

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 2022 (including decisions made in quarter 1 of 2023). 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.

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 2019-2023 89% of Albanian children with positive Reasonable Grounds decisions received positive Conclusive Grounds decisions compared with 92% of all children; and between 2019-2023 82% of Albanian adults received positive Conclusive Grounds decisions as did 83% of all adults. See table 3.

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 54% of all adults) received positive CG decisions, while the proportions in 2022 were 93% (92%) and 85% (87%) 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 2019-2023 90% of Albanian children referred in relation to exploitation overseas received positive CG decisions compared with 89% of all children; and between 2019-2023 87% of Albanian adults referred in relation to exploitation overseas received positive CG decisions as did 87% 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 and adults than the proportion for children and adults of all nationalities.

Overall from 2014 to 2023 89% of all referrals for Albanian children resulted in a positive Reasonable Grounds decisions, compared with 88% of all referrals for children of all nationalities.

The proportions overall for Albanian adults and adults of all nationalities showed a similar trend: for example between 2014-2023 the proportion for Albanian adults was higher than for all nationalities (92% and 88% 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 2019 to 2023 the proportion of Albanian children who received a positive Conclusive Grounds decision (89%) is somewhat higher than it is for male Albanian adults (69%) and lower than it is for female Albanian adults (93%). (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.

In 2023 the average duration for decisions made for Albanian children that year was 965 days, while for other nationalities it was 558 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 (the majority) 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.

The data:

The dataset concerns a total of 72353 referrals made into the National Referral Mechanism from 2014 until the end of 2022.

The data shows that there were during this time period:

- **13,922** referrals for Albanians, of which:
 - 10,946 for adults, 2,192 for children, and 784 for an unknown age group
 - **12,620 positive RG decisions** (92% of referrals with a RG decision)
 - **3,568 positive CG decisions** (70% of referrals with a CG decision)
 - **7,554** referrals with positive RG decisions have not had a CG decision yet ie **60% of all referrals with a positive RG decision are still pending a decision.**
- **58,430** referrals for non-Albanians, of which:
 - 28,573 for adults, 28,023 for children, and 1,834 for an unknown age group
 - **49,832 positive RG decisions** (87% of referrals with a RG decision)
 - **17,159 positive CG decisions** (81% of referrals with a CG decision)
 - **28,615** referrals with positive RG decisions have not received a CG decision yet ie **57% 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 %
2023	1	6	7	86%	22	81	103	79%
2022	75	453	528	86%	702	6265	6967	90%
2021	14	226	240	94%	411	4932	5343	92%
2020	10	160	170	94%	266	4633	4899	95%
2019	19	216	235	92%	443	3993	4446	90%
2019-2023	119	1061	1180	90%	1844	19904	21758	91%
2018	28	197	225	88%	716	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	234	1900	2134	89%	3413	26154	29566	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 %
2023	3	30	33	91%	27	81	108	75%
2022	288	3344	3632	92%	1127	7668	8795	87%
2021	172	1859	2031	92%	702	5658	6360	89%
2020	104	1226	1330	92%	486	4608	4899	94%
2019	85	1273	1358	94%	529	5143	5672	91%
2019-2023	652	7732	8384	92%	2871	23158	25834	90%
2018	62	650	712	91%	578	3166	3744	85%
2017	48	505	553	91%	495	2377	2872	83%
2016	30	441	471	94%	386	2043	2429	84%
2015	15	378	393	96%	270	1940	2210	88%
2014	12	306	318	96%	187	1389	1576	88%
Overall	819	10012	10831	92%	4787	34073	38860	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 %
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2023	7	27	34	79%	35	215	250	86%
2022	16	200	216	93%	203	2403	2606	92%
2021	7	101	108	94%	49	1289	1338	96%
2020	9	83	92	90%	74	1564	1638	95%
2019	27	125	152	82%	204	1474	1678	88%
2019-2023	66	536	602	89%	565	6945	7510	92%
2018	60	59	119	50%	391	1046	1437	73%
2017	35	37	72	51%	156	502	658	76%
2016	87	31	118	26%	245	381	626	61%
2015	62	33	95	35%	182	259	441	59%
2014	23	6	29	21%	97	180	277	65%
Overall	334	702	1036	68%	1636	9313	10949	85%

