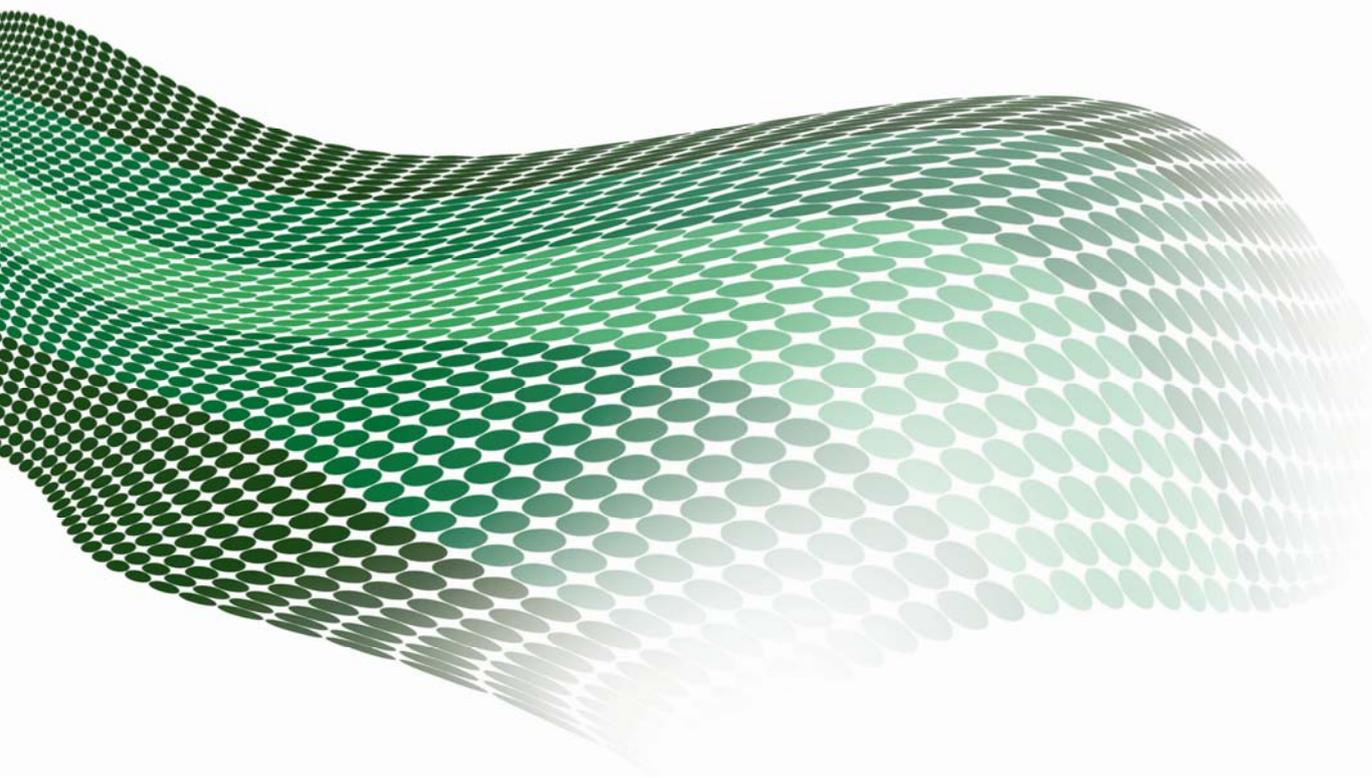


SERIOUS ORGANISED CRIME AGENCY  
INTELLIGENCE ASSESSMENT



**UKHTC: A Baseline Assessment on the Nature  
and Scale of Human Trafficking in 2011**  
August 2012



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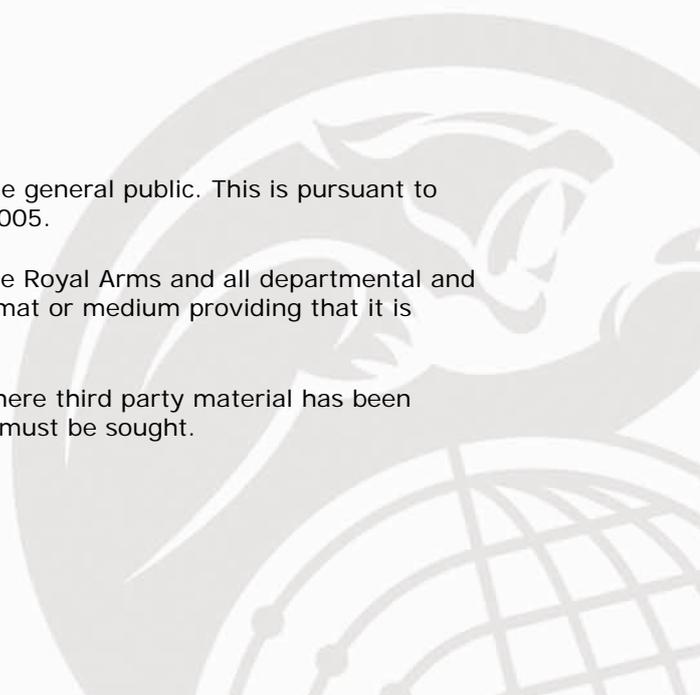
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## Aim of the Document

This assessment was produced to provide an indication of the nature and scale of human trafficking during 2011. This is the first time an attempt has been made to describe the full extent of human trafficking in the United Kingdom (UK).

