
Victim Navigator Programme Cost / Benefit Assessment

Final report

24 June 2025



Agenda

- **Introduction**
- Executive summary
- Steady state cost / benefit per VN
- Programme scale-up and timing

J&C is an award-winning charity fighting modern slavery, and APB is a specialist in providing consulting services to charities and non-profits

Justice & Care



- **Justice & Care (J&C)** was established in 2008 and is a multi-award-winning charity fighting modern slavery. To date, it has supported nearly 5,000 survivors to recover in Bangladesh, Romania and the UK
- In each location that J&C operates, it aims to:
 - Protect vulnerable communities and individuals from trafficking and through long-term specialist aftercare, help survivors rebuild their lives
 - Base all frontline work on evidence to find the most effective interventions, which are always locally designed and led
 - Operate with partnership, replication and whole systems change in mind - knowing that success is found in finding models that can be scaled, and policy and advocacy work that supports governments to understand what really works and to respond effectively (e.g., in February 2025 the Government announced that cuckooing will be made a specific criminal offence, after groundbreaking research and targeted advocacy by J&C)
- J&Cs work is endorsed by the UK and US governments and has been featured by leading news organisations including the BBC, The Guardian, The Times and CNN

Advanced Pro Bono



- **Advance Pro Bono (APB)** was founded in 2015 by four consultants from L.E.K. consulting, and **provides consulting services to charities and non-profits**
- APB cases are staffed with volunteers from L.E.K.'s consulting staff, who deliver projects around regular case work
- Since its inception, APB has **delivered 50+ cases**

Example clients (non-exhaustive)



J&C has recently completed a pilot of its Victim Navigator (VN) programme; a prior independent assessment recommended wider rollout of the programme

Current status of VN programme

- J&C's innovative Victim Navigator Programme (VNP) was launched in 2018 and was designed in consultation with key stakeholders with the aim of filling a specific and important gap in existing service provision by forming a trusted bridge between the police and victims of modern slavery
- Victim Navigators (VNs) are specialist workers, employed by J&C and uniquely embedded within police forces, with access to the details of modern slavery cases, but with independence from the police to enable trust to be built with the survivor
- VNs support victims who are the subject of police investigations in the forces where they are embedded, taking referrals directly from police. This unique structure ensures victims receive confidential, survivor-centred support and secures justice while helping law enforcement secure more prosecutions
- J&C currently employ **12 Victim Navigators** deployed across England (10 VNs) and Scotland (2 VNs) as part of an ongoing pilot programme; after positive assessment of VN's impact*, J&C are now considering options to scale the programme to nationwide coverage

Feedback on the programme

Minister feedback

"... Support like that offered by Justice and Care's Victim Navigator Programme is a real example of how successful prosecutions and convictions can be achieved by putting victim support front and centre ..."

- Jess Phillips
(Secretary of State for Safeguarding and Violence Against Women and Girls)

Police feedback

"... I am in no doubt that a dangerous predator would not have received a 31-year jail sentence, without the support of Justice and Care. ..."

- Met Police

Victims feedback

"... "To be honest before I met you, I was two minutes away from withdrawing, I really didn't want to do it but now I am actually glad we all did keep going. It's amazing so many girls kept going when it was so long ..."

- Survivor of sexual exploitation supported by Met Navigators

J&C have asked APB to perform an economic impact assessment of its Victim Navigator programme to support its nationwide rollout

Background

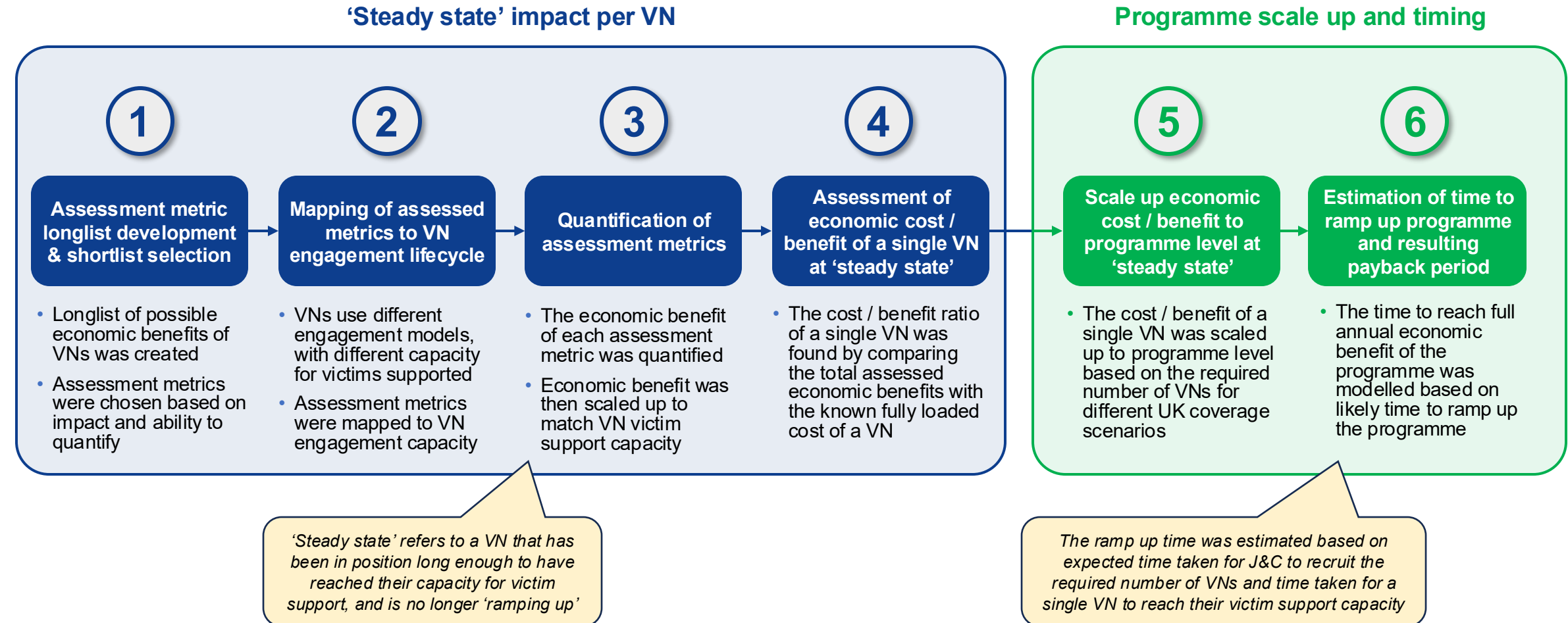
- Justice and Care (J&C), a charity combatting modern slavery and human trafficking, have recently completed a successful pilot of their victim navigator (VN) programme, which embeds specially trained victim support staff with local police forces to support victims of modern slavery and human trafficking (MSHT), to:
 - support and improve outcomes for victims
 - improve prosecution outcomes by keeping the victim engaged as a witness
- J&C are currently in discussions with the UK government about nationwide rollout of the VN programme, and as part of the assessment have been asked for an economic cost / benefit assessment of the VN programme at varying levels of investment
 - J&C have asked Advance Pro Bono (APB) to assist them in performing the economic cost / benefit assessment

Project objectives

- **Independently assess and understand the potential economic benefit of national rollout of Justice and Care's Victim Navigator programme**
- Key deliverables include
 - Economic benefit analysis excel model for the Victim Navigator programme
 - Presentation report synthesising findings of the economic analysis and summarising:
 - methodology adopted for the model including key assumptions
 - stakeholder / subject matter expert feedback
 - key sensitivities that may impact the assessment

APB initially assessed the 'steady state' impact of a single VN, then scaled this impact up to programme level and estimated the programme ramp time

Framework to assess economic impact of Victim Navigator programme



APB's assessment was supported by interviews and a survey with police officers experienced with VNs, as well as a range of secondary and J&C internal sources

Sources	
Primary	Secondary
<ul style="list-style-type: none">• Police survey (N=79)• Victim Navigator survey (N=11)• Police interviews (n=3)	<ul style="list-style-type: none">• Crisis UK• Crown Prosecution Service• European Commission (Eurostat)• Greater Manchester Combined Authority unit cost database• Home Office• HM Treasury• Ministry of Justice• Modern Slavery Act Committee• University of Nottingham Rights Lab• Sentencing council
J&C internal data	
<ul style="list-style-type: none">• Management data on fully loaded-cost of a single VN• Management data on number of individuals on live and outreach plans• Management data on court outcomes	

Summary of survey distribution and key inputs from each

Police survey (n=79)

- The surveys questions focused on **police time savings** across the full-victim engagement lifecycle, delta in **rate of reaching court** with vs. without VN support and **drop out rate between charging and court** without vs. with VNs
- The survey was distributed **nationwide** across contacts in the Met Police, Gangmasters and Labour Abuse Authority (GLAA), Modern Slavery and Organised Immigration Crime (MSOIC) programme, East Midlands Special Operations Unit (EMSOU), Sussex, Manchester, Essex and Scotland

Victim navigator survey (n=11)

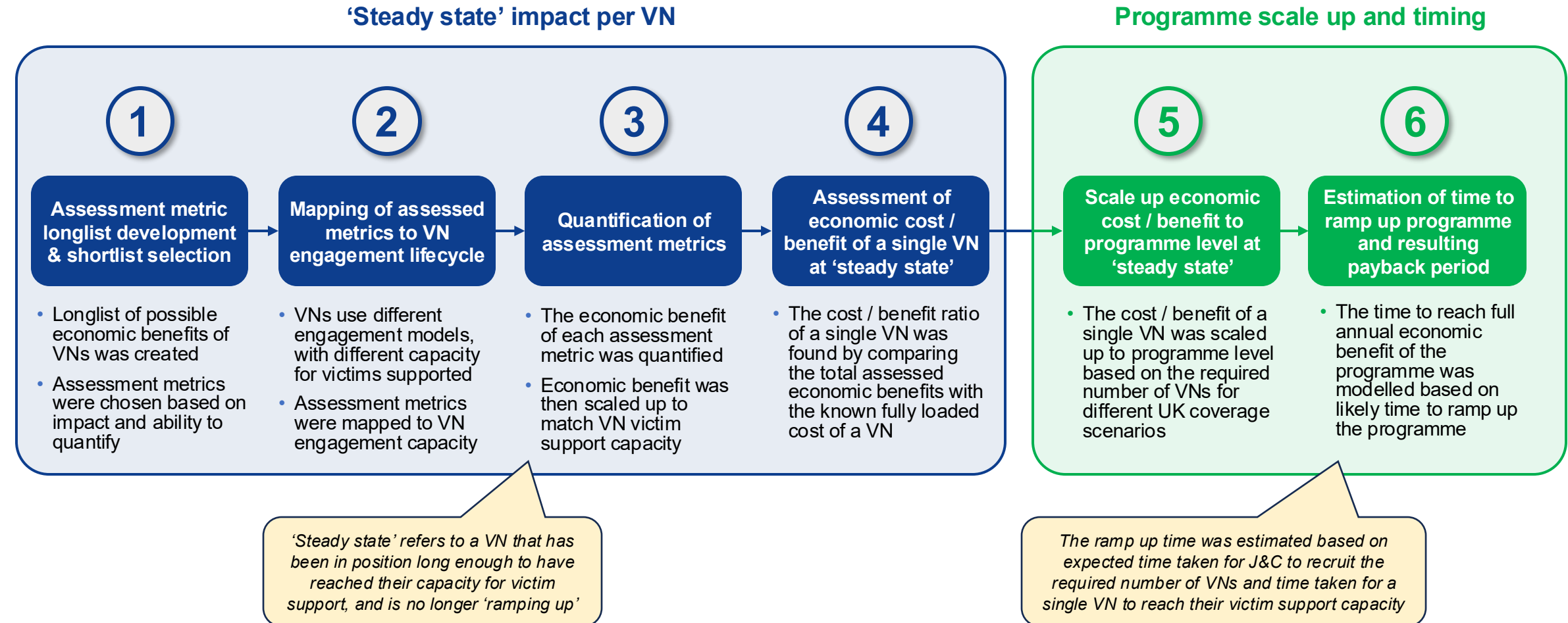
- The survey focused **on triangulating results** from the police survey and J&Cs internal data
- Survey distributed **nationwide** across VNs in England and Wales

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Framework to assess economic impact of Victim Navigator programme



① APB developed a longlist of metrics for which VNs are likely to have economic benefit; this was then triaged to a shortlist based on ability to assess quantitatively