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 %
2023	81	107	188	57%	137	248	385	64%
2022	171	980	1151	85%	422	2898	3320	87%
2021	87	409	496	82%	190	1219	1409	87%
2020	85	408	493	83%	255	1438	1693	85%
2019	85	374	460	81%	446	1481	1927	77%
2019-2023	509	2278	2788	82%	1450	7284	8734	83%
2018	117	214	331	65%	578	1206	1784	68%
2017	135	93	228	41%	480	716	658	109%
2016	178	64	242	26%	536	706	1242	57%
2015	136	81	217	37%	501	722	1223	59%
2014	61	36	97	37%	259	415	764	54%
Overall	1136	2766	3902	71%	3804	11049	14853	74%

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 %
2023	5	21	26	81%	14	67	81	83%
2022	11	176	187	94%	74	710	784	91%
2021	5	86	91	95%	18	319	339	94%
2020	6	71	77	92%	38	281	319	88%
2019	22	111	133	83%	79	477	558	85%
2019-2023	49	465	514	90%	223	1854	2081	89%
2018	45	54	99	55%	76	407	483	84%

2017	28	30	58	52%	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	240	606	846	72%	538	2545	3083	83%

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 %
2023	51	73	124	59%	70	140	210	67%
2022	89	724	813	89%	177	1713	1890	91%
2021	32	289	321	90%	66	673	739	91%
2020	35	283	318	89%	92	722	814	89%
2019	50	312	362	86%	178	786	964	82%
2019-2023	257	1681	1938	87%	583	4034	4617	87%
2018	89	175	264	66%	206	485	691	70%
2017	89	74	163	45%	162	233	395	59%
2016	134	48	182	26%	233	229	462	50%
2015	97	69	166	42%	161	188	349	54%
2014	34	26	60	43%	63	59	122	48%
Overall	700	2073	2773	75%	1408	5228	6636	79%

Table 7: Average 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)
2023	965	614	558
2022	933	531	495
2021	1024	461	412
2020	743	351	328
2019	710	354	319
2018	740	397	366
2017	590	319	285
2016	244	208	199
2015	194	149	136
2014	147	91	84
Overall	629	395	365

Graph 1

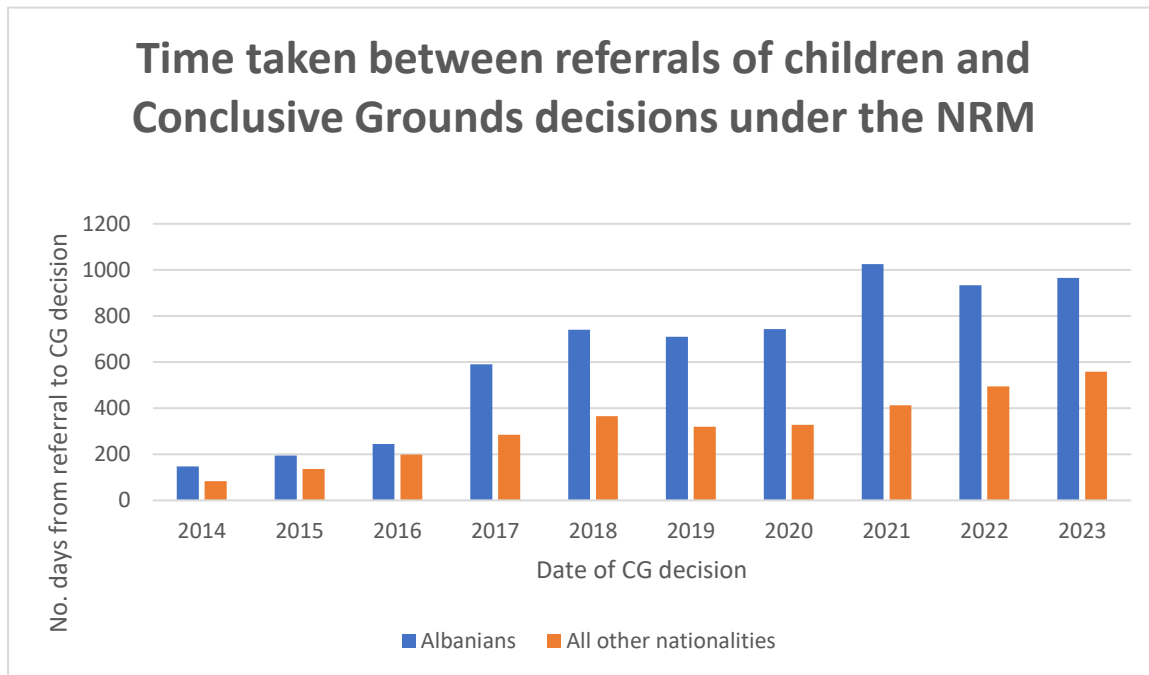
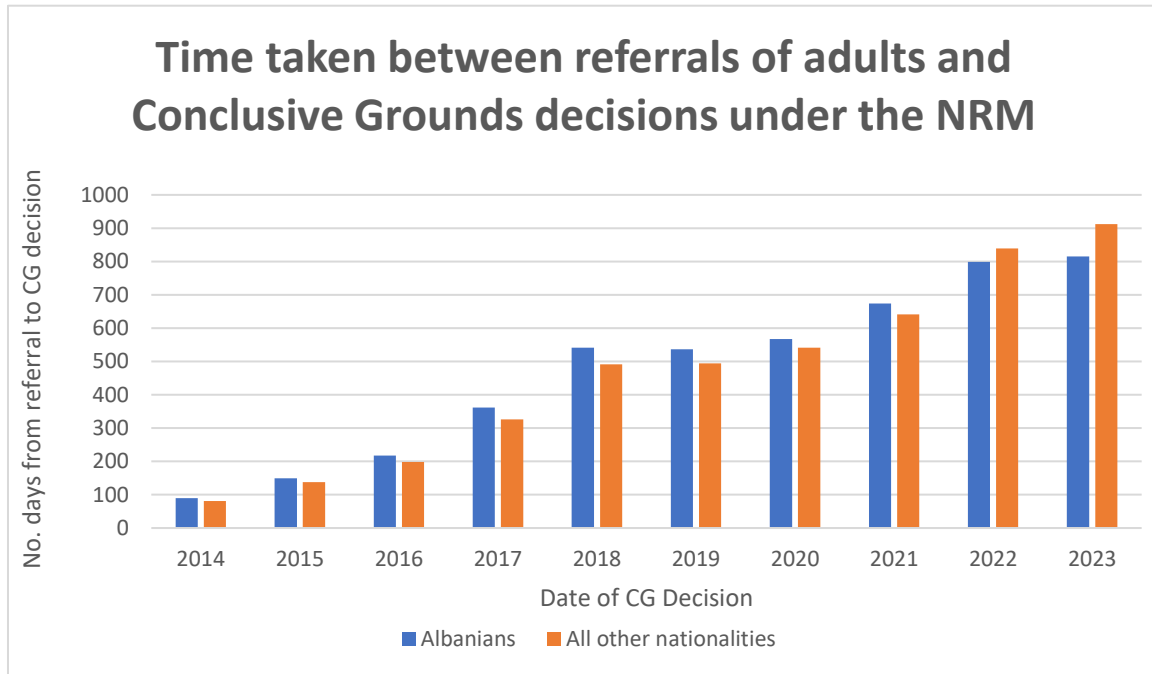


