

Analysis of Home Office Statistics on the National Referral Mechanism With a Focus on Referrals for Albanian Children

Source: Home Office, Modern Slavery Research & Analysis. (2022). National Referral Mechanism and Duty to Notify Statistics, 2014-2022. [data collection]. 5th Edition. UK Data Service. SN: 8910, DOI: 10.5255/UKDA-SN-8910-5

The below data tables and graphs are drawn from the above-mentioned data set containing information about referrals made under the National Referral Mechanism from the start of 2014 until the end of the second quarter of 2022 (including decisions made in the third quarter of 2022). They illustrate a comparison between decisions on referrals of Albanian children and adults, and decisions on referrals of all other nationalities, considering both success rates in terms of recognition that they are victims of modern slavery, and timing of decision-making.

Key takeaways:

Albanians referred into the National Referral Mechanism are recognised as being victims of exploitation at a very similar rate to that of other nationalities, in terms of the proportions of positive Conclusive Grounds (CG) decisions.

Between 2019-2022 89% of Albanian children with positive Reasonable Grounds decisions received positive Conclusive Grounds decisions compared with 93% of all children; and between 2019-2022 85% of Albanian adults received positive Conclusive Grounds decisions as did also 85% of all adults (see tables 3 and 4).

During earlier years¹ of the National Referral Mechanism the proportions of positive Conclusive Grounds decisions for Albanian children and adults was much lower than in more recent years and as compared with the proportions for all nationalities, but these have now reached approximate parity with the positive Conclusive Grounds rate for all nationalities.

In 2014 just 21% of Albanian children (compared with 65% of all children) received positive CG decisions and just 37% of Albanian adults (compared with 59% of all adults) received positive CG decisions, while the proportions in 2022 were 90% (93%) and 92% (91%) respectively (see tables 3 and 4 for data for all years).

The overall rate of recognition for both Albanian children and adults who were referred into the National Referral Mechanism in relation to suspected exploitation overseas (ie those travelling to the UK and claiming that they were victims of trafficking or modern slavery in Albania or en route from Albania) is higher than it is for referrals in relation to suspected exploitation overseas of all nationalities.

Between 2019-2022 91% of Albanian children referred in relation to exploitation overseas received positive CG decisions compared with 90% of all children; and between 2019-2022 90% of Albanian adults referred in relation to exploitation overseas received positive CG decisions compared with 89% of all adults (see tables 5 and 6).

¹ The National Referral Mechanism was established in 2009 in the UK, with a Home Office review of the NRM taking place in 2014 followed by a series of reforms, and the Modern Slavery Act passed in 2015.

Positive Reasonable Grounds (RG) decisions are made for a higher proportion of referrals of Albanian children than the proportion for children of all nationalities

Overall from 2014 to 2022 93% of all referrals for Albanian children resulted in a positive Reasonable Grounds decisions, compared with 92% of all referrals for children of all nationalities.

The proportion overall for Albanian adults and adults of all nationalities was the same, although between 2019-2022 the proportion for Albanian adults was higher than for all nationalities (92% and 90% respectively). (See tables 1 and 2.)

Positive Conclusive Grounds decisions are made at a slightly higher rate for adult Albanian females than they are for Albanian children, and adult Albanian males receive positive Conclusive Grounds at a somewhat lower rate.

Overall from 2014 to 2022 the proportion of Albanian children who received a positive Reasonable Grounds decision is lower than it is for both male and female Albanian adults (63% versus 70% for each of male and female Albanian adults), however the trend has reversed in recent years and between 2019-2022 fractionally more female Albanian adults who received a positive Reasonable Grounds decision received a positive Conclusive Grounds decision (93%) than Albanian children (89%) while male Albanian adults received positive Conclusive Grounds decisions at a moderately lower rate (70%).

In 2022 the rates were 98% for female Albanian adults, 90% for Albanian children, and 88% for male Albanian adults. (See table 9.)

The time that it takes from referral to Conclusive Grounds decisions has been increasing for all nationalities over time, however it is significantly greater for Albanian children and adults compared with the timing of decision-making for other nationalities. This contrast is particularly stark with regard to Albanian children compared with children of other nationalities.