Assessment of significance and ease of measurability of impact metrics

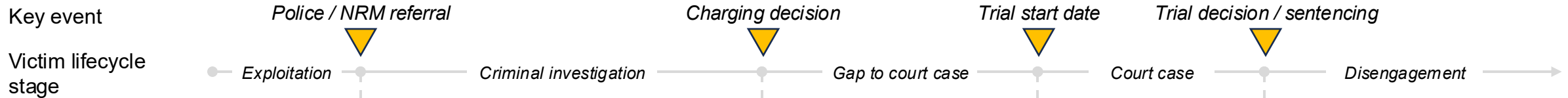
	Impact metric description	High-impact metric	Quantifiability	
			Volume	Value
Police	Police time saved on victim support	✓	✓	✓
	Police time saved as a result of VN strategic advice and training	✓	✓	✓
	<i>Victims more readily agree to leave exploitation</i>			✓
	Reduced waste due to being able to make an unconstrained charging decision	✓	✓	✓
	<i>Continued victim engagement from charged filed to trial start date</i>	✓		✓
Courts	<i>Rate of guilty pleas</i>	✓		
	Rate of trial progressing to conclusion / rate of collapse due to disengaged witness	✓	✓	✓
Victim	Contribution through employment	✓	✓	✓
	Net benefit of stable housing	✓	✓	✓
	<i>Incidence of crisis events involving (police, NHS or other public services)</i>	✓		
	<i>Improvements in survivor wellbeing</i>	✓	✓	
	<i>Reduced employment benefit claims</i>			
Other	Increased conviction rates mean more convicted offenders are unable to re-offend	✓	✓	✓
	<i>Value of additional victim support outside of MSHT cases</i>	✓		

All shortlisted impact metrics were determined to be significant and easily quantifiable, as a result our analysis is likely to be an underestimation as there are a number of high impact metrics which are difficult to quantify

 = high-impact, quantifiable metric

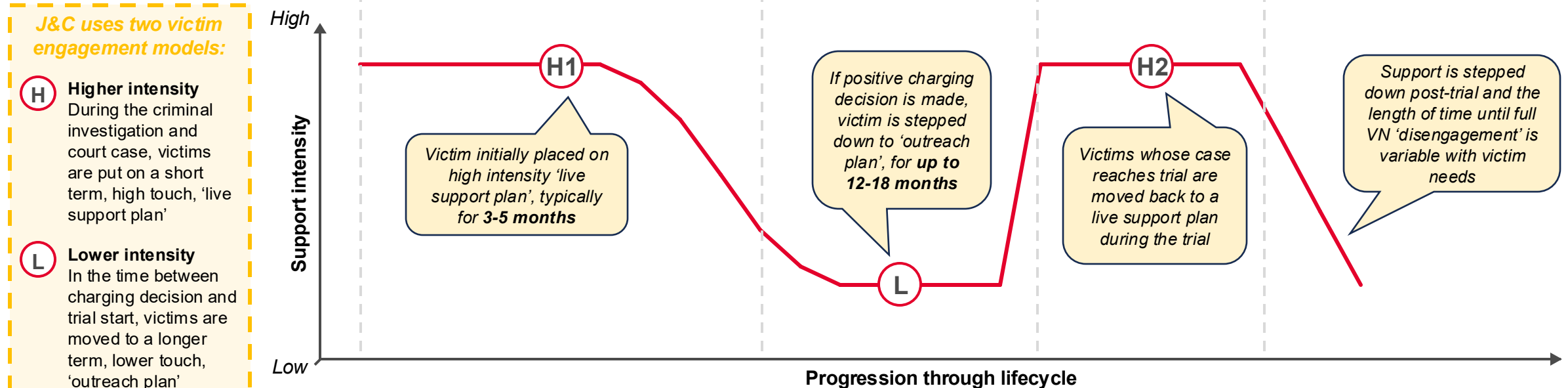
② VNs use different engagement styles to support victims, based on the stage of the MSHT victim 'lifecycle'; VN's support capacity varies by stage in the victim lifecycle

VN engagement 'lifecycle'



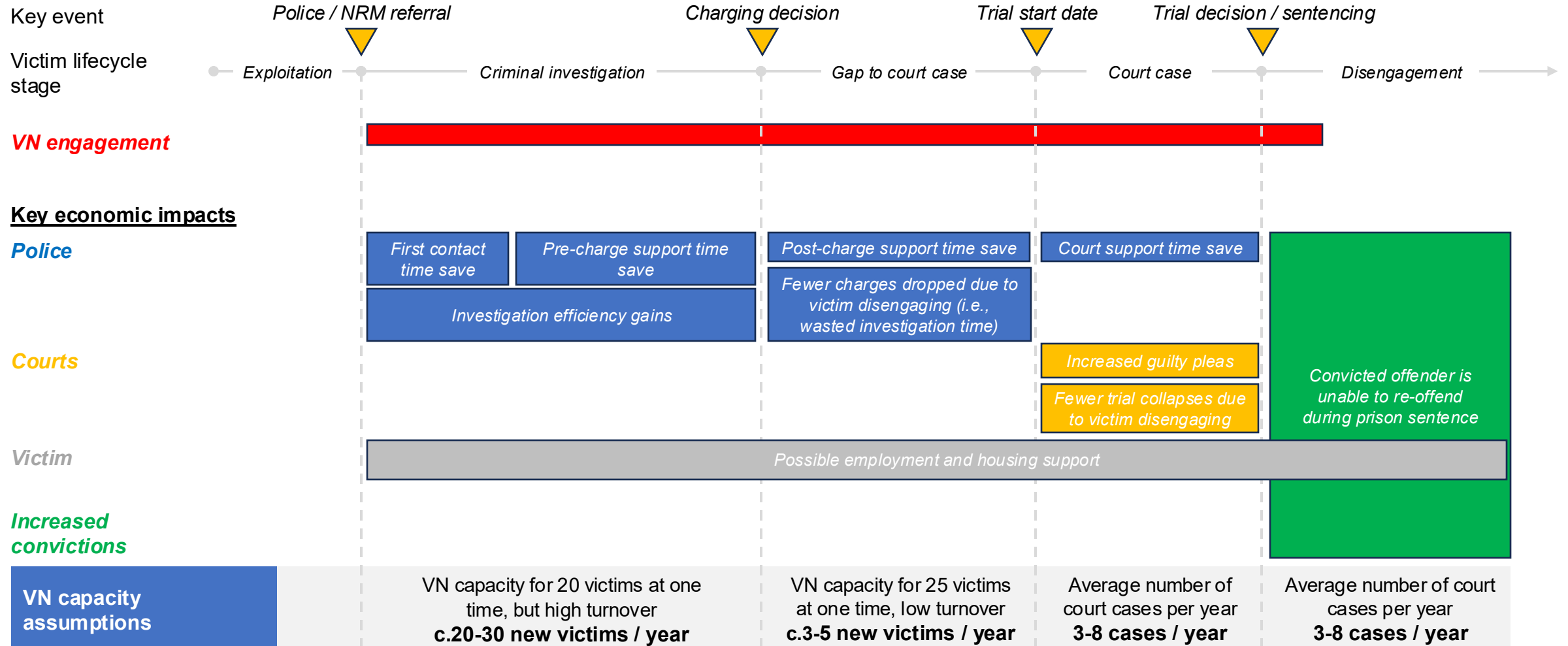
VN engagement

VN engagement intensity (illustrative)



② To ensure the correct attribution of economic benefit on a per metric basis, shortlisted metrics were mapped to VN capacity across the MSHT lifecycle

VN engagement 'lifecycle'



- ③ APB assessed economic benefit across 4 key categories: Police, Courts, Victim, and impact of increased convictions, estimating benefit of c.£150k per VN per year



**£27,490 annual
benefit per VN**



*Not included in
final calculation
due to difficulty
in reliable
assessment*



**£63,905 annual
benefit per VN**



**£58,556 annual
benefit per VN**



A single VN was calculated to have £149,950 economic benefit per year

3

Police: Total savings across all metrics

Total police cost savings per VN, per year

MSHT victim lifecycle stage	Assessed metric	Description	Saving per VN per year
Criminal investigation	First contact support time saving	<ul style="list-style-type: none"> Police time saved on victim support within the first 72 hours after referral 	c.£4.0 – 8.8k
	Pre-charge support time saving	<ul style="list-style-type: none"> Police time saved on victim support from 72 hours after referral to charging decision 	
	Investigation efficiencies	<ul style="list-style-type: none"> Investigation efficiencies (outside of direct hours saved due to VN taking over victim support) realised through VNs freeing officers up to pursue other investigation tasks and through VN provision of strategic advice to support the investigation 	c.£9.8k – 19.2k
Gap to court case	Post-charge support time saving	<ul style="list-style-type: none"> Police time saved on victim support from charging decision to beginning of court case; note though this is a relatively small cost saving on an 'police hours saved' basis, the true value of this part of the VN's role is in keeping victims engaged with the investigation / court case as a witness, as VNs will provide significantly more hours of support than just those saved by the police 	c.£0.3 – 1.1k
	Reduction in wasted investigations	<ul style="list-style-type: none"> If a positive charging decision is made, and charges are later dropped due to witness disengagement, the cost of the investigation could be thought of as 'wasted'; VNs reduce witness dropout and so reduce the cost of 'wasted' investigations 	c.£5.8 – 6.4k
Court case	In court support time saving	<ul style="list-style-type: none"> Though VNs will undoubtedly save police time that would otherwise be spent on victim support during the court case, APB was unable to reliably quantify this time save as there is still significant police time spent engaging with the victim in various forms during the court case 	-
Total 'police' saving per VN =			c.£17.5 – 35.4k

Detailed calculation methodologies shown in main body of report

Court savings attributable to VNs from offenders changing their plea to guilty due to the witness attending court is likely to be significant, but could not be quantified

Sentencing guidelines encourage offenders to wait and see if witnesses turn up to court before pleading guilty

- 2017 sentencing council guidelines suggest defendants should be entitled to a sentence reduction of a third if they plead 'guilty' at initial plea hearing or a lesser reduction of a quarter if they initially plead 'not guilty' then change their plea to 'guilty' after reaching crown court
 - Whilst this incentivises defendants to plead guilty in exchange for reduced sentence, the relatively minor difference in sentence reduction between a guilty plea at initial plea hearing vs immediately when reaching crown court means that offenders will often wait to see if a witness attends court before changing their plea

J&C have had numerous instances where offenders have changed their plea to guilty upon witnesses attending court

- J&C have had several instances since the VN programme inception where defendants have initially plead not guilty and then changed their plea to guilty when they see the witness has turned up to court
- Given the cost of a sitting day in court is estimated at c.£3k per day (MoJ 2023), the reduction in economic cost to the state of a guilty plea at first hearing vs a full trial can be significant, particularly as MSHT offences can be particularly complex and take longer in court than the 'average' offence; the APB police survey suggests a median of c.15 sitting days, but that a number of cases run significantly longer
 - In the median example, a guilty plea on the first day in crown court would save 14 sitting days, which at c.£3k per day would translate to a saving of c.£42k per instance
 - Given that a recognised benefit of J&C VNs is that they increase the rate at which witnesses turn up to court, saved court time as a result of increased guilty pleas through this route is likely to be an avenue of economic benefit that is attributable to VNs
- Whilst APB is confident that VNs do have an economic benefit in the form of making the described change of plea from 'not guilty' to 'guilty' when a witness turns up to court, there is a lack of data on the rate at which this switching currently happens, which is a key datapoint in quantifying the amount of benefit that should be assigned to the action of VNs
 - As a result, APB has decided not to include this metric in the final cost-benefit assessment numbers

Despite potentially significant savings, APB has decided not to include this metric in the final cost / benefit analysis as there is a lack of robust data to quantify the 'counterfactual' case of how often

3

Victim: Total cost savings per year

Total victim cost savings per VN, per year

Assessed metric	Description	Saving per VN per year
<i>Victim savings through access to stable housing</i>	<ul style="list-style-type: none"> Homelessness brings a significant cost burden to the state; by assisting victims into stable housing, VNs reduce this cost to the state Note that this assessment only includes stable housing and excludes temporary or emergency accommodation, as such the economic benefit is likely to be underestimated 	c.£26.8k – 56.4k
<i>Victim savings through increased employment</i>	<ul style="list-style-type: none"> The state receives economic benefit from employment through tax and national insurance; by assisting victims into employment who otherwise would remain unemployed, VNs provide an economic benefit to the state Analysis by the University of Nottingham Rights Lab suggests that victims receiving assistance of the type that J&C provides, at the point in the victim lifecycle that J&C provides it, results in victims entering employment on average 1-2 years earlier than they would without support; accordingly, for each victim supported into employment, APB has assigned the full benefit for a single year to the VN, but with nothing ongoing (this is likely to be conservative as the Rights Lab report suggests 1-2 years) 	c.£13.1 – 19.6k
Total 'victim' saving per VN =		c.£39.9k – 76.0k

