been criminally exploited, the most prevalent subtypes were cannabis cultivation 56 (42%) and benefit exploitation 55 (41%). Almost all children believed to have been exploited through cannabis cultivation were Vietnamese nationals 53 (95%). 33 (60%) of the children reported to have been subjected to benefit exploitation were Slovakian.

Figure 14: A pie chart to depict subtypes of sexual exploitation reported by child potential victims in 2012



Sexual Exploitation

80. Of the 38 UK national child potential victims, 32 (84%) were reported to have been sexually exploited (down 26% from 2011). 28 potential victims of internal trafficking for sexual exploitation within the UK were identified over all, 25 (89%) of these were children. All 25 were UK nationals. There have been several high-profile cases of child sexual exploitation reported in the media. Some such cases of child sexual exploitation may not involve or be easily identifiable as trafficking and so would not be referred to UKHTC.

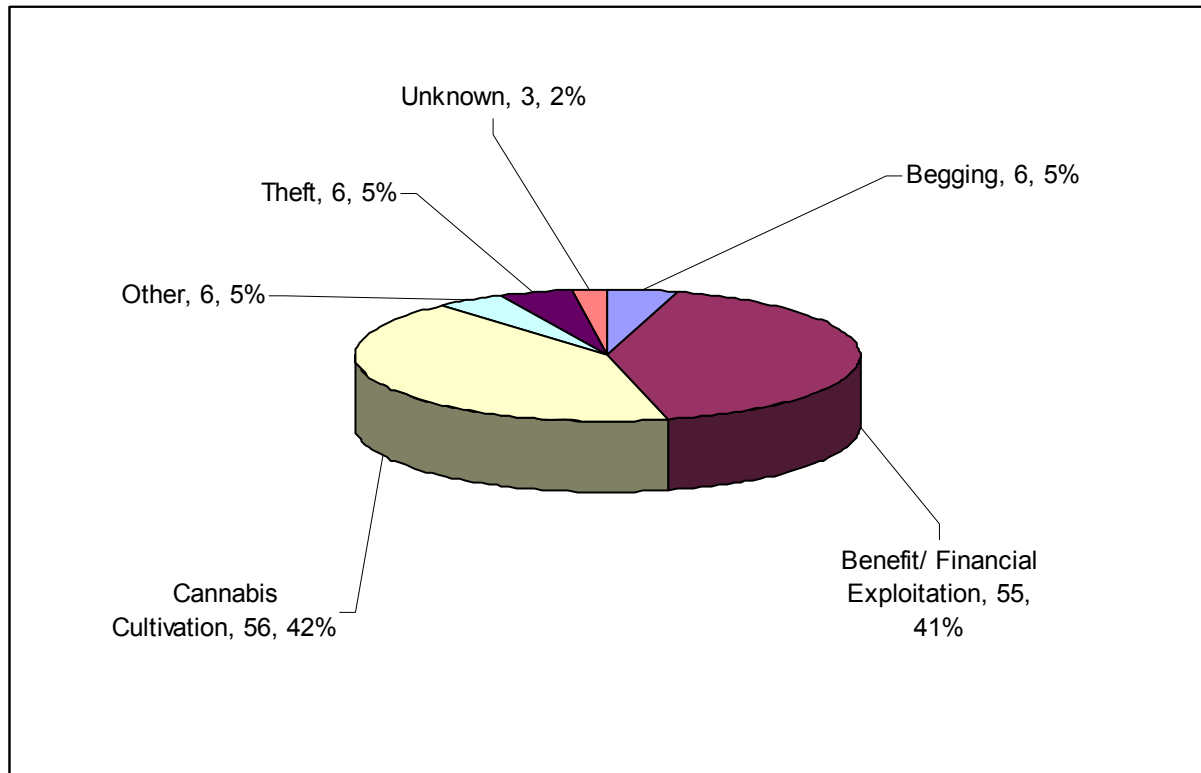
81. In their 2011 Threat Assessment of Child Sexual Exploitation and Abuse, CEOP report that “the full nature of scale of the threat from this type of offending is not yet fully understood”. One of the reasons for this is that victims, particularly those from vulnerable groups, often disengage from protective services as a result of their grooming and exploitation.⁹

82. In the autumn of 2013, the Children’s Commissioner for England will publish their Inquiry into Child Sexual Exploitation in Gangs and Groups¹⁰, which aims to improve understanding related to this criminality. This work, along with that being carried out by others, may lead to increased victim identification in the future.