An intelligence requirement was disseminated to all UK police forces via Regional Intelligence Units where appropriate, the United Kingdom Border Agency (UKBA), the Gangmasters' Licensing Authority (GLA) and 25 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.

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

It aims to inform UK and international law enforcement, national and devolved government, non-governmental organisations, the voluntary sector and, through publication on the SOCA website, the wider public. It will also provide a platform for comparison purposes in future assessments, and help to identify gaps in our understanding.

## Report Base

This assessment was produced using intelligence held by UKHTC, information stored on the National Referral Mechanism (NRM) 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 2011. Any potential victims of trafficking encountered during this period who received a negative Reasonable Grounds or a negative Conclusive Decision<sup>1</sup> 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 01/01/2011 to 31/12/2011 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 21 UK police forces (of which seven provided a nil return), UKBA and nine Non Governmental Organisations (NGOs), meaning that an assessment of the complete picture of trafficking could not be made.

NRM data was collected in April 2012.

The intelligence cut-off date for this report is 31/05/2012.

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<sup>1</sup> 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

- Information received by UKHTC suggests that 2077 potential victims of human trafficking were identified in the UK in the calendar year of 2011. Over half of these potential victims have not been referred to the National Referral Mechanism. (NRM)<sup>2</sup>
- The five most common countries of origin of potential victims of trafficking were Romania, Slovakia, Nigeria, Poland and the Czech Republic.
- Romania featured as a prominent country of origin across many exploitation types.
- Sexual exploitation (31%) and labour exploitation (22%) were the two most prevalent exploitation types reported.
- For the first time, two potential victims reported that they had been trafficked specifically for organ harvesting.
- 99 UK citizens were trafficked within the UK. 52 UK citizens were trafficked for sexual exploitation, with over 80% identified as female children. 38 UK male citizens were trafficked for labour exploitation by members of the UK traveller community.
- Some potential victims, especially those subjected to criminal exploitation continue to be incorrectly identified as suspects, not potential victims.

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<sup>2</sup> For details of the National Referral Mechanism (NRM) please see Annex C.

## UKHTC: A Baseline Assessment on the Nature and Scale of Human Trafficking in 2011

### 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 of 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.

### Recruitment

2. Victims of trafficking tend to be vulnerable, for example they can be homeless, uneducated, suffering from alcohol addiction, in poverty and generally having a poor quality of life. Children, by their nature, are vulnerable and may be targeted by traffickers. Cultural and language issues also play a role, in conjunction with the fact that some potential victims may be illegal migrants which in turn makes them more susceptible to exploitation.

3. 'Deceptive' recruitment often occurs, in which people are offered employment, educational opportunities or a better life in a different country. On accepting the offer made, victims find that they have been deceived and what they have been offered does not reflect the reality of their circumstances. Some victims of trafficking are told that their trafficker is arranging travel to one country but find themselves arriving in a different one.

4. Some potential victims are also told that they owe a large debt incurred for their travel costs. This can be up to EUR 70,000. They are then subjected to labour exploitation, sexual exploitation or criminal exploitation until they are perceived to have repaid their debt. In some cases, the debt increases through a combination of high costs for food and accommodation and low wages, and the victim is unable to reduce or repay the money owed.

## NOT PROTECTIVELY MARKED

5. Victims are sometimes recruited via websites. Jobs in the UK are advertised on websites, but on arrival victims find themselves in exploitative situations.

### Transport and Routing

6. There is an intelligence gap relating to transport methods and routing used by traffickers. Where information was provided, victims from outside the UK were predominantly transported to the UK by air.

### Identification Documents

7. There is an intelligence gap regarding the use of false identification documents by criminals involved in human trafficking.

8. Where information regarding identification documents was available, potential victims of trafficking from outside the European Union were often found to be supplied with passports or visas by those who trafficked them. In most cases, it was not known whether these were stolen, forged or fraudulently obtained genuine documents.

9. Some victims are told to bring identity documents belonging to their family members, even though they are travelling alone to the UK. These are then taken away from them by traffickers to be used to commit fraud.

### Finance

10. Transport of victims is often used to create a debt bondage to the trafficker. The victims are often reliant on their traffickers to finance the cost of their transport to the UK, which then results in a debt that the victims must pay off. Some victims of trafficking are sold from one trafficker or group to another, increasing their debt owed to the traffickers.

### **Potential Victims of Trafficking**

11. According to intelligence received by UKHTC, NRM data and information received from respondents of the intelligence requirement, 2077 potential victims of human trafficking were encountered in the calendar year of 2011.

12. 946 people were referred into the NRM in 2011. Any potential victims of trafficking encountered during this period who received a negative 'Reasonable Grounds' or a negative 'Conclusive Decision' were removed from the assessment, leaving a total number of 658 potential victims of trafficking.