Detailed calculation methodologies shown in main body of report

③ *Reduction of MSHT through increased convictions:* Inputs and outputs for economic benefit from to reduced trafficking due to increased convictions

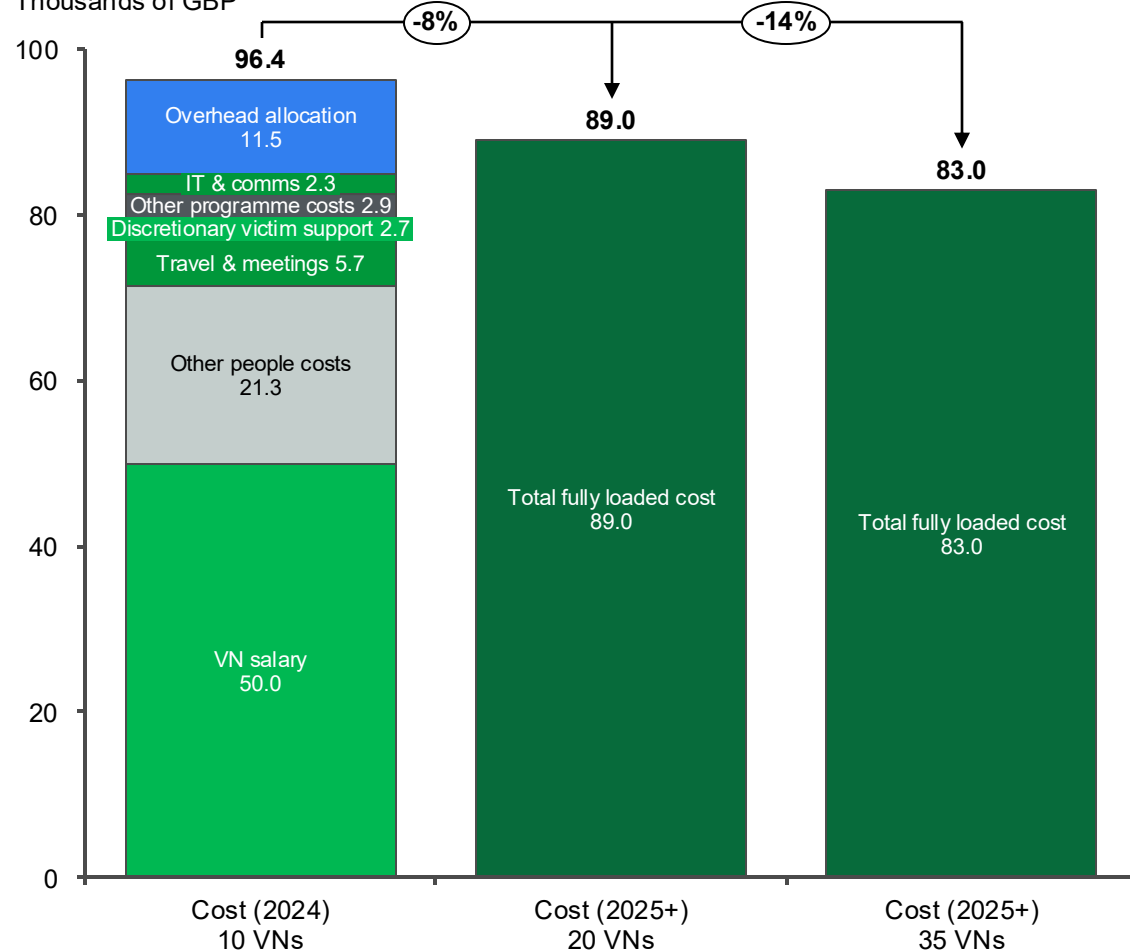
Assumption	Source	High	Base	Low	APB Commentary
Delta in rate of successfully reaching court with vs without VN support	APB police survey	20%	20%	20%	Median reported delta from police survey
MSHT conviction rate	Crown prosecution service	75.9%	75.9%	75.9%	Oral evidence from Lynette Woodrow (Deputy Chief Crown Prosecutor and national Modern Slavery Lead) to Modern Slavery Act 2015 Committee on 29/4/2024, citing figures for 2023
Number of court cases supported annually	J&C internal data	5.5	5.5	3	Low case based on historic data, base and high case based on 35 VNs to cover full UK MSHT case load (c.195 in 2023)
Risk-adjusted additional convictions due to VN, per VN	Calculation	0.83	0.83	0.46	Calculation
Number of victims per offender	J&C internal data	5	4	2.2	Low case based on victims supported by VNs (significant underestimation due to large share of victims refusing support), base and upside accounts are taken from the CPS and European Commission
Saving to the state per victim not trafficked who otherwise would be	Home office research report	£71,446	£71,446	£71,446	Inflation adjusted figures from home office / MoJ reports
Cost to state of additional conviction (annually)	MoJ annual report & accounts 2022-23	£52,000	£52,000	£52,000	
Saving to the state from reduced MSHT due to increased convictions, per VN	Calculation	£254,837	£195,186	£47,900	Calculation
Adjustment due to offender backfill	n/a	50%	50%	50%	Assumes offender backfill within 6 months
Optimism bias adjustment	HM Treasury*	60%	60%	60%	Lowest scoring assumption confidence is 'Delta in rate of successfully reaching court with vs without VN support', classed as 'Uncorroborated expert judgement', which is confidence grade 6 / -40% adjustment
Adjusted saving to the state from reduced MSHT due to increased convictions, per VN	Calculation	£76,451	£58,556	£14,370	Calculation

Detailed calculation methodologies shown in main body of report

④ The current 'fully-loaded' cost of a VN is c.£96.4k per year; this cost will decrease with programme scale up as non-salary costs are spread over a greater headcount

Current cost of a single VN

Thousands of GBP



- Internal J&C data suggests the 'fully loaded' cost of a single VN is c.£96.4k at current headcount
- As the programme scales to employ more VNs, the non-salary portion of the fully loaded cost will be spread across a greater headcount, producing economies of scale and reducing the fully loaded cost on a per VN basis
- J&C's two proposed scale up options would increase headcount to 20 VNs (partial scale up) or 35 VNs (full nationwide coverage)
- The economies of scale for 20 and 35 VNs come from savings of support staff time needed (and therefore costs), which increase only marginally for extra VNs
- As a result, the assessed cost per VN at each level of scale up is:
 - **c.£96.4k** per VN at a headcount of 10 VNs
 - **c.£89.0k** per VN at a headcount of 20 VNs
 - **c.£83.0k** per VN at a headcount of 35 VNs

Source: J&C management data; HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

4

Summary of cost-benefit on assessed metrics

Assessed metrics	High	Base	Low
Police	£35,433	£27,490	£17,523
Victims	£75,985	£63,905	£39,919
Increased convictions	£114,676	£58,556	£14,370
Total cost saving per VN (£)	£226,094	£149,950	£71,812
Ratio of cost savings to spend on VNs (option 1: Total of 10 VNs; per VN cost of c.£96.4k)	1.9	1.6	0.7
Ratio of cost savings to spend on VNs (option 2: Total of 20 VNs; per VN cost of c.£89.0k)	2.1	1.7	0.8
Ratio of cost savings to spend on VNs (option 3: Total of 35 VNs; per VN cost of c.£83.0k)	2.3	1.8	0.9

Key*

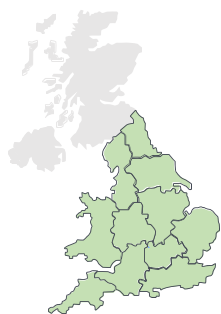


- Cost: The assumed cost is **£83-96,300** for a single 'fully loaded' VN
- Police benefit - **£17-35,433**:
 - Direct saving of time spent by police officers on victim support
 - Investigation efficiency gains
 - Reduction of waste due to charges being dropped because witness disengages between positive charging decision and trial start date
- Victim benefit - **£39-75,985**:
 - Net benefit to the state of victims entering stable housing and employment
- Increased convictions benefit - **£14-114,676**:
 - Reduction in exploitation and associated costs due to increased number of offenders being in prison, where they are unable to continue to offend
- The cost / benefit ratio of a single VN is calculated to be **approximately 1:1.6-1.8 in the base case**

Note:: * Payback only accounts for shortlisted impact metrics as a result the analysis is likely to be an underestimation

Overview of scale up options

Nationwide coverage of VN programme

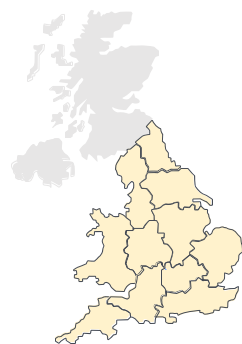


- Nationwide coverage by **35 VNs**
- Cumulative benefit (2025-2035): **£56.2m**
- Cumulative cost (2025-2035): **£31.5m**
- Net cumulative benefit (2025-2035): **£24.7m**
- **Break-even H1 2026**

Key:

- Full coverage
- Partial coverage
- No coverage

Partial coverage of VN programme

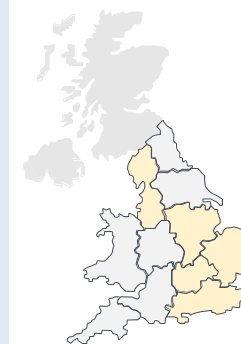


- Partial coverage by **20 VNs**
- Cumulative benefit (2025-2035): **£33.7m**
- Cumulative cost (2025-2035): **£20.9m**
- Net cumulative benefit (2025-2035): **£12.8m**
- **Break-even H1 2026**

Key:

- Full coverage
- Partial coverage
- No coverage

Existing coverage of VN programme



- Partial coverage by **10 VNs**
- Cumulative benefit (2025-2035): **£17.4m**
- Cumulative cost (2025-2035): **£11.7m**
- Net cumulative benefit (2025-2035): **£5.8m**
- **Break-even H2 2026**

Key:

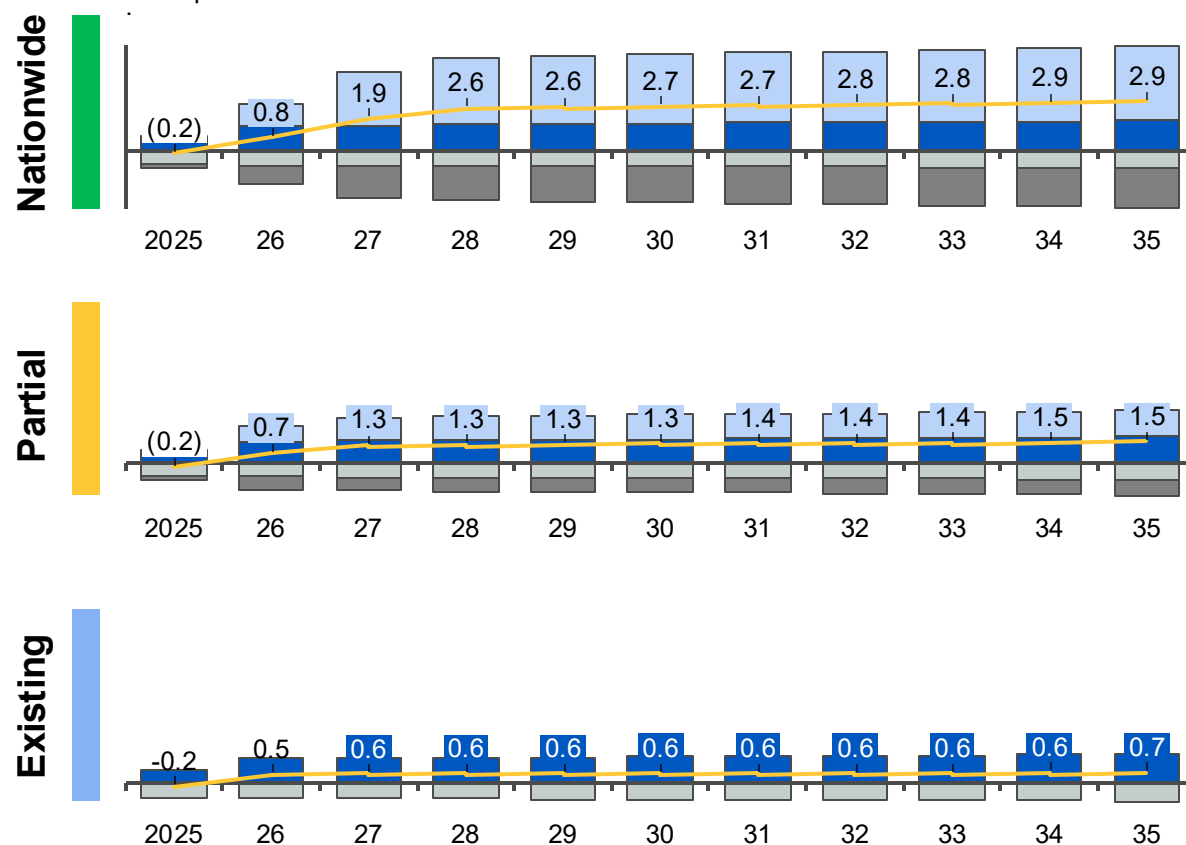
- Full coverage
- Partial coverage
- No coverage

6 Nationwide rollout would deliver significant return on investment over the period of 2025-2035, delivering 2-4.5x annualised net benefit vs. other options

Annualised net benefit of Victim Navigator programme, by rollout strategy

(2025-2035F)

Millions of GBP p.a.