⁹ *Threat Assessment of Child Sexual Exploitation and Abuse* CEOP, published June 2012 p.13

¹⁰ <http://www.childrenscommissioner.gov.uk/info/csegg1>

Figure 15: A pie chart to depict subtypes of criminal exploitation reported by child potential victims of trafficking in 2012



Criminal Exploitation

83. The number of potential victims of trafficking for cannabis cultivation was 69, 56 (81%) of these were children¹¹. 66 (96%) were Vietnamese, and children represented 80% of all Vietnamese potential victims of trafficking for cannabis cultivation. Some of these children provided information regarding the route they had taken to travel to the UK. This was often reported to be Vietnam to Russia, then through Europe to the UK. Other routes reported were Vietnam to China, then through Europe to the UK and Vietnam to the Czech Republic then through Europe to the UK.

84. Vietnamese child potential victims reported using multiple methods of transport to travel to the UK. The first part of the journey was often by air, and some potential victims stated they had identity documents removed by their traffickers at this stage. Many stated that they entered the UK clandestinely concealed in lorries.

Domestic Servitude

85. Domestic servitude is often perpetrated by individuals or families, rather than organised criminal groups. In some countries, it is a cultural tradition to have a domestic worker. Practices such as ‘confiage’ or ‘vidomegon’, which involve placing a child with a relative or a wealthier person, can lead to a child having access to education and a better life. In some countries, children are “traditionally exploited as domestic servants and may be trafficked into domestic servitude”.¹²

¹¹ See paragraph 51 regarding the increase of potential victims of trafficking for cannabis cultivation

¹² *Unprotected Work, Invisible Exploitation: Trafficking for the Purpose of Domestic Servitude* Organization for Security and Co-operation in Europe 2010 p.19-25

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86. Some child potential victims of domestic servitude stated they had been offered a job or education in the UK by family or people known to their family, and in some cases parents were complicit with the arrangements. Some of them referred to their traffickers as “Aunty” or “Uncle” but it is not known whether these people were relatives of the potential victims.

87. It is possible that the high percentage of children for whom an exploitation type is unknown is due to cases in which a child is identified as at risk of trafficking prior to any exploitation occurring, for example an unaccompanied asylum seeking child who is encountered on arrival in the UK.

88. Such children are placed into local authority care, but often go missing. It is possible that they are provided with contact details by traffickers to use in the event that they are encountered by law enforcement.