13. 1923 potential victims of trafficking were recorded on the UKHTC intelligence database. Partners provided information regarding 653 potential victims of trafficking in response to an intelligence requirement. Some potential victims of trafficking were recorded in more than one data set and, where identified, duplicates were removed, to show a total number of 2077 unique potential victims of trafficking.<sup>3</sup>

14. Of the 2077 potential victims, 54% were female, 40% were male and the gender of 6% of potential victims was unknown. 69% were adults, 24% were children and the age of 7% potential victims was not known.

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<sup>3</sup> It is possible that some duplicates remain.

## NOT PROTECTIVELY MARKED

15. 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 into the National Referral Mechanism.<sup>4</sup>

16. 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 be considered 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.

17. The factors outlined above may have contributed to the fact that 54% of the total number of potential victims of trafficking appear not to have been recorded on the National Referral Mechanism.

### Country of Origin

18. Potential victims were of 75 different countries of origin. Where identified, the most frequently recorded countries of origin were Romania (10%), Slovakia (8%), Nigeria (8%), Poland (8%), Czech Republic (8%), Hungary (5%), UK (5%), Vietnam (5%), Lithuania (3%) and China (2%)<sup>5</sup>. The country of origin of 12% of potential victims was unknown.

19. Where identified<sup>6</sup>, the most frequently reported countries of origin of adult potential victims were Poland (11%), Czech Republic (9%), Slovakia (8%), Nigeria (8%), Romania (8%), Hungary (7%), Lithuania (4%), UK (3%) and Albania (2%).

20. The 489 child potential victims were from 43 countries. The most prevalent countries of origin<sup>7</sup> were slightly different to that of the adults - Romania (20%), Vietnam (13%), Nigeria (11%), UK (9%), Slovakia (9%), Morocco (4%), China (3%), Bulgaria (2%), Albania (2%) and Democratic Republic of the Congo (2%).

21. Seven per cent of potential victims of trafficking had a region of origin recorded with no further information available relating to their actual country of origin. Regions of origin provided for potential victims of trafficking were South Central Asia, South East Asia, Western Africa, Central Africa, Europe, East Africa, Eastern Asia, Northern Africa, South America, the Caribbean and the Middle East.

22. The most common country of origin for potential victims of trafficking was Romania. Of these victims from Romania, the most common exploitation type reported was criminal exploitation (35%) followed by sexual exploitation (31%) and labour exploitation (19%).

23. Of the 99 potential victims of trafficking from the UK, 53% had been trafficked for sexual exploitation and four fifths of these were children who had been trafficked within the UK. 38 males, almost exclusively adults, were trafficked for labour exploitation in the tarmacking and block paving industries by crime groups comprising of UK travellers.

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<sup>4</sup> Adults must give consent to be entered into the NRM process.

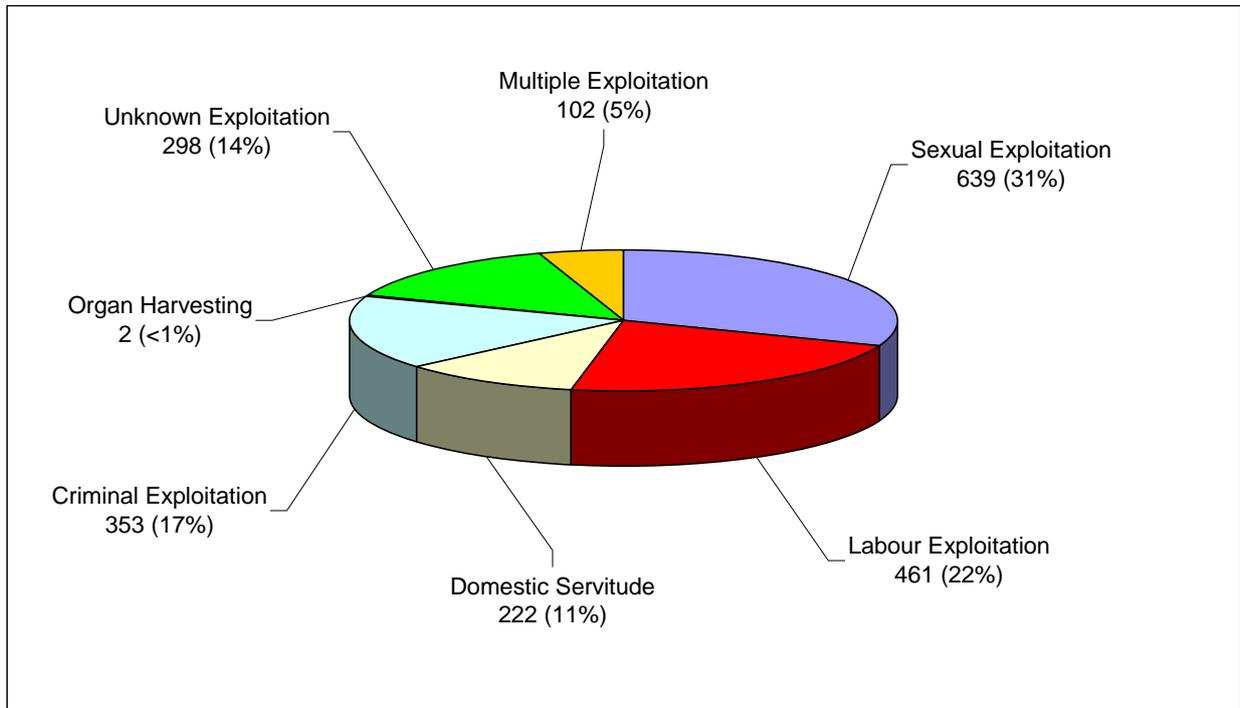
<sup>5</sup> See Annex B, Figure 6 for more detail

<sup>6</sup> The country of origin of adult potential victims was unknown in 147 instances (10%).