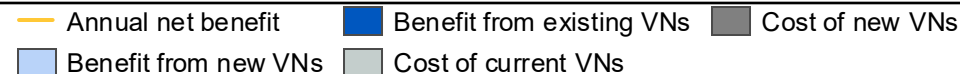
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*By 2035 the nationwide programme delivers £2.9m p.a.; **2x** annualised net benefit vs. partial coverage and **4.5x** more than existing coverage*

2

Payback periods are similar across each of the three options all recovering by H1 2026 apart from the existing coverage

Key:



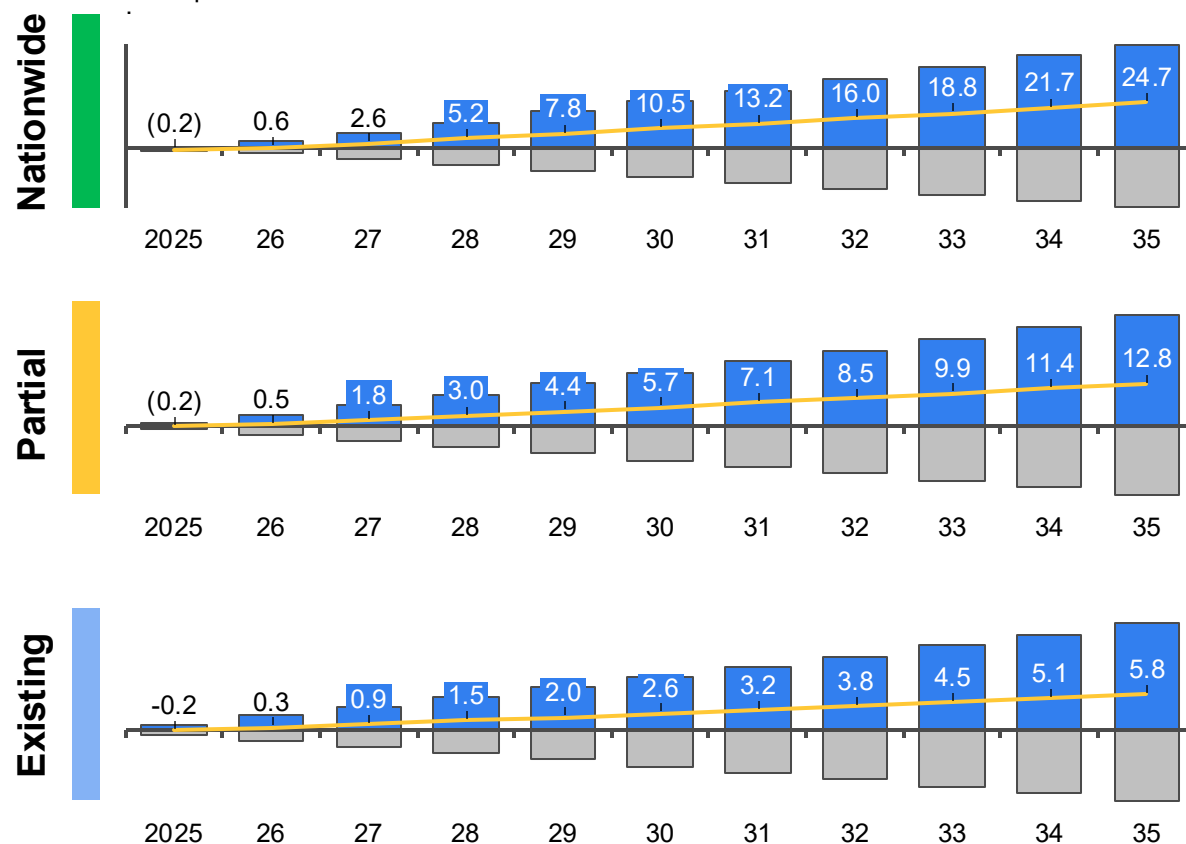
Source: Justice & Care; APB analysis

6 Nationwide rollout would deliver significant return on investment over the period of 2025-2035, delivering 1.9-4.3x cumulative net benefit vs. other options

Cumulative net benefit of Victim Navigator programme, by rollout strategy

(2025-2035F)

Millions of GBP p.a.



*Cumulative net benefits (2025-2035) for the nationwide programme of **c.£24.7m** deliver **c.1.9x** total benefit vs. the partial coverage programme and **c.4.3x** total vs. the existing programme*

Key: — Cumulative benefit ■ Benefit from VNs ■ Cost of VNs

Source: Justice & Care; APB analysis

Limitations: Key caveats to findings

Several possible saving metrics were not assessed

- APB's initial triage of possible economic savings metrics included several that were not taken forward for inclusion within this assessment
- A more exhaustive assessment performed over a longer timeline and able to leverage greater resource (e.g., FoI requests) would likely have been able to assess more savings metrics, and thus likely resulted in greater economic savings per VN

Assessment at personal rather than system level

- The assessment considered the economic impact of VNs working with victims at a personal level and did not consider the impact at a system level
- For example, whilst there is economic benefit to the state of stable housing, and the cost to the state of housing provision was considered in this calculation, APB did not consider the capacity for housing provision and how achievable consistent placement in stable housing is over time, or the cost of building new state provided housing etc

Economic savings have varying levels of cashability

- Savings were identified across several metrics and are likely to have mixed cashability timelines
- Police and court savings are likely to represent saved opportunity costs in the short term (services will continue to run at the same headcount but savings on MSHT offences will be available to use for other offences) and savings will only be cashable in the medium / longer term through decreased service demand translating to e.g., less police officers per capita
- Other savings such as the benefit of employment through taxation are immediately cashable

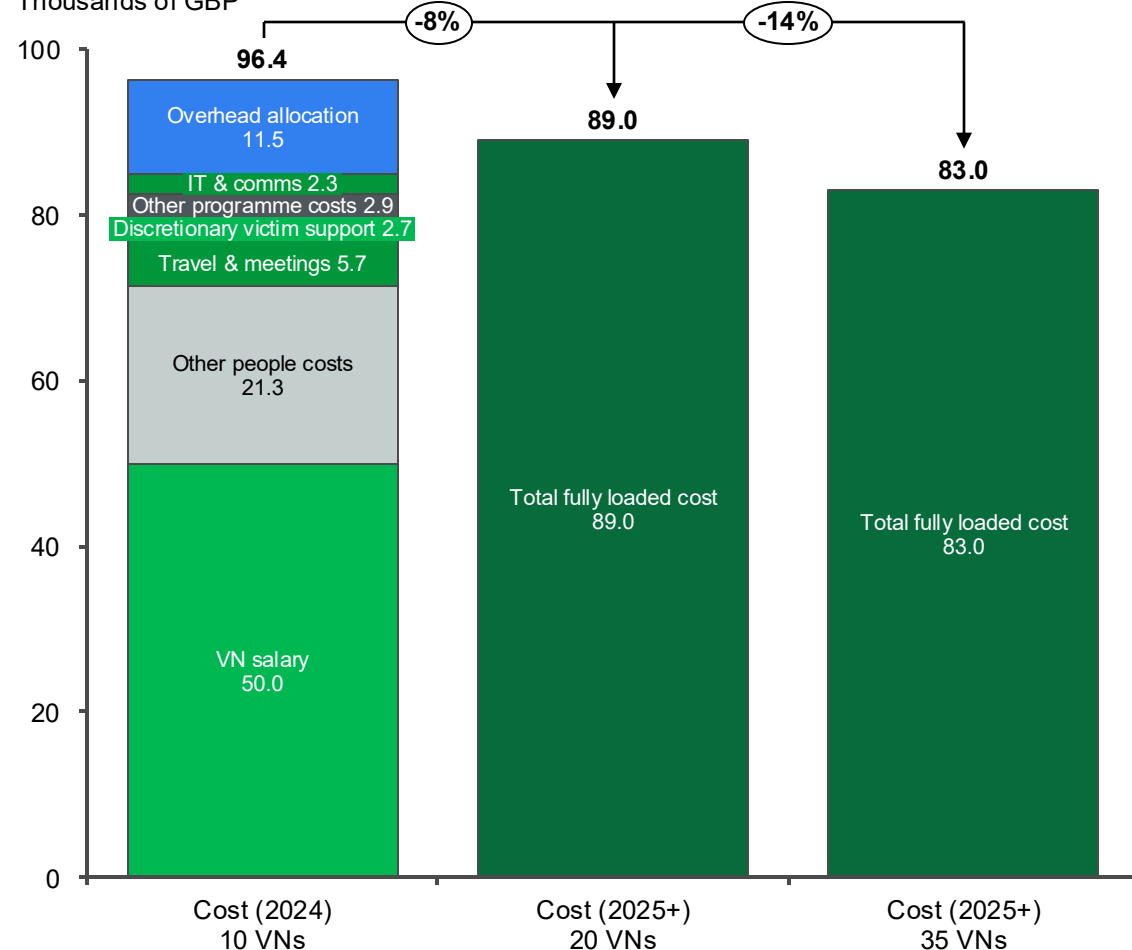
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- **Assessment of 'steady state' cost / benefit per VN**
 - **Assessment of cost per VN**
 - Assessment of benefit per VN
 - Summary of cost / benefit per VN
- Programme scale-up and timing

The current 'fully-loaded' cost of a VN is c.£96.4k per year; this cost will decrease with programme scale up as non-salary costs are spread over a greater headcount

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Thousands of GBP



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Source: J&C management data; HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

Due to cost figures being based on historic internal J&C data, APB did not make any adjustments for optimism bias

Confidence grade and optimism bias correction for cost data

Confidence grade	Data source	Age of data	Known data error	Optimism bias correction
1	Independently audited cost data	<1 year old	+/- 2%	0%
2	Formal service delivery contract costs	1-2 years old	+/- 5%	+5%
3	Practitioner monitored costs	2-3 years old	+/- 10%	+10%
4	Costs developed from ready reckoners	3-4 years old	+/- 15%	+15%
5		4-5 years old	+/- 20%	+25%
6	Uncorroborated expert judgement	>5 years old	+/- 25%	+40%