Overall from 2014 until 2022 the average time to reach a Conclusive Grounds decision from the date of referral is 633 days for Albanian children compared with 335 days for children of all other nationalities.

Overall from 2014 until 2022 the average time to reach a Conclusive Grounds decision from the date of referral is 597 days for Albanian adults compared with 428 days for adults of all other nationalities.

For decisions made in 2014 it took on average 147 days from the date of referral to the Conclusive Grounds decision for Albanian children, while in 2022 the average duration for decisions made that year was 934 days.

It is important to consider these figures in the context of the large numbers of individuals still awaiting Conclusive Grounds decisions – see below point.

See tables 7 and 8 and graphs 1-4 for more detailed illustration of the trends over time.

A large proportion of cases referred into the National Referral Mechanism that have received positive Reasonable Grounds decisions are still pending a Conclusive Grounds decision, for Albanians as well as for all nationalities.

Of 10,340 Albanian individuals for whom a positive Reasonable Grounds decision has been made since 2014, 6,271 ie 61% are still waiting for a Conclusive Grounds decision.

Of 44,202 of all other individuals for whom a positive Reasonable Grounds decision has been made since 2014, 26,062 ie 59% are still waiting for a Conclusive Grounds decision.

The data:

The dataset concerns a total of 63,379 referrals made into the National Referral Mechanism from 2014 until the end of the second quarter of 2022.

The data shows that there were during this time period:

- **11,445** referrals for Albanians, of which:
 - 9,045 for adults, 1820 for children, and 580 for an unknown age group
 - **10,340 positive RG decisions** (90% of referrals)
 - **2,771 positive CG decisions**
 - **6,291** referrals with positive RG decisions have not had a CG decision yet ie **61% of all referrals with a positive RG decision are still pending a decision.**
- **51,934** referrals for non-Albanians, of which:
 - 25,951 for adults, 24,484 for children, and 1,499 for an unknown age group
 - **44,202 positive RG decisions** (85% of referrals)
 - **14,375 positive CG decisions**
 - **26,062** referrals with positive RG decisions have not received a CG decision yet ie **59% of all referrals with a positive RG decision are still pending a decision.**

Table 1: Reasonable Grounds decisions for Albanian children compared with Reasonable Grounds decisions for children of all nationalities

Date of RG Decision	Albanian negative RG decisions	Albanian positive RG decisions	Total	Total positive decisions %	All negative RG decisions	All positive RG decisions	Total	Total positive decisions %
2022	14	158	172	92%	276	2831	3107	91%
2021	14	226	240	94%	426	4943	5369	92%
2020	10	160	170	94%	266	4649	4915	95%
2019	19	218	237	92%	444	3999	4443	90%
2019-2022	57	762	819	93%	1412	16422	17834	92%
2018	28	197	225	88%	717	2301	3018	76%
2017	35	154	189	81%	345	1594	1939	82%
2016	29	200	229	87%	269	971	1240	78%
2015	17	177	194	91%	157	765	922	83%
2014	6	109	115	95%	64	586	650	90%
Overall	172	1599	1771	90%	2964	22639	25603	88%

Table 2: Reasonable Grounds decisions for Albanian adults compared with all Reasonable Grounds decisions for adults of all nationalities

Date of RG Decision	Albanian negative RG decisions	Albanian positive RG decisions	Total	Total positive decisions %	All negative RG decisions	All positive RG decisions	Total	Total positive decisions %
2022	276	2831	3107	91%	491	3766	4257	88%

2021	426	4943	5369	92%	718	5665	6383	89%
2020	266	4649	4915	95%	486	4611	5097	90%
2019	444	3999	4443	90%	534	5146	5680	91%
2019-2022	1412	16422	17834	92%	2229	19188	21417	90%
2018	717	2301	3018	76%	581	3168	3749	85%
2017	345	1594	1939	82%	496	2378	2874	83%
2016	269	971	1240	78%	386	2044	2430	84%
2015	157	765	922	83%	270	1940	2210	88%
2014	64	586	650	90%	190	1389	1579	88%
Overall	2964	22639	25603	88%	4152	30107	34259	88%

Table 3: Conclusive Grounds decisions for Albanian children compared with Conclusive Grounds decisions for children of all nationalities