<sup>7</sup> Country of origin was unknown in 36 instances

Exploitation Types <sup>8</sup>

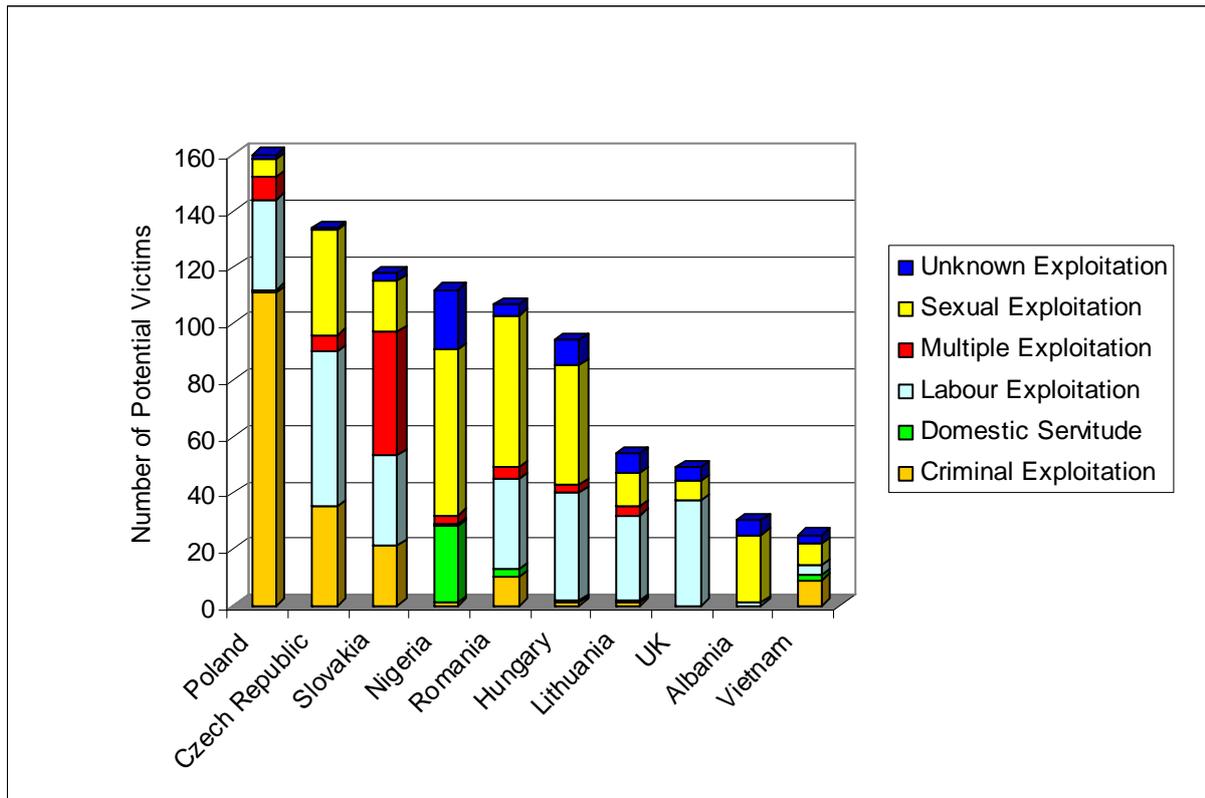
Figure 1: Pie Chart to Depict Exploitation Types for all Potential Victims of Trafficking identified in 2011



24. The first two potential victims of trafficking for organ harvest were identified during 2011 and a further victim reporting this form of exploitation is included in the 102 persons reporting multiple exploitation. Where victims reported more than one exploitation type, the most common combinations were labour exploitation with criminal exploitation and domestic servitude with sexual exploitation.

<sup>8</sup> For the purposes of this assessment Criminal Exploitation includes exploitation for benefits

Figure 2: Bar Chart to Depict Country of Origin and Exploitation Types for all Adult Potential Victims of Trafficking Identified in 2011



Sexual Exploitation

25. Of the 639 potential victims of trafficking for sexual exploitation, 92% were female and 6% were male. The gender was unknown in the remaining cases. 71% were adults and 23% were children at the time of their exploitation.

26. The most prevalent countries of origin were Nigeria, Romania, the UK, Hungary and the Czech Republic. The table below shows a breakdown of details, where known, of the potential victims from these countries.