APB suggested optimism bias adjustment

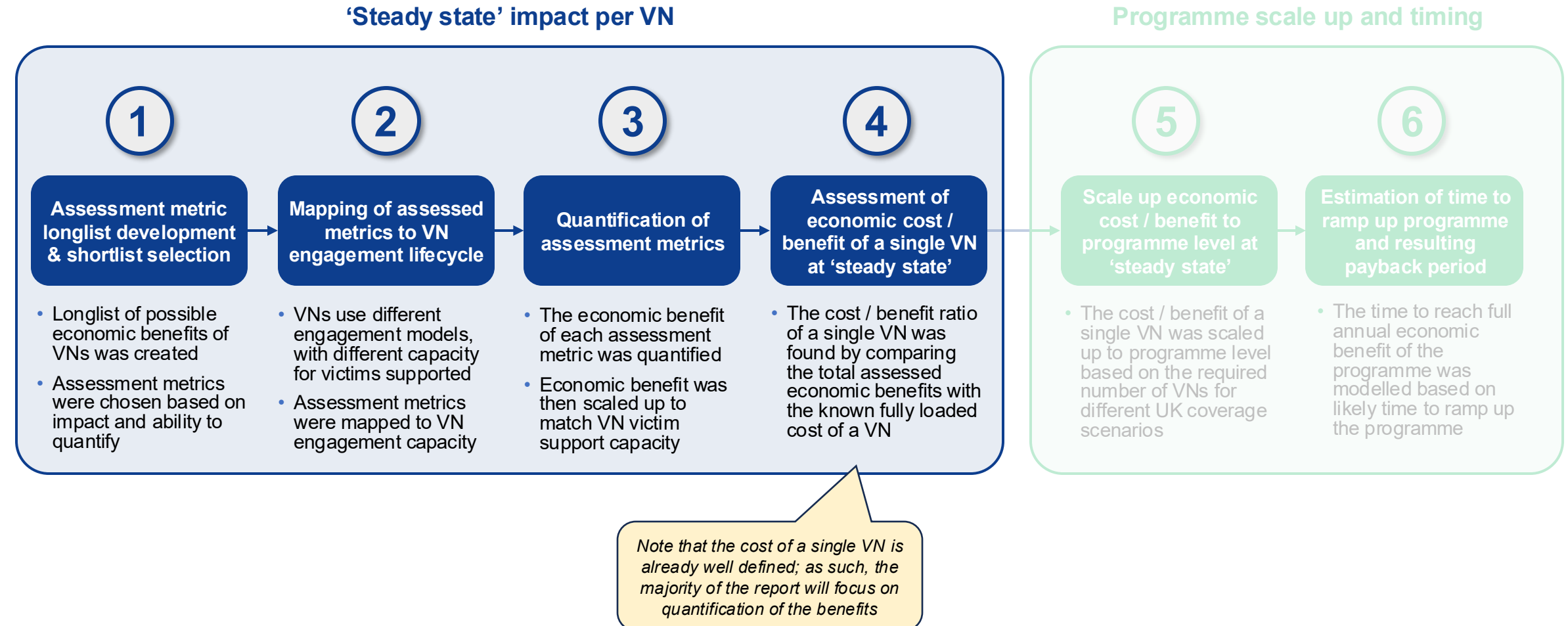
- The confidence grade applied to the data is determined by the lowest assessment in any of the descriptive columns; as cost data is based on J&C's internal data for the previous calendar year, APB has assigned a confidence grade 1 and made no optimism bias correction

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 - Assessment of cost per VN
 - **Assessment of benefit per VN**
 - **Methodology**
 - Assessment of benefit metrics
 - Summary of cost / benefit per VN
- Programme scale-up and timing

APB initially assessed the cost-benefit of a single VN when fully ramped up and at 'steady state', assuming a consistent case load that doesn't vary year on year

Framework to assess economic impact of Victim Navigator programme



① APB developed a longlist of metrics for which VNs are likely to have economic benefit; this was then triaged into a shortlist based on ability to assess qualitatively

Assessment of significance and ease of measurability of impact metrics

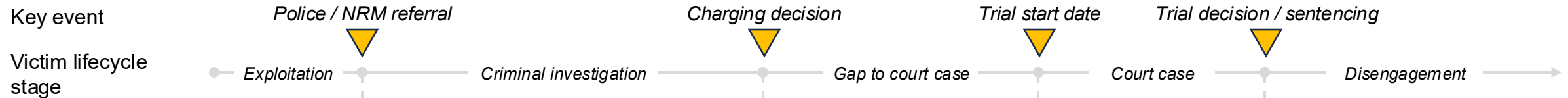
	Impact metric description	High-impact metric	Quantifiability	
			Volume	Value
Police	Police time saved on victim support	✓	✓	✓
	Police time saved as a result of VN strategic advice and training	✓	✓	✓
	<i>Victims more readily agree to leave exploitation</i>			✓
	Reduced waste due to being able to make an unconstrained charging decision	✓	✓	✓
	<i>Continued victim engagement from charged filed to trial start date</i>	✓		✓
Courts	<i>Rate of guilty pleas</i>	✓		
	Rate of trial progressing to conclusion / rate of collapse due to disengaged witness	✓	✓	✓
Victim	Contribution through employment	✓	✓	✓
	Net benefit of stable housing	✓	✓	✓
	<i>Incidence of crisis events involving (police, NHS or other public services)</i>	✓		
	<i>Improvements in survivor wellbeing</i>	✓	✓	
	<i>Reduced employment benefit claims</i>			
Other	Increased conviction rates mean more convicted offenders are unable to re-offend	✓	✓	✓
	<i>Value of additional victim support outside of MSHT cases</i>	✓		

All shortlisted impact metrics were determined to be significant and easily quantifiable, as a result our analysis is likely to be an underestimation as there are a number of high impact metrics which are difficult to quantify

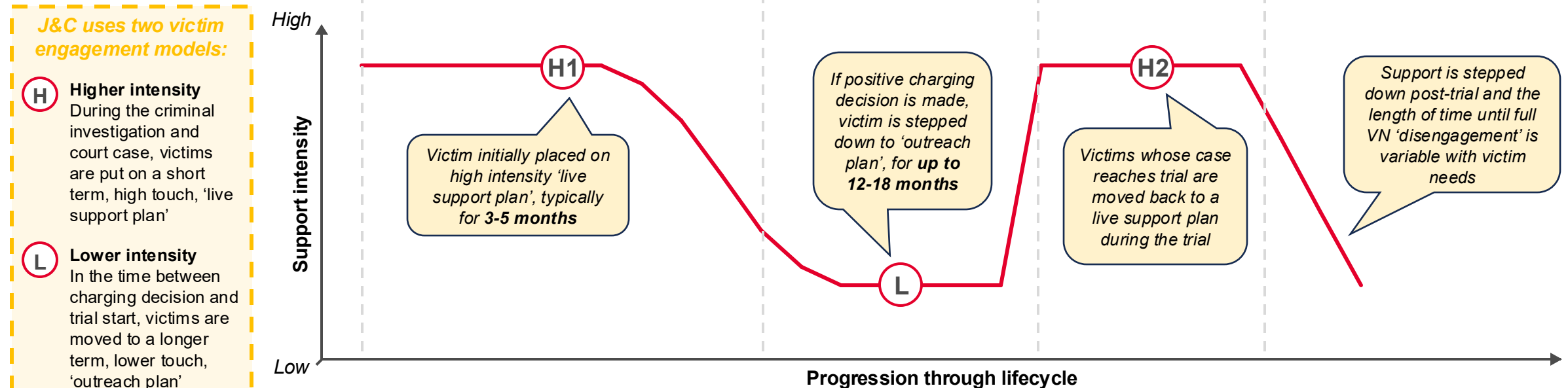
 = high-impact, quantifiable metric

② VNs use different engagement styles to support victims, based on the stage of the MSHT victim 'lifecycle'; VN's support capacity varies by stage in the victim lifecycle

VN engagement 'lifecycle'

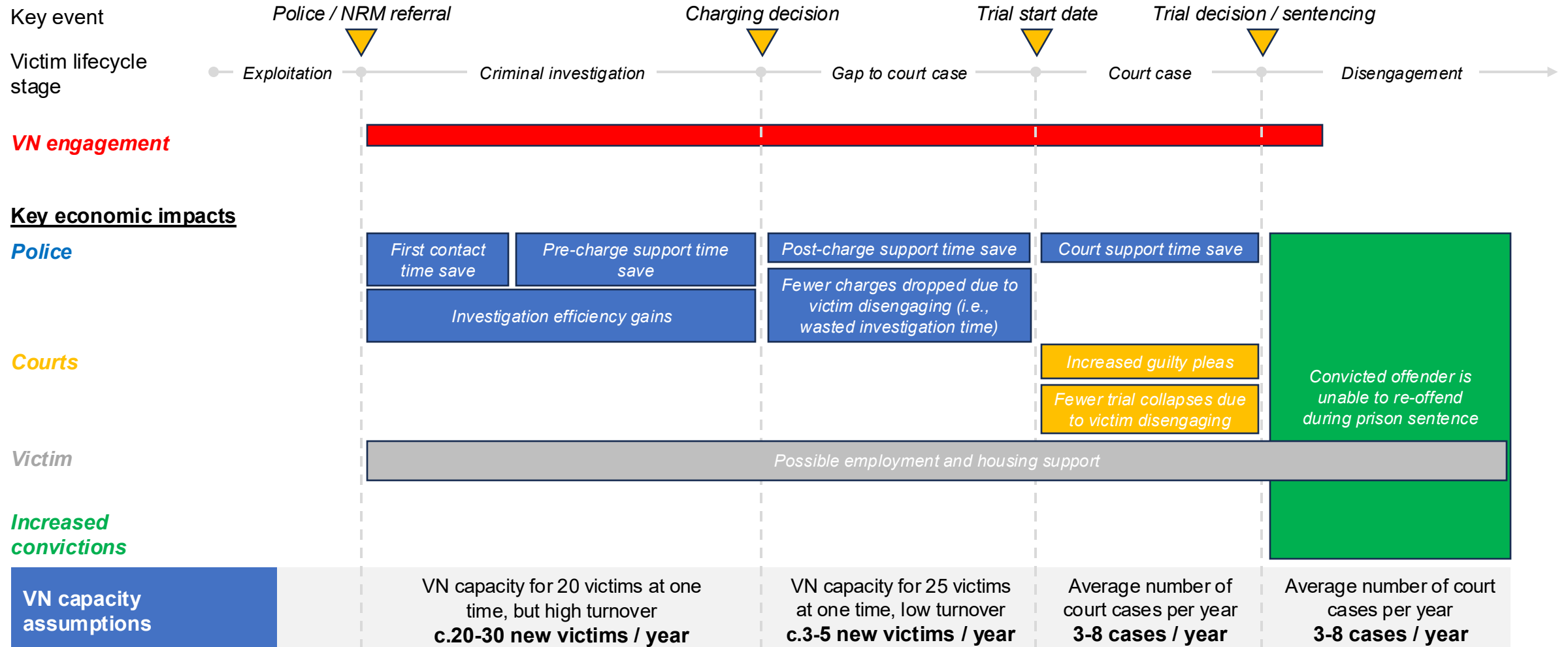


VN engagement intensity (illustrative)



② To ensure the correct attribution of economic benefit on a per metric basis, shortlisted metrics were mapped to VN capacity across the MSHT lifecycle

VN engagement 'lifecycle'



Agenda

- Introduction
- Executive summary
- **Assessment of 'steady state' cost / benefit per VN**
 - Assessment of cost per VN
 - **Assessment of benefit per VN**
 - Methodology
 - **Assessment of benefit metrics**
 - Summary of cost / benefit per VN
- Programme scale-up and timing

③ APB assessed economic benefit across 4 key metric categories



Police



Courts



Victim



*Increased
convictions*

③ APB's analysis has drawn on a range of primary and secondary sources; to account for bias APB has applied a HM Treasury framework to analysis inputs

Confidence grade and optimism bias correction for cost data

Confidence grade	Population / cohort data	Evidence base (engagement / impact)	Age of data	Known data error	Optimism bias correction
1	Figures taken from agency data systems	RCT in UK	<1 year old	+/- 2%	0%
2	Figures derived from local stats	International RCT	1-2 years old	+/- 5%	-5%
3	Figures based on national analysis in similar areas	Independent monitoring of outcomes with a robust evaluation plan	2-3 years old	+/- 10%	-10%
4	Figures based on generic national analysis	Practitioner monitoring of outcomes with robust evaluation plan	3-4 years old	+/- 15%	-15%
5	Figures based on international analysis	Secondary evidence from similar type of intervention	4-5 years old	+/- 20%	-25%
6	Uncorroborated expert judgement	Uncorroborated expert judgement	>5 years old	+/- 25%	-40%

- APBs assessment has drawn on a range of sources, with varying analytical rigour, age, and direct relevance to the economic benefit of MSHT victim support
- In order to account for bias within these assessment inputs, and for optimism in the analysis more generally, APB has applied an optimism bias adjustment based on a publication from HM Treasury, 'Supporting public service transformation: cost benefit analysis guidance for local partnerships' (shown above)
- The confidence grade applied to the data **at the input level** is determined by the lowest assessment in any of the descriptive columns shown in the table above
- The optimism bias correction factor for each **assessment metric outcome** is then determined based on the lowest confidence grade of all contributing inputs and the assessment metric benefit is reduced by the corresponding percentage factor