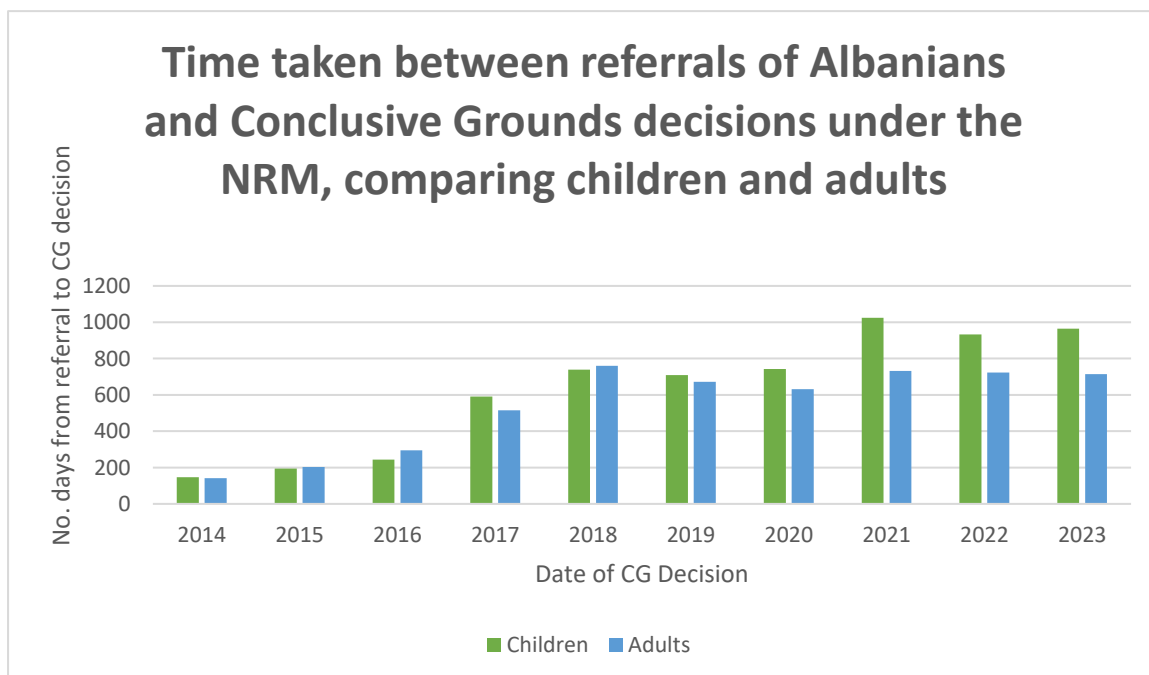
Table 8: Average time taken between referrals of adults and Conclusive Grounds decisions