Figure 3: Details of Potential Victims of Sexual Exploitation for the Most Prevalent Countries of Origin

COUNTRY OF ORIGIN	GENDER		ADULT/CHILD		TOTAL
Nigeria	Female	77	Adult	54	83
	Male	4	Child	20	
Romania	Female	63	Adult	3	
	Male	3	Child	1	
UK	Female	50	Adult	53	66
	Male	1	Child	5	
Hungary	Female	39	Adult	1	
	Male	3	Child	2	
Czech Republic	Female	39	Adult	6	52
	Male	0	Child	42	
Hungary	Female	39	Adult	0	
	Male	3	Child	1	
Czech Republic	Female	39	Adult	39	42
	Male	0	Child	0	
Czech Republic	Female	39	Adult	3	
	Male	0	Child	0	
Czech Republic	Female	39	Adult	0	40
	Male	0	Child	0	
Czech Republic	Female	39	Adult	36	
	Male	0	Child	0	
Czech Republic	Female	39	Adult	0	40
	Male	0	Child	0	
Czech Republic	Female	39	Adult	0	
	Male	0	Child	0	

*Recruitment*

27. Recruitment of Nigerian victims of trafficking occurs through an offer made by someone known to a friend or family member for a better life, a job or education opportunities. On accepting the offer, the potential victim will often have a Juju ceremony performed to ensure success in his or her new life and make sure he or she will repay the travel debt incurred.<sup>9</sup>

*Transport and Routing*

28. Many Nigerians referred to the NRM are females who are trafficked to European countries for sexual exploitation. France, Italy and Spain are among the favoured destinations chosen by Nigerian traffickers due to the demand for Nigerian females within the vice trade of these countries. Their journey typically involves a short stay in the UK then onward travel to Europe where they are sexually exploited. Some Nigerian potential victims of trafficking have been encountered at London Heathrow attempting to travel to Paris. It was not known whether France was the final destination or whether onward travel would have occurred.

*Identification Documents*

29. British passports issued prior to the introduction of the electronic chip, which have been reported as lost or stolen by legitimate holders, were provided to some Nigerian victims by their trafficker(s). Potential victims assumed the identity of the person to whom the passport was legitimately issued.

<sup>9</sup> Juju is an African cultural religious practice. Witchdoctors or Juju priests are highly respected within some African societies. Victims of trafficking who have a Juju ceremony performed believe that harm will befall them should they break the oaths made during the ceremony. For further details see *Breaking the Cycle of Fear: Witchcraft, Juju and Safeguarding Victims of Trafficking* by Africans Unite Against Child Abuse p.7 and p.8

Labour Exploitation<sup>10</sup>

30. Of the 461 potential victims of trafficking for labour exploitation, four fifths were identified as adults and three quarters were identified as male. The nature of the labour exploitation was unknown in 23% of instances. 4% of people reported infrequently found subtypes of labour exploitation<sup>11</sup> and in 2% of instances potential victims were exploited for their labour in more than one way.

31. The most prevalent countries of origin were Czech Republic (14%), Romania (9%), Slovakia (9%), Hungary (8%) and UK (8%). Specific types of labour exploitation reported in order of occurrence were as follows:

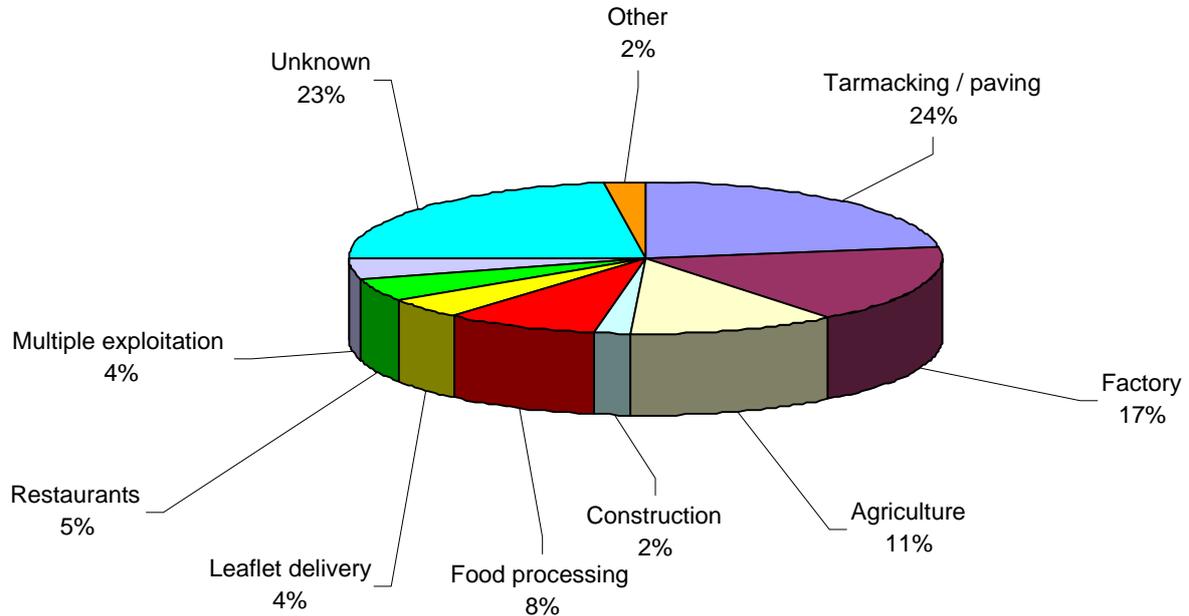
- 104 potential victims reported they had been exploited for their labour in the tarmacking and block paving industries by members of the UK traveller community. The majority were males from the UK (37%) and Poland (7%). The country of origin was unknown in 41% of cases.
- 76 people stated they had been exploited in a factory, comprising mainly adult males from Hungary and the Czech Republic. When the country of origin was Slovakia (12%), half were children and almost all were male.
- 51 potential victims reported to have been forced to work in agriculture, with over half originating from Romania. Around a third of these were children.
- 38 potential victims reported to have been exploited in the food processing industry, with just less than half being adult males from the Czech Republic.
- 23 potential victims reported to have been forced to work in restaurants. Around a third were male children from China and around a fifth were adult males from Bulgaria.
- 20 adult males from Lithuania reported to have been forced to deliver leaflets. No further information was available relating to the nature of the leaflets.
- Nine potential victims were forced to work in the construction industry. Of these, all were adult males. The most prevalent country of origin was Poland, representing just under half of those identified.
- Six Vietnamese males, predominately children, stated they had been exploited for their labour in nail salons.