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

3

Summary of key inputs and optimism bias cuts (1/3)

Risk of bias from key input sources and associated optimism bias correction

Type	Key assumption	Source	Confidence grade	Optimism bias correction	APB commentary
Central VN inputs	New live support plan individuals per year	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
	New outreach plan individuals	J&C internal data	1	0%	Based on historical share of current plans that are in outreach stage from J&C internal tracking data, and likely to be consistent moving forward; assumed to be 'Figures taken from agency data systems'
	Number of court cases supported per year	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
	Ratio of victims to investigations	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
Police	Investigation time save 'hour for hour'	APB police survey	6	-40%	Despite relatively high survey n, inputs gathered from primary research have been designated as 'Uncorroborated expert judgement'
	Investigation efficiency saving due to VN	APB police survey	6	-40%	Despite relatively high survey n, inputs gathered from primary research have been designated as 'Uncorroborated expert judgement'
	Cost of MSHT investigation	Home office research report 'The economic and social costs of modern slavery' (2018)	3	-10%	Secondary source focused on the economic cost of MSHT offences; designated as 'figures based on national analysis in similar areas'
	Fully loaded hourly cost of police constable	Greater Manchester Combiner Authority (GMCA) unit cost data	4	-15%	Secondary source should be robust but is not directly assessing MSHT, so is designated as 'Figures based on generic national analysis'
	Delta in rate of reaching court with vs without VN support	APB police survey	6	-40%	Despite relatively high survey n, inputs gathered from primary research have been designated as 'Uncorroborated expert judgement'

3

Summary of key inputs and optimism bias cuts (2/3)

Risk of bias from key input sources and associated optimism bias correction

Type	Key assumption	Source	Confidence grade	Optimism bias correction	APB commentary
Victim	Share of victims access stable housing, with VN	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
	Share of victims access stable housing, without VN	Rights Lab	3	-10%	Secondary source focused on the economic cost of MSHT offences; designated as 'figures based on national analysis in similar areas'
	Share of victims access employment, with VN	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
	Share of victims access employment, without VN	Rights Lab	3	-10%	Secondary source focused on the economic cost of MSHT offences; designated as 'figures based on national analysis in similar areas'
	Net benefit of stable housing	Crisis UK; GMCA unit cost data; J&C internal data	4	-15%	Secondary source should be robust but is not directly assessing MSHT, so is designated as 'Figures based on generic national analysis' ; the weighted average share of housing paid for by the state vs not is taken from J&C internal data and so would be 'Figures taken from agency data systems'
	Net benefit of employment	University of Nottingham Rights Lab The Modern Slavery (Victim Support) Bill: A cost-benefit analysis	3	-10%	Secondary source focused on the economic cost of MSHT offences; designated as 'figures based on national analysis in similar areas'

3

Summary of key inputs and optimism bias cuts (3/3)

Risk of bias from key input sources and associated optimism bias correction

Type	Key assumption	Source	Confidence grade	Optimism bias correction	APB commentary
Increased conviction	Drop out rate between charging and court without vs with VN	APB police survey	6	-40%	Despite relatively high survey n, inputs gathered from primary research have been designated as 'Uncorroborated expert judgement'
	MSHT conviction rate	Modern Slavery Act 2015 committee	1	0%	Oral evidence from Lynette Woodrow (Deputy Chief Crown Prosecutor and national Modern Slavery Lead) to Modern Slavery Act 2015 Committee on 29/4/2024, citing official CPS data for the previous year; assumed to be 'Figures taken from agency data systems'
	Victim : exploiter ratio	J&C internal data	1	0%	Taken from J&C historic tracking data; assumed to be 'Figures taken from agency data systems'
	Saving to state per victim not trafficked (due to offender custodial sentence)	Home office research report 'The economic and social costs of modern slavery' (2018)	3	-10%	Secondary source focused on the economic cost of MSHT offences; designated as 'figures based on national analysis in similar areas'
	Impact of backfill in reducing impact of conviction in stopping further offending	n/a	6	-40%	Limited data available on impact of backfill so the maximum optimism bias correct has been applied

③ APB assessed economic benefit across 4 key metric categories



Police



Courts



Victim



*Increased
convictions*

3

Police: Total savings across all metrics

Total police cost savings per VN, per year

MSHT victim lifecycle stage	Assessed metric	Description	Saving per VN per year
Criminal investigation	First contact support time saving	<ul style="list-style-type: none"> Police time saved on victim support within the first 72 hours after referral 	c.£4.0 – 8.8k
	Pre-charge support time saving	<ul style="list-style-type: none"> Police time saved on victim support from 72 hours after referral to charging decision 	
	Investigation efficiencies	<ul style="list-style-type: none"> Investigation efficiencies (outside of direct hours saved due to VN taking over victim support) realised through VNs freeing officers up to pursue other investigation tasks and through VN provision of strategic advice to support the investigation 	c.£9.8k – 19.2k
Gap to court case	Post-charge support time saving	<ul style="list-style-type: none"> Police time saved on victim support from charging decision to beginning of court case; note though this is a relatively small cost saving on an 'police hours saved' basis, the true value of this part of the VN's role is in keeping victims engaged with the investigation / court case as a witness, as VNs will provide significantly more hours of support than just those saved by the police 	c.£0.3 – 1.1k
	Reduction in wasted investigations	<ul style="list-style-type: none"> If a positive charging decision is made, and charges are later dropped due to witness disengagement, the cost of the investigation could be thought of as 'wasted'; VNs reduce witness dropout and so reduce the cost of 'wasted' investigations 	c.£5.8 – 6.4k
Court case	In court support time saving	<ul style="list-style-type: none"> Though VNs will undoubtedly save police time that would otherwise be spent on victim support during the court case, APB was unable to reliably quantify this time save as there is still significant police time spent engaging with the victim in various forms during the court case 	-
Total 'police' saving per VN =			c.£17.5 – 35.4k

Detailed calculation methodologies shown on subsequent slides

③ *Police savings in criminal investigation stage (1/2):* Calculation flow for direct police time savings

Method	Example calculation (base case)	Source
Time save in 'first contact' + Time save in 'pre-charge support'	2 hours + 10 hours	APB police survey
x	x	
Fully loaded hourly cost of police constable	£60	Greater Manchester Combined Authority unit cost database
=	=	
Direct police hours cost saving during 'criminal investigation' phase, per investigation	£720	Calculation
x	x	
New victims per year going into 'live support plan'	$30 \text{ victims} \div 2.2 \text{ victims per investigation}$	J&C internal tracking data
x	=	
Ratio of victims to investigations supported	c.13.6 investigations	
=	=	
Direct police hours cost saving during 'criminal investigation' phase, per VN	£9,818	Calculation
x	x	
Optimism bias adjustment	60%	HM Treasury
=	=	
Adjusted direct police hours cost saving during 'criminal investigation' phase, per VN	£5,891	Calculation

③ *Police savings in criminal investigation stage (1/2):* Inputs and outputs for direct police time savings

Assumption	Source	High	Base	Low	APB Commentary
Time save in first contact + time save in pre-charge support	APB police survey	18	12	12	Median reported time saving from police survey in 'base' and 'low' case, upper quartile in the 'high' case
Fully loaded hourly cost of police constable	GMCA unit cost database	£60	£60	£60	GMCA unit cost database adjusted for inflation
Direct hours cost saving during criminal investigation phase, per investigation	Calculation	£1,080	£720	£720	Calculation
New victims per year going into live support plan	J&C internal tracking data	30	30	20	Low case of 20 is conservative estimation based on J&C historical case loads (VN programme not fully ramped up yet); base case of 30 victims / year expected to still be a conservative assumption based on c.4.6k adult NRM referrals for English police forces in 2023
Ratio of victims to investigations supported	J&C internal tracking data	2.2	2.2	2.2	
Investigations supported	Calculation	13.6	13.6	9.1	Calculation
Direct police hours cost saving during 'criminal investigation' phase, per VN	Calculation	£14,727	£9,818	£6,545	Calculation
Optimism bias adjustment	HM Treasury*	60%	60%	60%	Lowest scoring assumption confidence is time saving during first contact and pre-charge support, due to being classed as 'Uncorroborated expert judgement', which is confidence grade 6, and carries a -40% adjustment
Adjusted direct police hours cost saving during 'criminal investigation' phase, per VN	Calculation	£8,836	£5,891	£3,927	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships; Home Office Modern Slavery: National Referral Mechanism and Duty to Notify Statistics

③ *Police savings in criminal investigation stage (2/2):* Calculation flow for investigation efficiencies

Method	Example calculation (base case)	Source
Cost of MSHT police investigation	£9,014	Home office report, adjusted for inflation* and with direct hour for hour cost save removed
x	x	
Efficiency saving due to VN	20%	APB police survey
=	=	
Investigation efficiency savings due to VN, per investigation	£1,803	Calculation
x	x	
New victims per year going into 'live support plan'	$30 \text{ victims} \div 2.2 \text{ victims per investigation}$	J&C internal tracking data
x	=	
Ratio of victims to investigations supported	c.13.6 investigations	Calculation
=	=	
Investigation efficiency savings due to VN, per VN	£24,584	Calculation
x	x	
Optimism bias adjustment	60%	HM Treasury
=	=	
Adjusted investigation efficiency savings due to VN, per VN	£14,750	Calculation

③ *Police savings in criminal investigation stage (2/2):* Inputs and outputs for investigation efficiencies

Assumption	Source	High	Base	Low	APB Commentary
Cost of MSHT investigation (less the previously considered time spent on victim support)	Home office research report 'The economic and social costs of modern slavery' (2018)	£9,014	£9,014	£9,014	Top-down estimate so likely underestimate of costs of MSHT police investigation
Efficiency saving due to VN	APB police survey	26%	20%	20%	Median reported investigation efficiency from police survey in 'base' and 'low' case, upper quartile in the 'high' case
Investigation efficiency savings due to VN, per investigation	Calculation	£2,344	£1,803	£1,803	Calculation
New victims per year going into live support plan	J&C internal tracking data	30	30	20	Note that tying to supported victims is likely to be an underestimate, as VNs also give strategic advice to investigations where they are not supporting any victims
Ratio of victims to investigations supported	J&C internal tracking data	2.2	2.2	2.2	
Investigations supported	Calculation	13.6	13.6	9.1	Calculation
Investigation efficiency savings due to VN, per VN	Calculation	£31,959	£24,584	£16,389	Calculation
Optimism bias adjustment	HM Treasury*	60%	60%	60%	Lowest scoring assumption confidence is 'Efficiency saving due to VN', due to being classed as 'Uncorroborated expert judgement', which is confidence grade 6, and carries a -40% adjustment
Adjusted investigation efficiency savings due to VN, per VN	Calculation	£19,175	£14,750	£9,833	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

③ *Police savings in gap to court case stage (1/2):* Calculation flow for direct police time savings

<u>Method</u>	<u>Example calculation (base case)</u>	<u>Source</u>
Time save in post-charge support	6	APB police survey
x	x	
Fully loaded hourly cost of police constable	£60	Greater Manchester Combined Authority unit cost database
=	=	
Direct police hours cost saving during 'gap to court case' phase, per investigation	£360	Calculation
x	x	
New victims per year going into 'outreach plan'	$5 \text{ victims} \div 2.2 \text{ victims per investigation}$	J&C internal tracking data
x	=	
Ratio of victims to investigations supported	c.2.3 investigations	Calculation
=	=	
Direct police hours cost saving during 'gap to court case' phase, per VN	£818	Calculation
x	x	
Optimism bias adjustment	60%	HM Treasury
=	=	
Direct police hours cost saving during 'criminal investigation' phase, per VN	£491	Calculation

③ *Police savings in gap to court case stage (1/2):* Inputs and outputs for direct police time savings