Date of CG Decision	Albanian negative CG decisions	Albanian positive decisions	Total	Total positive decisions %	All negative CG decisions	All positive CG decisions	Total	Total positive decisions %
2022	9	81	90	90%	87	1092	1179	93%
2021	7	101	108	94%	49	1290	1339	96%
2020	9	83	92	90%	74	1563	1637	95%
2019	28	125	153	82%	207	1474	1681	88%
2019-2022	53	390	443	89%	417	5419	5836	93%
2018	61	59	120	49%	393	1046	1439	73%
2017	35	37	72	51%	156	502	658	76%
2016	87	31	118	26%	246	381	627	61%
2015	62	33	95	35%	182	259	441	59%
2014	23	6	29	21%	97	180	277	65%
Overall	321	556	877	63%	1491	7787	9278	84%

Table 4: Conclusive Grounds decisions for Albanian adults compared with Conclusive Grounds decisions for adults of all nationalities

Date of CG Decision	Albanian negative CG decisions	Albanian positive CG decisions	Total	Total positive decisions %	All negative CG decisions	All positive CG decisions	Total	Total positive decisions %
2022	39	474	513	92%	132	1260	1392	91%
2021	88	409	497	82%	190	1219	1409	87%
2020	85	408	493	83%	255	1438	1693	85%
2019	84	374	458	82%	446	1478	1924	77%
2019-2022	296	1665	1961	85%	1023	5395	6418	85%
2018	117	214	331	65%	580	1206	1786	68%
2017	135	93	228	41%	480	716	1196	60%
2016	178	65	243	27%	537	707	1244	57%
2015	136	81	217	37%	501	722	1223	59%
2014	61	36	97	37%	259	415	674	62%
Overall	923	2154	3077	70%	3380	9161	12541	73%

Table 5: Conclusive Grounds decisions for Albanian children who were referred in relation to exploitation overseas, compared with Conclusive Grounds decisions for children of all nationalities who were referred in relation to exploitation overseas

Date of CG Decision	Albanian negative CG decisions	Albanian positive decisions	Total	Total positive decisions %	All negative CG decisions	All positive CG decisions	Total	Total positive decisions %
2022	6	71	77	92%	32	270	302	89%
2021	5	86	91	95%	18	320	338	95%
2020	6	71	77	92%	38	280	318	88%
2019	23	111	134	83%	80	477	557	86%
2019-2022	40	339	379	91%	168	1347	1515	90%
2018	46	54	100	54%	77	407	484	84%
2017	58	58	58	100%	64	109	173	63%
2016	60	25	85	29%	94	95	189	50%
2015	42	29	71	41%	60	58	118	49%
2014	16	3	19	16%	20	22	42	52%
Overall	262	508	712	71%	483	2038	2521	81%

Table 6: Conclusive Grounds decisions for Albanian adults who were referred in relation to exploitation overseas, compared with Conclusive Grounds decisions for adults of all nationalities who were referred in relation to exploitation overseas

Date of CG Decision	Albanian negative CG decisions	Albanian positive CG decisions	Total	Total positive decisions %	All negative CG decisions	All positive CG decisions	Total	Total positive decisions %
2022	14	345	359	96%	41	744	785	95%
2021	33	289	322	90%	68	673	741	91%
2020	35	284	319	89%	92	723	815	89%
2019	50	312	362	86%	178	785	963	82%
2019-2022	132	1230	1362	90%	379	2925	3304	89%
2018	89	175	264	66%	207	485	692	70%
2017	89	74	163	45%	162	233	395	59%
2016	134	49	183	27%	234	230	464	50%
2015	97	69	166	42%	161	188	349	54%
2014	34	26	60	43%	63	59	122	48%
Overall	575	1623	2198	74%	1206	4120	5326	77%

Table 7: Time taken between referrals of children and Conclusive Grounds decisions

Date of CG Decision	Albanians from referral to CG (no. days)	All nationalities incl. Albanians from referral to CG (no. days)	All nationalities excl. Albanians from referral to CG (no. of days)
2022	934.2	486.7	449.8
2021	1024.4	461.4	412.0

2020	742.9	351.2	327.9
2019	673.0	354.9	319.3
2018	744.5	397.5	365.9
2017	590.3	318.5	285.1
2016	243.9	207.6	199.2
2015	194.5	148.6	136.0
2014	147.2	90.6	84.0
Overall	632.8	423.0	334.5