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<sup>10</sup> See Annex B Figure 7 for detailed information

<sup>11</sup> Infrequently found subtypes of labour exploitation included car washes, painting and decorating and cleaning.

Figure 4: Pie Chart to Depict the Type of Labour Exploitation for all Potential Victims of Trafficking Identified in 2011



### *Recruitment*

32. In cases involving trafficking for labour exploitation in the block paving and tarmacking industries, potential victims have vulnerabilities including homelessness, alcohol or drug dependency or physical or mental health problems. Recruitment occurs at homeless shelters, soup kitchens, places frequented by street drinkers and other locations frequented by vulnerable males. At the point of recruitment, males are offered a job, accommodation and in some cases they are also offered wages in cash.

### *Transport and Routing*

33. Potential victims who report being forced to work in the block paving and tarmacking industries are trafficked within the UK and sometimes out of the UK to continental Europe and Scandinavia, often transported by ferry. Some victims have also reported being made to drive vans or other work vehicles whilst travelling to locations of exploitation. It is possible that this may be an attempt by traffickers to avoid law enforcement apprehension, particularly in cases in which the trafficker has committed previous driving offences.

### *Finance*

34. Victims of labour exploitation are often charged an administration/recruitment fee by the traffickers. This can range from GBP 200 to GBP 700. This total is added to the debt owed by the victim. Some traffickers prevent the victim from working for several weeks in order to increase the debt owed (through accommodation and food costs) and to increase dependency on the trafficker.

35. In some cases of labour exploitation victims are paid very little, if at all. Some potential victims reported having been given food, alcohol or cigarettes but no money. Some are told by traffickers that their wages have been used to pay rental, living and transport expenses. The lack of money received increases dependency on the trafficker and minimises their ability to leave the exploitative situation.

Criminal Exploitation<sup>12</sup>

36. A total of 353 potential victims reported to have been exploited criminally by their traffickers. 58% were adults and 68% were male. 82 potential victims have been forced to carry out criminal activity by their traffickers, with the remainder being trafficked so that the traffickers can retain their benefits.

37. Eight per cent of the total number of victims of criminal exploitation stated they had been forced to work in a cannabis factory, and 8% reported they had been forced to steal. Of the 30 potential victims of trafficking reported being forced into cannabis cultivation, 90% were from Vietnam, two thirds were children and three quarters were male. Of the 29 people reported being forced to steal, over 40% were from Romania with three quarters being male and almost a fifth being children.

38. Two per cent of potential victims reported criminal exploitation through begging, being forced to participate in sham marriages or being forced to transport drugs. In 5% of identified cases, no further information was available relating to the type of criminal exploitation.

39. 271 potential victims reported to have been trafficked for social benefits. On arrival, they are made to apply for benefits which they are entitled to receive. These benefits are paid into a bank account in the name of the potential victim, but the victim is unable to access the account because the trafficker has withheld bank and other identity documents. Their identities are used to apply for various forms of credit, which is withheld by the traffickers.

40. 67% of identified potential victims trafficked for their benefits were male and over 40% were children. Potential victims of trafficking for benefit exploitation were mainly from Poland, Romania, Slovakia and the Czech Republic. Potential victims from Poland represented 52% of all those identified reporting this form of exploitation

*Recruitment*

41. Traffickers for benefit exploitation originate predominantly from the same country as their victims, and are from the same ethnic background, for example Roma. Sometimes victims know their recruiters, creating an element of trust and making it easier for the victim to be deceived. Victims can be tricked into bringing their whole family to the UK in the hope that they will all have a better life.

*Transport and Routing*

42. Some Vietnamese victims of trafficking stated they had travelled from Vietnam to the UK via Russia and France. Some of this journey is by air and some is over land.

43. Where victims are trafficked from Eastern Europe to the UK to be exploited for their benefits, transportation costs tend to be kept to a minimum with most victims travelling across land by coach or minibus. Budget airlines were also used to transport victims.

*Finance*

44. After arriving in the UK, potential victims of trafficking exploited for their benefits are taken to job centres to obtain national insurance numbers and then taken to banks to open accounts. All identity documents and bank cards are taken from them by traffickers. The traffickers then use the identities of the victims, and their children, to claim working tax credits, child benefits, to take any salary the victim receives, and to carry out fraud against the banks. The potential victims of trafficking have no control or knowledge of how their

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<sup>12</sup> See Annex B Figures 8 and 9 for detailed information

details are being used, and do not receive any benefits that are being claimed on their behalf. When applying for bank accounts and benefits, many victims are unaware of what they are signing as they do not speak English and the interpreters used are part of the trafficking group.