Assumption	Source	High	Base	Low	APB Commentary
Time save in post-charge support	APB police survey	13	6	6	Median reported time saving from police survey in 'base' and 'low' case, upper quartile in the 'high' case
Fully loaded hourly cost of police constable	GMCA unit cost database	£60	£60	£60	GMCA unit cost database adjusted for inflation
Direct police hours cost saving during 'gap to court case' phase, per investigation	Calculation	£780	£360	£360	Calculation
New victims per year going into live support plan	J&C internal tracking data	5	5	3	Assessed by overlaying share of case load in 'outreach phase' (c.17%) onto expected live support plan case load
Ratio of victims to investigations supported	J&C internal tracking data	2.2	2.2	2.2	
Investigations supported	Calculation	2.3	2.3	1.4	Calculation
Direct police hours cost saving during 'gap to court case' phase, per VN	Calculation	£1,773	£818	£491	Calculation
Optimism bias adjustment	HM Treasury*	60%	60%	60%	Lowest scoring assumption confidence is 'Time save in post-charge support', due to being classed as 'Uncorroborated expert judgement', which is confidence grade 6, and carries a -40% adjustment
Adjusted direct police hours cost saving during 'gap to court case' phase, per VN	Calculation	£1,064	£491	£295	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

③ *Police savings in gap to court case stage (2/2):* Calculation flow for reduction of wasted investigation cost

Method	Example calculation (base case)	Source
Cost of MSHT police investigation	£9,633	Home office report, adjusted for inflation*
x	x	
Rate of successfully reaching court with a VN	90% - 70% = 20%	APB police survey
-		
Rate of successfully reaching court without a VN		
=	=	
Risk-adjusted reduction of wasted police investigation, per investigation	£1,927	Calculation
x	x	
Number of court cases supported per year	5.5	J&C internal tracking data
=	=	
Risk-adjusted reduction of wasted police investigation, per VN	£10,596	Calculation
x	x	
Optimism bias adjustment	60%	HM Treasury
=	=	
Direct police hours cost saving during 'criminal investigation' phase, per VN	£6,358	Calculation

Notes: * Home office research report 'The economic and social costs of modern slavery' (2018)

③ *Police savings in gap to court case stage (2/2):* Inputs and outputs for reduction of wasted investigation cost

Assumption	Source	Base	Low	APB Commentary
Cost of MSHT investigation	Home office research report 'The economic and social costs of modern slavery' (2018)	£9,633	£9,633	Top-down estimate so likely underestimate of costs of MSHT police investigation
Delta in rate of successfully reaching court with vs without VN support	APB police survey	20%	20%	Median reported delta from police survey
Risk-adjusted reduction of wasted police investigation, per investigation	Calculation	£1,972	£1,972	Calculation
Number of court cases supported per year	J&C internal tracking data	5.5	3	Low case based on historic data, base case based on 35 VNs to cover full UK MSHT case load (c.195 in 2023)
Risk-adjusted reduction of wasted police investigation, per VN	Calculation	£10,596	£5,780	Calculation
Optimism bias adjustment	HM Treasury*	60%	60%	Lowest scoring assumption confidence is 'Efficiency saving due to VN', due to being classed as 'Uncorroborated expert judgement', which is confidence grade 6, and carries a -40% adjustment
Risk-adjusted reduction of wasted police investigation, per VN	Calculation	£6,358	£3,468	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

③ APB assessed economic benefit across 4 key metric categories



Police



Courts



Victim



*Increased
convictions*

Court savings attributable to VNs from offenders changing their plea to guilty due to the witness attending court is likely to be significant, but could not be quantified

Sentencing guidelines encourage offenders to wait and see if witnesses turn up to court before pleading guilty

- 2017 sentencing council guidelines suggest defendants should be entitled to a sentence reduction of a third if they plead 'guilty' at initial plea hearing or a lesser reduction of a quarter if they initially plead 'not guilty' then change their plea to 'guilty' after reaching crown court
 - Whilst this incentivises defendants to plead guilty in exchange for reduced sentence, the relatively minor difference in sentence reduction between a guilty plea at initial plea hearing vs immediately when reaching crown court means that offenders will often wait to see if a witness attends court before changing their plea

J&C have had numerous instances where offenders have changed their plea to guilty upon witnesses attending court

- J&C have had several instances since the VN programme inception where defendants have initially plead not guilty and then changed their plea to guilty when they see the witness has turned up to court
- Given the cost of a sitting day in court is estimated at c.£3k per day (MoJ 2023), the reduction in economic cost to the state of a guilty plea at first hearing vs a full trial can be significant, particularly as MSHT offences can be particularly complex and take longer in court than the 'average' offence; the APB police survey suggests a median of c.15 sitting days, but that a number of cases run significantly longer
 - In the median example, a guilty plea on the first day in crown court would save 14 sitting days, which at c.£3k per day would translate to a saving of c.£42k per instance
 - Given that a recognised benefit of J&C VNs is that they increase the rate at which witnesses turn up to court, saved court time as a result of increased guilty pleas through this route is likely to be an avenue of economic benefit that is attributable to VNs
- Whilst APB is confident that VNs do have an economic benefit in the form of making the described change of plea from 'not guilty' to 'guilty' when a witness turns up to court, there is a lack of data on the rate at which this switching currently happens, which is a key datapoint in quantifying the amount of benefit that should be assigned to the action of VNs
 - As a result, APB has decided not to include this metric in the final cost-benefit assessment numbers

Despite potentially significant savings, APB has decided not to include this metric in the final cost / benefit analysis as there is a lack of robust data to quantify the 'counterfactual' case of how often

③ APB assessed economic benefit across 4 key metric categories



Police



Courts



Victim



*Increased
convictions*

3

Victim: Total cost savings per year

Total victim cost savings per VN, per year

Assessed metric	Description	Saving per VN per year
<i>Victim savings through access to stable housing</i>	<ul style="list-style-type: none"> Homelessness brings a significant cost burden to the state; by assisting victims into stable housing, VNs reduce this cost to the state Note that this assessment only includes stable housing and excludes temporary or emergency accommodation, as such the economic benefit is likely to be underestimated 	c.£26.8k – 56.4k
<i>Victim savings through increased employment</i>	<ul style="list-style-type: none"> The state receives economic benefit from employment through tax and national insurance; by assisting victims into employment who otherwise would remain unemployed, VNs provide an economic benefit to the state Analysis by the University of Nottingham Rights Lab suggests that victims receiving assistance of the type that J&C provides, at the point in the victim lifecycle that J&C provides it, results in victims entering employment on average 1-2 years earlier than they would without support; accordingly, for each victim supported into employment, APB has assigned the full benefit for a single year to the VN, but with nothing ongoing (this is likely to be conservative as the Rights Lab report suggests 1-2 years) 	c.£13.1 – 19.6k
Total 'victim' saving per VN =		c.£39.9k – 76.0k

Detailed calculation methodologies shown on subsequent slides

③ *Victim savings through access to stable housing:* Calculation flow for economic benefit due to access to stable housing

Method	Example calculation (base case)	Source
New victims assigned to VN per year	30	J&C internal data
x	x	
Share of victims accessing stable housing, with VN	10.6%	J&C internal data
x	x	
Share of those victims who would not have accessed stable housing without VN	55%	Rights Lab
=	=	
Number of additional victims accessing stable housing due to VNs	c.8	Calculation
x	x	
<div> <div>Net economic benefit to the state of stable housing, per victim</div> <div> <div>Cost to the state of homelessness</div> <div>-</div> <div>Cost to the state of stable housing provision</div> </div> </div>	<div> <div>£43,988</div> <div>cost of homelessness</div> <div>-</div> <div>£10,221</div> <div>cost of stable housing</div> <div>=</div> <div>£33,767</div> <div>=</div> <div>£59,958</div> </div>	Crisis UK estimates of cost to the state of homelessness Greater Manchester Combined Authority unit cost database estimation for cost of provision of stable housing
=	=	
Net economic benefit of stable housing, per VN	£59,958	Calculation
x	x	
Optimism bias adjustment	75%	HM Treasury
=	=	
Adjusted net economic benefit of stable housing, per VN	£44,294	Calculation

③ *Victim savings through access to stable housing:* Inputs and outputs for economic benefit due to access to stable housing

Assumption	Source	High	Base	Low	APB Commentary
New victims assigned to VN per year	J&C internal data	30	30	20	Low case of 20 is conservative estimation based on J&C historical case loads (VN programme not fully ramped up yet); base case of 30 victims / year expected to still be a conservative assumption based on c.4.6k adult NRM referrals for English police forces in 2023
Share of victims accessing stable housing, with VN	J&C internal data	10.6%	10.6%	10.6%	J&C internal data
Share of those victims who wouldn't have accessed stable housing without VN	Rights Lab	70%	55%	50%	Rights lab report, 'The Modern Slavery (Victim Support) Bill: Cost-Benefit Analysis' paragraph 18, 19
Number of additional victims accessing stable housing due to VNs	Calculation	2.2	1.7	1.1	Calculation
Cost to the state of homelessness	Crisis UK	£43,988	£43,988	£43,988	Likely to underestimate the saving to the state as a significant share of victims do not access housing provided by the state
Cost to the state of stable housing provision	GMCA	£10,221	£10,221	£10,221	
Net benefit to state of stable housing, per person	Calculation	£33,767	£33,767	£33,767	Calculation
Net economic benefit of stable housing, per VN	Calculation	£75,165	£59,058	£35,793	Calculation
Optimism bias adjustment	HM Treasury*	75%	75%	75%	Lowest scoring assumption confidence is 'Share of those victims who wouldn't have accessed stable housing without VN', due to being classed as 'figures based on national analysis in similar areas', which is confidence grade 3 and carries a -25% adjustment
Adjusted net economic benefit of stable housing, per VN	Calculation	£56,374	£44,294	£26,845	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

③ *Victim savings through increased employment:* Calculation flow for economic benefit due to access to employment

<u>Method</u>	<u>Example calculation (base case)</u>	<u>Source</u>
New victims assigned to VN per year	30	J&C internal data
x	x	
Share of victims accessing employment, with VN	9.3%	J&C internal data
-	-	
Share of those victims who would not have accessed employment without VN	100%	University of Nottingham Rights Lab (100% allocation explained on next slide)
=	=	
Number of victims accessing employment	c.2.8	Calculation
x	x	
Net economic benefit to the state of employment, per victim	£9,372	University of Nottingham Rights Lab
=	=	
Net economic benefit of employment, per VN	£26,148	Calculation
x	x	
Optimism bias adjustment	75%	HM Treasury
=	=	
Adjusted net economic benefit of employment, per VN	£19,611	Calculation

③ *Victim savings through access to stable housing:* Inputs and outputs for economic benefit due to access to employment

Assumption	Source	Base	Low	APB Commentary
New victims assigned to VN per year	J&C internal data	30	20	Low case of 20 is conservative estimation based on J&C historical case loads (VN programme not fully ramped up yet); base case of 30 victims / year expected to still be a conservative assumption based on c.4.6k adult NRM referrals for English police forces in 2023
Share of victims accessing employment, with VN	J&C internal data	9.3%	9.3%	J&C internal data
Share of those victims who wouldn't have accessed employment without VN	Rights Lab	100%	100%	Rights lab report, 'The Modern Slavery (Victim Support) Bill: Cost-Benefit Analysis' paragraph 29, 36, 37, footnote 21 suggests that although c.64% of victims are likely to eventually reach employment, victim support means victims are likely to reach employment 1-2 years earlier than without support; as a result, APB has assigned the full value of a single year of employment, per victim, but no further benefit after the first year
Number of additional victims accessing employment due to VNs	Calculation	2.8	1.9	Calculation
Net economic benefit to the state of employment, per victim	Rights Lab	£9,372	£9,372	University of Nottingham Rights Lab The Modern Slavery (Victim Support) Bill: A cost-benefit analysis (adjusted for inflation)
Net economic benefit of employment, per VN	Calculation	£26,148	£17,432	Calculation
Optimism bias adjustment	HM Treasury*	75%	75%	Lowest scoring assumption confidence is 'Share of those victims who wouldn't have accessed employment without VN', due to being classed as 'figures based on national analysis in similar areas', which is confidence grade 3 and carries a -25% adjustment
Adjusted net economic benefit of stable housing, per VN	Calculation	£19,611	£13,074	Calculation

Source: HM Treasury: Supporting public service transformation – cost benefit analysis guidance for local partnerships

③ APB assessed economic benefit across 4 key metric categories



Police



Courts



Victim



***Increased
convictions***

③ Though J&C likely contribute to increased MSHT convictions in numerous ways, decreased witness dropout is the most robustly quantifiable

- Every conviction of an MSHT offender that results in a prison sentence means that particular offender is unable to go on to traffic further victims for the duration of their prison sentence
- There are 3 key ways in which J&C contributes to increased convictions and prison sentences for MSHT offenders:

1. Decreasing witness dropout

- J&C increase the rate at which positive charging decisions reach trial
 - J&C reduce witness drop-out in the time between charging decision and court case start
 - Charges are often dropped if the witness drops out, as the likelihood of conviction decreases significantly without witness testimony