Graph 1

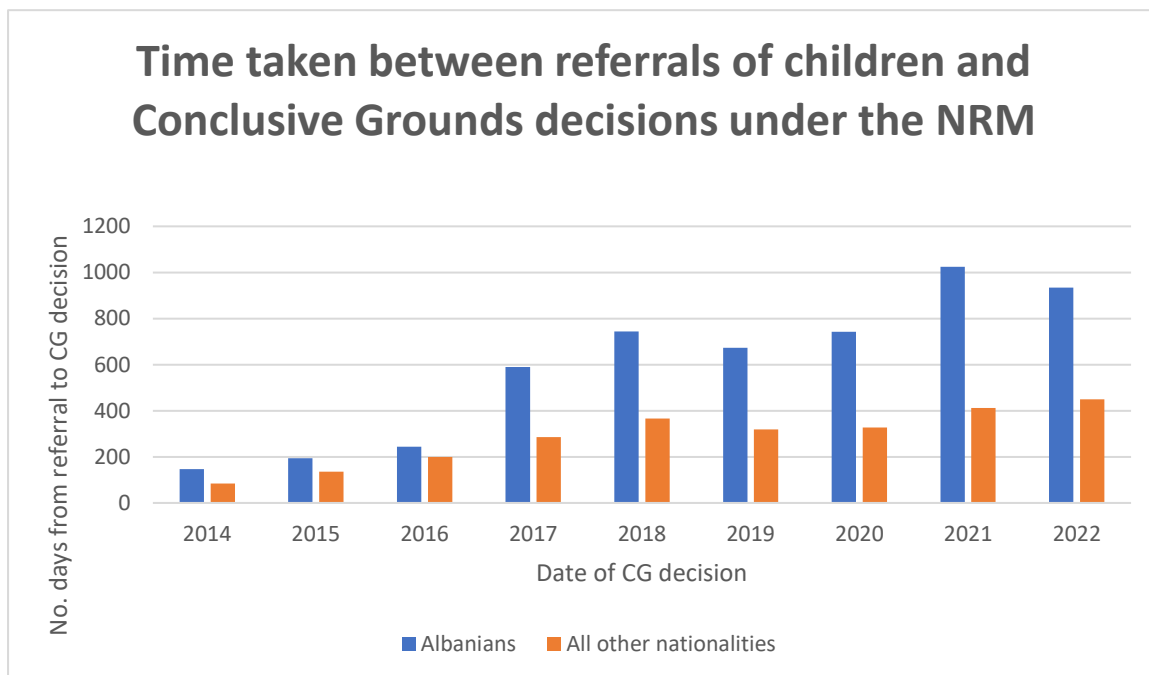
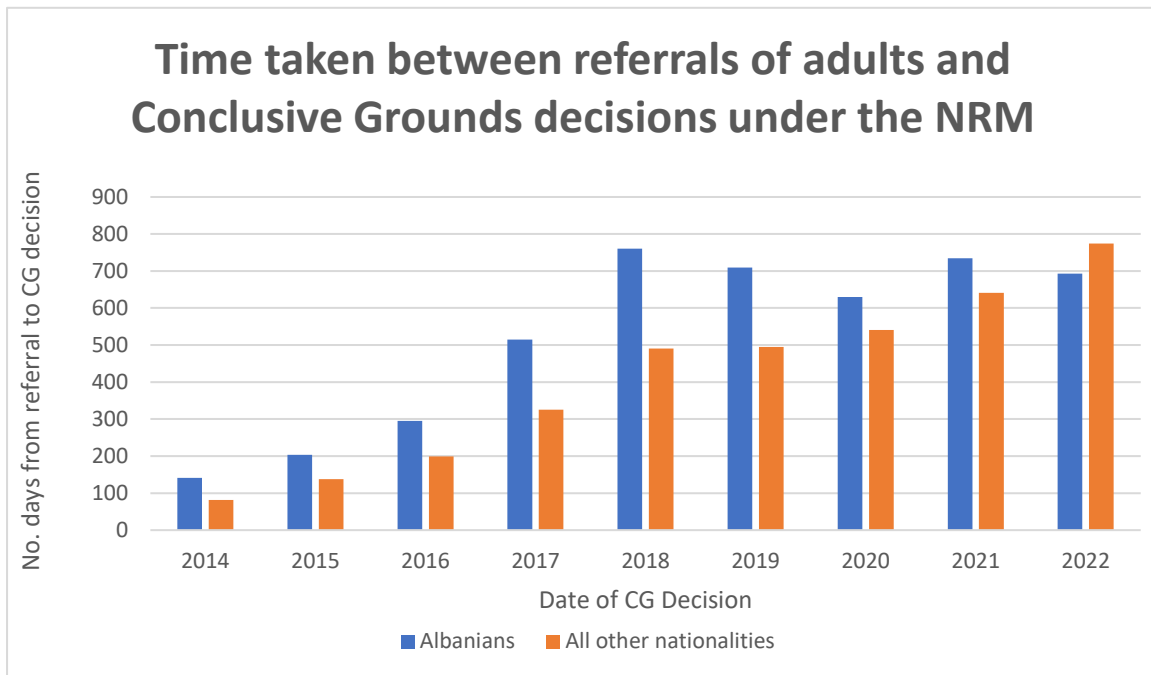