45. When traffickers have seized the victim's documents, opened bank accounts and started benefit claims, they may abandon the victim or return them to their home country. They do not need the victim to be present to continue the fraud. In some circumstances the victims may be complicit in the fraud, receiving a fee for coming to the UK and handing over their documentation. They will be unaware that they are likely to lose any benefits they are claiming in their home country. It is possible that this loss of benefit payments in their country of origin may leave the victim in a more vulnerable state and increase the risk that they will be re-trafficked.

#### Domestic Servitude<sup>13</sup>

46. 222 potential victims reported having been exploited through domestic servitude. Domestic servitude is often perpetrated by individuals or families, rather than organised criminal groups.

47. 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 areas, children are "traditionally exploited as domestic servants and may be trafficked into domestic servitude".<sup>14</sup>

48. 18% of the total potential victims of trafficking for domestic servitude originated from Nigeria. For some potential victims of domestic servitude, a region of origin was provided with no further information relating to their country of origin.<sup>15</sup> The most prevalent regions of origin were South Central Asia 19%, South East Asia 17% and West Africa 5%.

49. Of the 39 potential victims from Nigeria, most were female and 30% were children. Where the region of origin was recorded as South Central Asia or South East Asia, the vast majority were adult females. The 12 potential victims from West Africa were predominately adult females.

#### Child Trafficking<sup>16</sup>

50. Of the 489 child potential victims, the exploitation type was unknown in 22% of cases. Where known, exploitation types reported were sexual exploitation (30%), criminal exploitation (26%), labour exploitation (13%) and domestic servitude (7%).<sup>17</sup>

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<sup>13</sup> See Annex B Figure 10 for detailed information

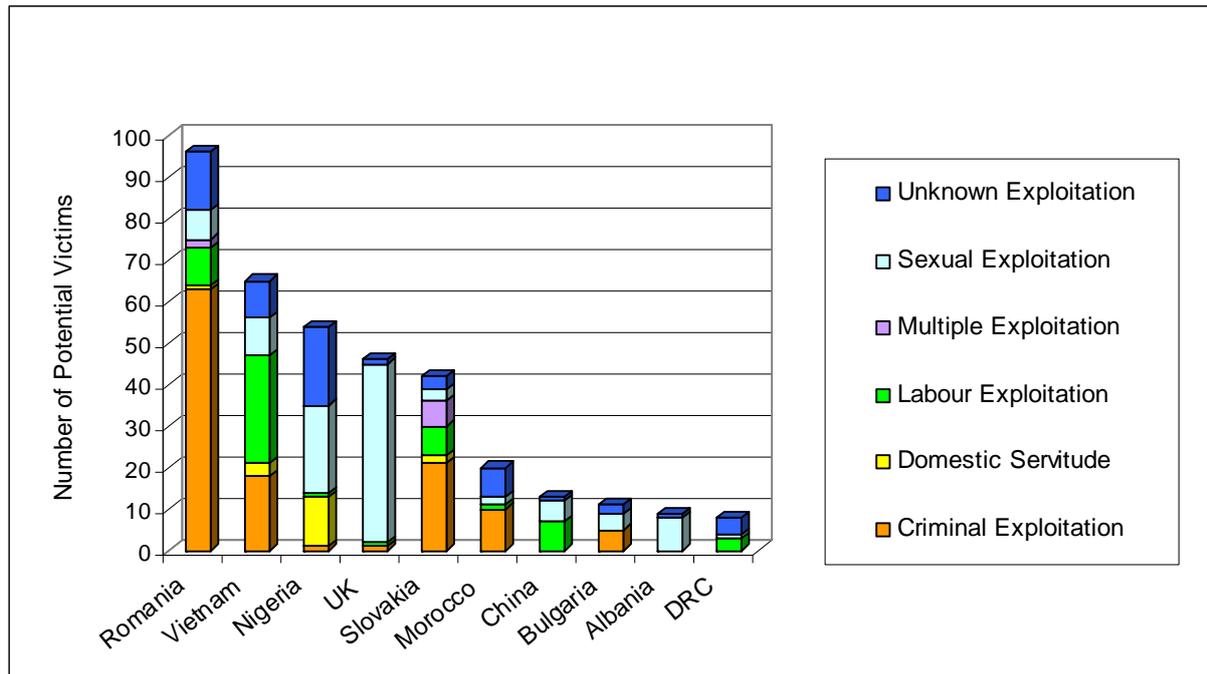
<sup>14</sup> *Unprotected Work, Invisible Exploitation: Trafficking for the Purpose of Domestic Servitude* Organization for Security and Co-operation in Europe 2010 p.19-25

<sup>15</sup> Information relating to regions of origin for potential victims of trafficking was provided by a small number of respondents to the intelligence requirement.

<sup>16</sup> Elements of child trafficking have been covered to some extent in other exploitation types (e.g. sexual exploitation)

<sup>17</sup> 2% of child potential victims experienced more than one exploitation type.