ANNEX A

Caveats/ Limitations

- In some cases, information pertaining to a potential victim of trafficking was received from more than one source, for example the National Referral Mechanism (NRM) and a police force. Occasionally, some personal details differed across the two sources, for example, different nationalities were recorded.
- If a potential victim is exploited in more than one way, this will not necessarily be reflected in the information provided. One exploitation type only may be recorded, and across different data sources, there may be different exploitation types recorded for the same individual.
- Some intelligence logs received by UKHTC in 2012 reported potential victims of trafficking, but personal details regarding these were either not known or not provided. In these cases, it was not possible to reduce the risk of duplication of data, and so in such cases, each potential victim was allocated a unique reference number and counted as a separate individual. Whilst all practicable efforts were made to limit these duplications, it is possible this may potentially have led to a higher total potential victim total being recorded.
- In some data sources, exploitation types were not recorded consistently. For example, across different data providers, an individual may have been recorded as a potential victim of labour exploitation but no information relating to the location or type of their exploitation was provided. Due to this, a person could be recorded as a potential victim of labour exploitation whether they had been exploited in a factory, through begging or through criminal exploitation such as theft or the cultivation of cannabis.
- Exploitation types recorded on the NRM database are categorised differently to those used in this assessment. For example, those exploited through cannabis cultivation are recorded as having been exploited for their labour on NRM publications. More detailed exploitation subtypes were used in this assessment in order to enhance knowledge of exploitation reported by potential victims of trafficking.
- Some people who have been trafficked may not consider themselves to have been exploited. Due to this, they may be unwilling to disclose their experience, co-operate with law enforcement investigations or consent to entering into the NRM.
- Some people may not be identified as potential victims of trafficking by those who encounter them. Some may be considered to be voluntarily working in prostitution, and those who are criminally exploited (for example in cannabis factories or through theft) may be identified as criminals. Potential victims who have been provided with false, stolen or fraudulently obtained genuine identity documents may be considered immigration offenders.
- Different criteria may be used by people to identify potential victims of trafficking. Due to this, it can be difficult to ascertain the true number of potential victims of trafficking without them being referred to the NRM.
- Some victims of trafficking have their movement and interaction with the outside world restricted by those controlling them. As such, they can be difficult to identify and opportunities for them to disclose their exploitation would be limited. It is therefore likely that the true number of victims of trafficking is higher than that identified in this assessment.

ANNEX B

National Referral Mechanism (NRM)

From 1 April 2009 a National Referral Mechanism (NRM) was introduced to provide a framework within which public bodies such as the criminal justice agencies, UK Border Agency (now UK Visas and Immigration, part of the Home Office), local authorities and third sector partners could work together to identify individuals who may be victims of trafficking and provide appropriate protection and support.

The Council of Europe Convention on trafficking has a two stage process for identifying victims of trafficking in which the *reasonable grounds* test acts as an initial filter to a fuller more conclusive decision.

Frontline professionals in named *first responder* organisations can refer individuals who they think may be evidencing signs of being a victim of human trafficking to designated *Competent Authorities (CA)* who work with partners to make an assessment. Adults must have given their consent before being referred through the NRM.

First responders are:

- Designated Non Governmental Organisations
- UK Police Forces
- Serious Organised Crime Agency
- UK Border Agency (now part of the Home Office)
- UK Border Force
- Local Authority Children's Services
- The Gangmasters Licensing Authority

Competent Authorities (CA) are:

- A central multi-agency CA based in the UK Human Trafficking Centre (UKHTC) and
- Linked but separate CA in the Home Office UK Visas and Immigration to assess cases where trafficking is raised as part of an asylum claim or in the context of another immigration process.

Process and timescales

The Competent Authority has a target of five working days from the date of receipt of the referral, within which to make a decision on whether the individual has reasonable grounds for being considered as a victim of trafficking. During this period, the CA may contact the first responder and other relevant organisations for further information. Once a positive *reasonable grounds* decision is made by the CA, the individual is granted a 45 day reflection/recovery period.

The temporary status of the 'reasonable grounds' decision provides the conditions for the fuller evaluation to be made, and allows the individual to escape the influence and control of the traffickers. The officer will have the discretion to extend the validity of the temporary admission beyond 45 days where circumstances warrant. Similarly the decision maker can curtail the reflection period and immigration status where the trafficking claim is found to be fraudulent. Following any decision, the officer will contact the victim to inform them of their case.

Once the CA has reached a decision, they will notify the individual by letter on their decision. A notification letter will also be sent to the first responder informing them of the outcome.

ANNEX C

2012 Assessment Information Requirement

2012 Assessment: Scoping the extent of Human Trafficking in the UK

AIM

The UK Government Strategy on Human Trafficking requires a wide range of law enforcement agencies to adopt a shared responsibility for the collation and analysis of information relating to human trafficking.

This UKHTC 2012 Assessment was commissioned by the UK Threat Reduction Board and aims to improve understanding of human trafficking into, within and out of the United Kingdom. This is aligned to the aims and objectives of UKHTC's Project Meridian.