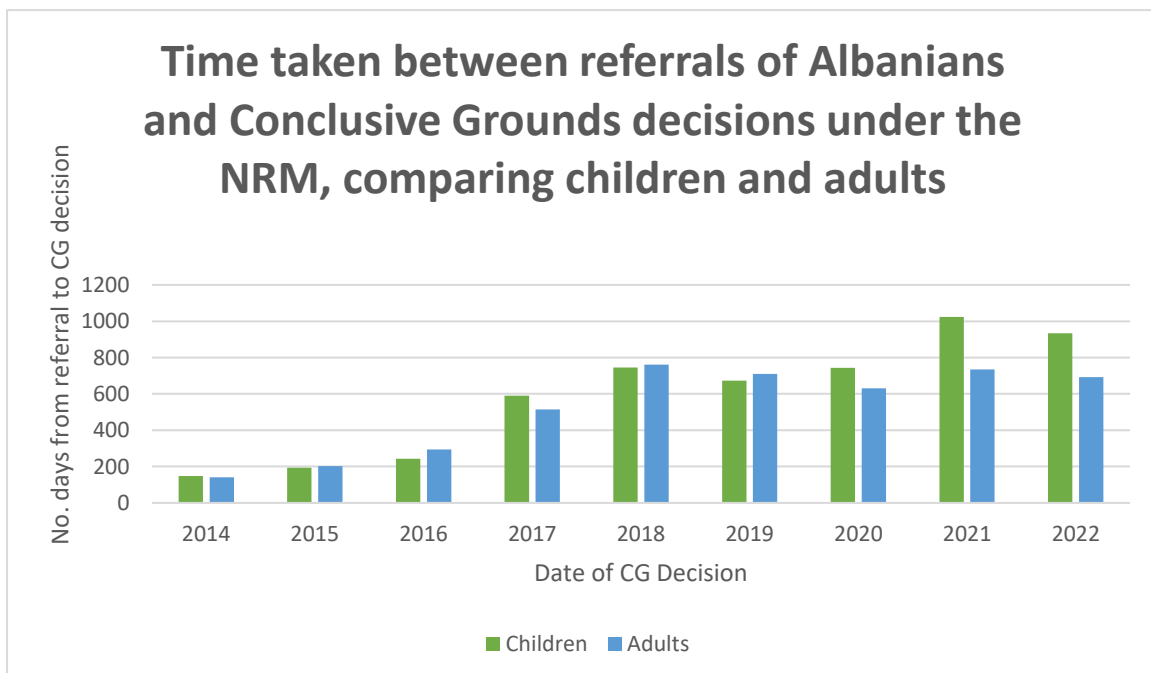
Table 8: Time taken between referrals of adults and Conclusive Grounds decisions

Date of CG Decision	Albanian from referral to CG (no. days)	All nationalities incl. Albanians from referral to CG (no. days)	All nationalities excl. Albanians from referral to CG (no. of days)
2022	692.8	744.4	774.6
2021	734.8	674.1	641.1
2020	630.1	567.0	541.1
2019	709.6	537.2	494.8
2018	760.5	540.8	490.8
2017	514.8	361.7	325.6
2016	295.0	217.5	198.7
2015	203.1	149.6	138.0
2014	141.1	89.9	81.3
Overall	597.3	469.8	428.4