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)
2023	714	816	912
2022	723	799	839
2021	733	674	642
2020	632	568	541
2019	672	537	494
2018	761	541	491
2017	515	362	326
2016	295	218	199
2015	203	150	138
2014	141	90	81
Overall	627	527	491

Graph 2



Graph 3



Graph 4

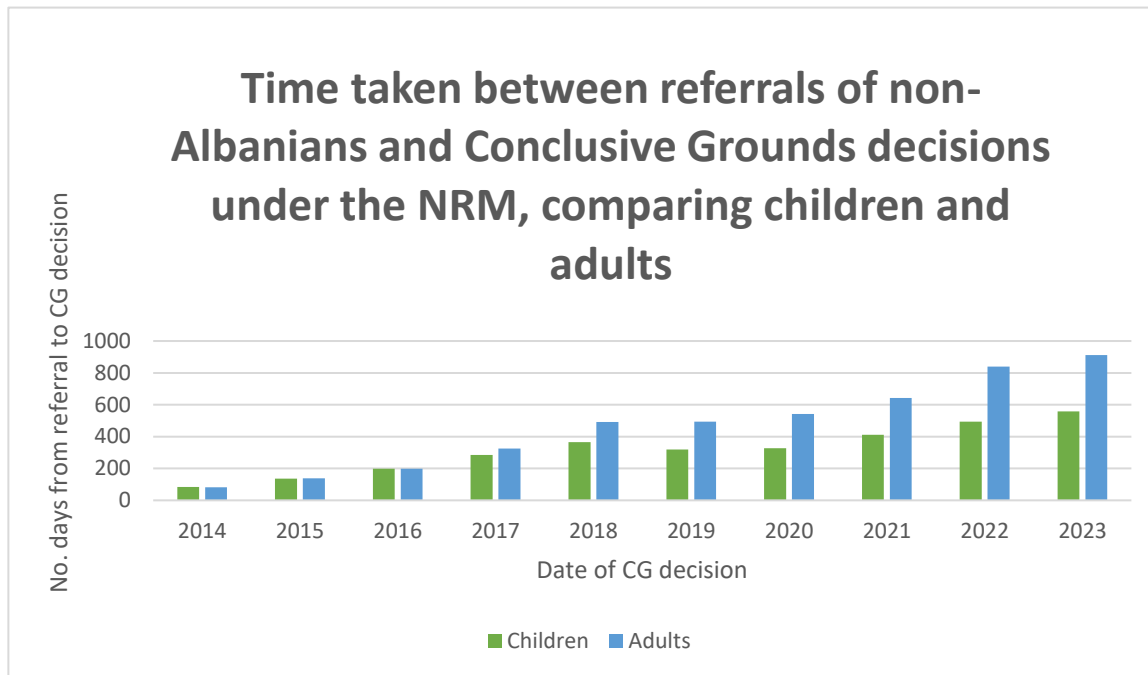


Table 9: Conclusive Grounds decisions for Albanian children, male adults and female adults compare

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 %
2023	76	62	45%	5	44	90%	7	27	79%
2022	155	531	77%	15	442	97%	16	200	93%
2021	75	138	65%	12	268	96%	7	101	94%
2020	66	134	67%	19	274	94%	9	83	90%
2019	31	42	58%	54	332	86%	27	125	82%
2019-2023	403	907	69%	105	1360	93%	66	536	89%
2018	17	9	35%	100	205	67%	60	59	50%
2017	14	8	36%	121	85	41%	35	37	51%
2016	2	1	33%	176	63	26%	87	31	26%
2015	3	0	0%	133	81	38%	62	33	35%
2014	5	0	0%	56	36	39%	23	6	21%
Overall	444	925	68%	691	1830	73%	333	702	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.

Version 3: Updated March 2023