Figure 5: Bar Chart to Depict Country of Origin and Exploitation Types for all Child Potential Victims of Trafficking Identified in 2011<sup>18</sup>



51. Of all child potential victims of trafficking for sexual exploitation where the country of origin was identified, 30% were UK citizens and 14% were Nigerian.

52. Child trafficking is a complex crime and there may often be shared elements with other child abuse offences. This can manifest itself as internal trafficking and child sexual exploitation. The safeguarding of children is paramount in all of these types of abuse, and this is subject to recent and ongoing examination.<sup>19</sup>

*Transport and Routing*

53. Some children, who reported having been trafficked within the UK for sexual exploitation, stated they had been taken to different cities around the UK by taxis arranged by or driven by their traffickers. Two cases were identified where the inter city rail network was utilised by traffickers to move their victims to the location of their exploitation.

*Identification Documents*

54. There has been previous reporting on the trafficking of Romanian Roma children to the UK for both criminal exploitation (through pick-pocketing and other theft offences) and benefit exploitation. Intelligence suggests that the identities of Romanian children are now used to claim benefits in the UK, while the child remains in Romania.

<sup>18</sup> DRC-Democratic Republic of the Congo

<sup>19</sup> Details within CEOP 2011 Child Trafficking Assessment and CEOP 'Out of mind out of sight' report

## ANNEX A

### Caveats/ Limitations

The following caveats and limitations should be borne in mind as regards the findings of the assessment:

- In some instances, 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, 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, different exploitation types may be recorded for the same individual.
- Some intelligence received by UKHTC in 2011 reported potential victims of trafficking, for whom personal details 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. While all practicable efforts were made to limit these duplications, it is possible this may have led to a higher total of potential victims 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 with no information provided relating to the location or type of their exploitation. As a result, 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.
- Some individuals who have been trafficked may not consider themselves to have been exploited. They may consequently be unwilling to disclose their experience, co-operate with law enforcement investigations or consent to entering into the National Referral Mechanism.
- 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 National Referral Mechanism.
- 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 will be limited. It is therefore likely that the true number of victims of trafficking is higher than that identified in this assessment.

**NOT PROTECTIVELY MARKED**

**ANNEX B**

**Figure 6: A Table to Show the Ten Most Common Countries of Origin for Potential Victims of Trafficking**

COUNTRY OF ORIGIN	NUMBER
Romania	216
Slovakia	174
Nigeria	172
Poland	162
Czech Republic	156
Hungary	103
UK	99
Vietnam	94
Lithuania	59
China	44

**Figure 7: Table to Show the Detail for Potential Victims of Labour Exploitation for the Most Prevalent Countries of Origin**

COUNTRY OF ORIGIN	GENDER		ADULT/CHILD		TOTAL
Czech Republic	Female	6	Adult	1	64
			Child	0	
	Male	54	Adult	51	
			Child	0	
Romania	Female	15	Adult	8	42
			Child	7	
	Male	26	Adult	23	
			Child	2	
Slovakia	Female	6	Adult	4	40
			Child	2	
	Male	34	Adult	28	
			Child	5	
Hungary	Female	2	Adult	2	38
			Child	0	
	Male	19	Adult	19	
			Child	0	
UK	Female	0	Adult	0	38
			Child	0	
	Male	38	Adult	37	
			Child	1	

**NOT PROTECTIVELY MARKED**

**Figure 8: Table to Show the Details of Potential Victims of Trafficking for Criminal Exploitation, Excluding Benefit Fraud, for the Most Prevalent Countries of Origin**

COUNTRY OF ORIGIN	GENDER		ADULT/CHILD		TOTAL
Vietnam	Female	6	Adult	3	27
	Male	20	Child	3	
Romania	Female	3	Adult	6	12
	Male	9	Child	14	
Morocco	Female	0	Adult	3	10
	Male	10	Child	0	
			Adult	0	
			Child	9	

**Figure 9: Table to Show the Details of Potential Victims Exploited for Benefits for the Most Prevalent Countries of Origin**

COUNTRY OF ORIGIN	GENDER		ADULT/CHILD		TOTAL
Poland	Female	3	Adult	3	111
	Male	103	Child	0	
Romania	Female	28	Adult	103	64
	Male	15	Child	0	
Slovakia	Female	11	Adult	2	42
	Male	30	Child	24	
Czech Republic	Female	11	Adult	1	39
	Male	26	Child	13	
			Adult	14	
			Child	15	

**Figure 10: Table to Show the Details of Potential Victims of Domestic Servitude for the Most Prevalent Countries/Regions of Origin**

AREA/COUNTRY OF ORIGIN	GENDER		ADULT/CHILD		TOTAL
South Central Asia	Female	36	Adult	35	43
	Male	7	Child	1	
Nigeria	Female	34	Adult	7	39
	Male	5	Child	10	
South East Asia	Female	37	Adult	3	37
	Male	0	Child	2	
West Africa	Female	10	Adult	36	12
	Male	2	Child	1	
			Adult	0	
			Child	0	

## ANNEX C

### 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, 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
- Local authority children's services
- Gangmasters Licensing Authority

Competent authorities (CA) are:

- A central multi-agency CA based in the UKHTC and
- A linked but separate CA in UKBA 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 the status 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.