Graph 2



Graph 3



Graph 4

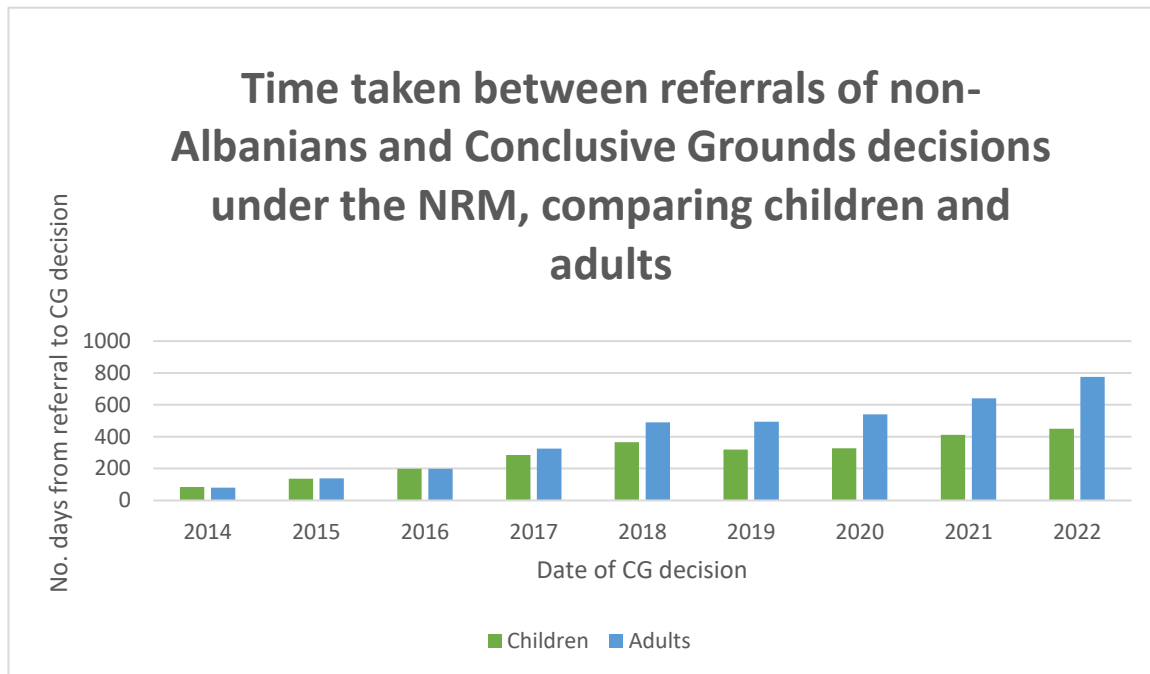


Table 9: Conclusive Grounds decisions for Albanian children, male adults and female adults compare

Date of CG Decision	Male adult negative CG decisions	Male adult positive CG decisions	Total positive decisions %	Female adult negative CG decisions	Female adult positive CG decisions	Total positive decisions %	Child negative CG decisions	Child positive CG decisions	Total positive decisions %
2022	33	252	88%	5	219	98%	9	81	90%
2021	75	138	65%	13	268	95%	7	101	94%
2020	66	134	67%	19	274	94%	9	83	90%
2019	30	42	58%	54	332	86%	28	125	82%
2019-2022	204	566	70%	91	1093	93%	53	390	89%
2018	17	9	35%	100	205	67%	61	59	49%
2017	14	9	39%	121	85	41%	35	37	51%
2016	2	1	33%	176	64	27%	87	31	26%
2015	3	0	0%	133	81	38%	62	33	35%
2014	5	0	0%	56	36	39%	23	6	21%
Overall	245	585	70%	677	1564	70%	321	556	63%

Notes:

Data tables and graphs exclude the age group 'unknown' where recorded. Data tables and graphs also exclude the gender category 'other', 'not recorded' and 'unknown' as relevant where recorded.

'Albanian' nationality is not taken to include dual nationals.