It will report against all exploitation types and will consider key features of human trafficking, including recruitment methods, areas of exploitation, transport routes and finances associated with human trafficking.

We would be grateful if you could answer the below questions in relation to any human trafficking cases you have dealt with in the calendar year of 2012. If you can not answer all of the questions, please answer what you can.

DEFINITIONS

Trafficking in Human Beings can be defined as 'the action of recruitment, movement or receipt of a person by coercion or deception for the purpose of exploitation, such as prostitution, slavery or forced labour'.

NB: Coercion is not required to be present where the victim is under 18 yrs of age.

INFORMATION REQUIREMENT

VICTIMS

- Name¹³ and date of birth
- Age at the time of trafficking incident
- Adult or minor
- Gender
- Nationality
- In the case of UK residents or other people normally resident in the UK, how did they travel within/ out of the UK?
- In the case of foreign nationals:
 - How did they travel to the UK?
 - Was transport arranged for them?
 - Were any identity documents or visas arranged for them?
 - What route was taken to the UK?
- Was information about this victim shared with UKHTC?
- Was the victim referred to the National Referral Mechanism (NRM)?

¹³ If you do not feel comfortable sharing the name of the victim, please provide their initials so we can minimise duplications.

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EXPLOITATION

- How was the victim recruited?
- Where was the victim recruited? (if in the UK, please give location and police force area)
- Exploitation type (if more than one exploitation type was found, please record all):
(these will be drop-down options on a spreadsheet provided to recipients)

SEXUAL EXPLOITATION:

- Sexual exploitation- on-street
- Sexual exploitation- brothel
- Sexual exploitation- private residence
- Sexual exploitation- internal trafficking
- Sexual exploitation- multiple types, e.g. brothel and on-street
- Sexual exploitation- other- please provide details
- Sexual exploitation- unknown

LABOUR EXPLOITATION:

- Labour exploitation- agricultural
- Labour exploitation- food processing
- Labour exploitation- block paving/ tarmacking by Gypsy/ Travellers
- Labour exploitation- construction
- Labour exploitation- restaurants
- Labour exploitation- other- please provide details
- Labour exploitation- multiple types, e.g. agricultural and restaurants
- Labour exploitation- unknown

CRIMINAL EXPLOITATION:

- Criminal exploitation- theft
 - Criminal exploitation- benefit/ financial exploitation (e.g. benefits removed from PVOT or claimed in PVOT's name by offender, bank accounts opened in PVOT's name, loans or other credit applied for in PVOT's name)
 - Criminal exploitation- cannabis cultivation
 - Criminal exploitation- begging
 - Criminal exploitation- multiple, e.g. begging and theft
 - Criminal exploitation- other, please provide details
 - Criminal exploitation- unknown

 - Domestic servitude

 - Organ / tissue harvesting

 - Multiple exploitation types e.g. labour exploitation and sexual exploitation

 - Unknown exploitation type- if possible, please provide details about why this is unknown, for example a potential victim of trafficking was safeguarded or escaped prior to exploitation occurring
- Location of exploitation (police force area in which exploitation occurred- if more than one location, please record all) (police forces will be listed as a drop-down option)

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COERCION: if more than one method was used, please list all encountered

- Assault
- Threats to harm self or others
- Restriction of movement or constant supervision
- Removal of passport or other identity documents
- Not paid/ paid very little
- Social isolation
- Threats to inform officials about immigration status
- Other- please provide information

FINANCE

- Did the victim receive any payment for actions undertaken during their exploitation? If so, how much?
- Did the victim have to pay any costs at the point of recruitment? E.g. pay for travel costs or pay an agency to secure a job.
- Was the victim believed to be in debt bondage? If so, what were the circumstances?
- Was the victim sold/ exchanged between groups/ individuals? If so, what was the price?
- Is any information known about financial remittance within the UK or to other countries? If so, please provide details
- Is there anything else known about any financial aspect of the human trafficking case? If so, please provide details.