Focus of APB assessment

2. Improving witness testimony

- J&C increasing the likelihood of a successful conviction by supporting victims during the court case
 - J&C support improves the quality of testimony that victims are able to give, increasing the likelihood of successful conviction

3. Victim impact statements

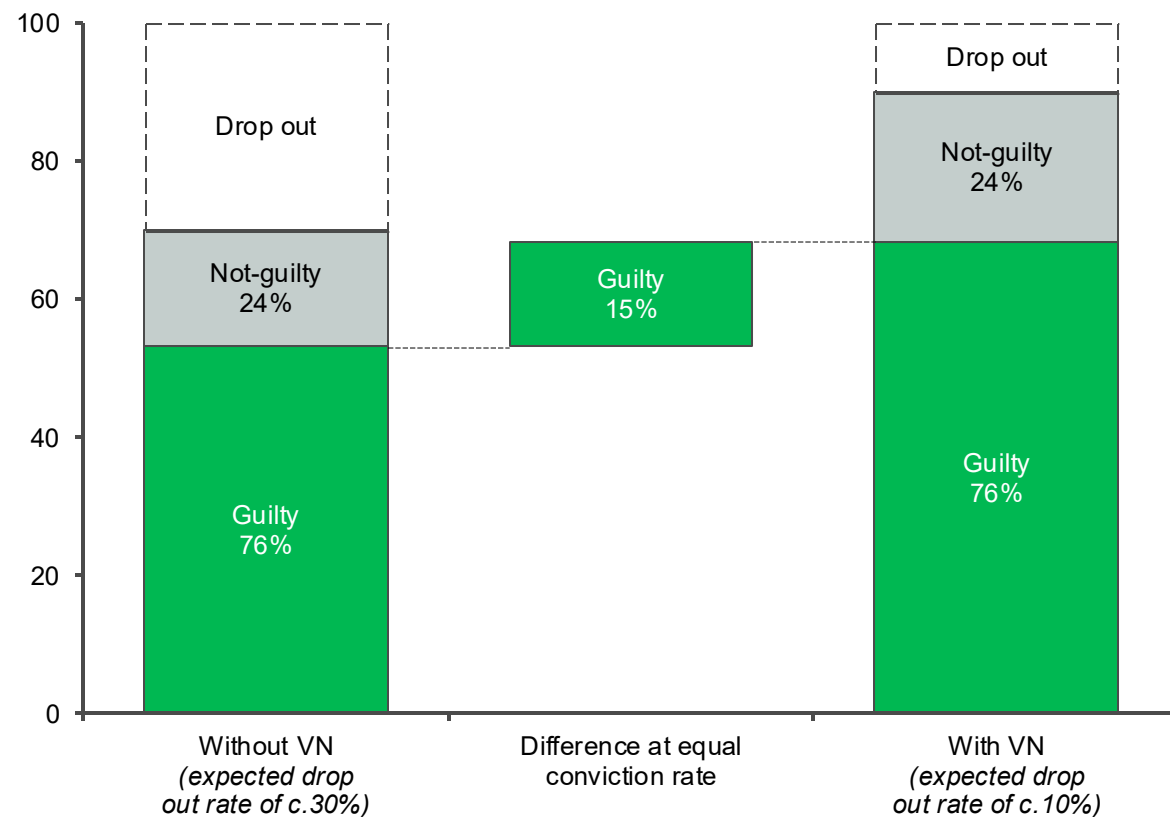
- J&C support victims in writing victim impact statements, which are considered in the sentencing decision after an MSHT offender is convicted
 - Well written victim impact statements increase sentence length
 - This increases the time the offender is in prison, and so unable to traffic further victims

The impact of VNs in achieving a conviction (2) and increasing sentence length (3) is difficult to assign quantitative value to, whereas the decreased rate of witness dropout (1) can be quantified; for this reason, APB has focused on the reduction of witness dropout as the key driver of increased convictions

③ *Reduction of MSHT through increased convictions: APB focused on reduction of drop out before reaching court as the volume driver of increased convictions*

J&C have a positive effect on conviction rates by reducing victim dropout before court

Share of positive charging decisions



- At an assumed constant conviction rate of c.76% between cases that make it to trial with a VN vs without a VN, VN's impact of reducing witness dropout should increase the number of convictions by c.15% of the original positive charges
- Based on VNs supporting 3 cases per year, this results in c.0.45 extra convictions per VN, per year
- Based on J&C's historic ratio of c.2.2 victims per offender, this additional 0.45 extra convictions would translate to c.1 victim per year not being exploited that otherwise would be; this is likely to be a significant underestimate however, due to:
 - J&C's historic 2.2 victims to offender ratio is based on victims that are willing to be supported by J&C, referral; are significant numbers of extra victims who refuse support
 - The 2.2 victims to offender ratio is a snapshot taken at the time of referral; the number of exploited individuals is likely to be much higher when considered over the duration of a prison sentence (maximum duration of 10-11 years with average of c.5-6 years)

Source: Conviction rate taken from oral evidence from Lynette Woodrow (Deputy Chief Crown Prosecutor and national Modern Slavery Lead) to Modern Slavery Act 2015 Committee on 29/4/2024; duration of prison sentence taken from 2019 sentencing council statistical bulletin on modern slavery offences

③ *Reduction of MSHT through increased convictions:* The total cost of MSHT per victim is well defined by a home office report, but includes QALY based social costs

Estimated unit costs of modern slavery in the UK by category (2018, not inflation adjusted)

Unit costs	Anticipation	Physical and emotional harm	Lost output and time	Health services	Victim services	Law enforcement costs	Total
Labour exploitation	210	268,450	40,330	470	1,630	7,730	318,810
Sexual exploitation	210	270,890	37,460	1,560	1,650	7,730	319,500
Domestic servitude	210	281,150	98,890	390	1,710	7,730	390,080
Average (weighted mean)^{2}	210	271,190	47,040	910	1,650	7,730	328,720

QALY based assessment


- The 2018 home office research report 'The economic and social costs of modern slavery' sets out the 'per victim' costs of modern slavery across a set of unit costs
 - This includes costs that are directly measurable to the state, and other costs to victims based on loss of quality adjusted life years (QALYs)
 - QALYs are a method of measuring the value of health and wellbeing impact to an individual, but do not directly translate into economic costs felt by the state
- To take a conservative approach, **APB have decided to exclude QALY based unit costs from our analysis**, particularly as these costs are so large that the final cost / benefit analysis would be highly sensitive to their inclusion
- The same home office report suggests an average duration of exploitation of c.9-24 months; as this stage of APB's assessment focuses on 'steady state' impact, the full value is expected to be captured annually

③ *Reduction of MSHT through increased convictions:* Economic savings are likely to be tempered by offender backfill

Offender backfill is likely to be relevant to MSHT offences and will reduce the economic impact per conviction

There is no reliable data available to base backfill estimates on

To be conservative, APB has applied a 50% reduction to the economic benefits resulting from increased convictions

- Offender backfill refers to the phenomenon where, after one offender is removed from criminal activity (e.g., through arrest, imprisonment, or deterrence), another individual steps in to take their place
 - this is likely to be particularly relevant in MSHT due to the involvement of organised crime in a share of offences
 - Backfill reduces the net crime reduction resulting from removal of offenders from criminal activity and thus will reduce the economic benefit of offender removal
 - If offender backfill is not accounted for, APB's cost-benefit analysis is likely to overestimate the economic benefit per conviction, and thus the overall benefit of increased convictions due to VNs
 - There is no publicly available data specifying the offender backfill rate for individuals convicted of MSHT offences in England and Wales, and there is also no publicly available data on the rate at which MSHT convictions are of offenders associated with organised crime (which may partially provide a proxy)
 - J&C VNs support victims across a wide range of exploitation types, including sexual, domestic, labour, criminal, financial and other; though some of these exploitation types will be more associated with organised crime and higher rates of offender backfill, others will not
- 
- In the absence of reliable data, APB has taken a conservative approach and applied a 50% reduction in the economic benefit due to increased convictions, translating to offender's position being backfilled within 6 months on average (due to economic benefit figure being annual)
 - This is in combination with the previously stated 40% reduction due to optimism bias adjustment; this means APB has applied a total reduction of 70% to the initially calculated economic benefits
 - APB considers this total reduction to be appropriately conservative

③ **Reduction of MSHT through increased convictions:** Calculation flow for economic benefit from to reduced trafficking due to increased convictions

Method		Example calculation (base case)		Source
Rate of successfully reaching court with VN	-	90% - 70% = 20%		APB police survey
	x	x		
MHST conviction rate		c.76%		2023 conviction rate quoted by national Modern Slavery Lead
	x	x		
Number of court cases supported annually, per VN		5.5		J&C internal tracking data
	=	=		
Risk-adjusted additional convictions directly attributable to VN impact, per VN		0.83		Calculation
	x	x		
Number of victims per offender		4 x £71,446		
	x	=	- £52,000	
Saving to the state per additional victim	-	£285,784		J&C internal tracking data
	=	=		
Saving to the state from reduced MSHT due to increased convictions, per VN		£195,186		Home office report, adjusted for inflation*
	x	x		
Adjustments for offender backfill and optimism bias		50% (backfill) x 60% (optimism bias)		Calculation
	=	=		
Adjusted saving to the state from reduced MSHT due to increased convictions, per VN		£58,556		

Notes: * Home office research report 'The economic and social costs of modern slavery' (2018) with QALY based unit costs removed; ** Based on inflation-adjusted average costs per prisoner as reported by the MoJ
Source: Oral evidence from Lynette Woodrow (Deputy Chief Crown Prosecutor and national Modern Slavery Lead) to Modern Slavery Act 2015 Committee on 29/4/2024; Ministry of Justice Annual Report and Accounts 2022-23

③ *Reduction of MSHT through increased convictions:* Inputs and outputs for economic benefit from to reduced trafficking due to increased convictions

Assumption	Source	High	Base	Low	APB Commentary
Delta in rate of successfully reaching court with vs without VN support	APB police survey	20%	20%	20%	Median reported delta from police survey
MSHT conviction rate	Crown prosecution service	75.9%	75.9%	75.9%	Oral evidence from Lynette Woodrow (Deputy Chief Crown Prosecutor and national Modern Slavery Lead) to Modern Slavery Act 2015 Committee on 29/4/2024, citing figures for 2023
Number of court cases supported annually	J&C internal data	5.5	5.5	3	Low case based on historic data, base and high case based on 35 VNs to cover full UK MSHT case load (c.195 in 2023)
Risk-adjusted additional convictions due to VN, per VN	Calculation	0.83	0.83	0.46	Calculation
Number of victims per offender	J&C internal data	5	4	2.2	Low case based on victims supported by VNs (significant underestimation due to large share of victims refusing support), base and upside accounts are taken from the CPS and European Commission
Saving to the state per victim not trafficked who otherwise would be	Home office research report	£71,446	£71,446	£71,446	Inflation adjusted figures from home office / MoJ reports
Cost to state of additional conviction (annually)	MoJ annual report & accounts 2022-23	£52,000	£52,000	£52,000	
Saving to the state from reduced MSHT due to increased convictions, per VN	Calculation	£254,837	£195,186	£47,900	Calculation
Adjustment due to offender backfill	n/a	50%	50%	50%	Assumes offender backfill within 6 months
Optimism bias adjustment	HM Treasury*	60%	60%	60%	Lowest scoring assumption confidence is 'Delta in rate of successfully reaching court with vs without VN support', classed as 'Uncorroborated expert judgement', which is confidence grade 6 / -40% adjustment
Adjusted saving to the state from reduced MSHT due to increased convictions, per VN	Calculation	£76,451	£58,556	£14,370	Calculation

3

APB assessed economic benefit across 4 key metric categories



**£27,490 annual
benefit per VN**



*Not included in
final calculation*



**£63,905 annual
benefit per VN**



**£58,556 annual
benefit per VN**



A single VN was calculated to have £149,950 economic benefit per year

Agenda

- Introduction
- Executive summary
- **Steady state cost / benefit per VN**
 - Assessment of cost per VN
 - Assessment of benefit per VN
 - **Summary of cost / benefit per VN**
- Programme scale-up and timing

4

Summary of cost-benefit on assessed metrics

Assessed metrics	High	Base	Low
Police	£35,433	£27,490	£17,523
Victims	£75,985	£63,905	£39,919
Increased convictions	£114,676	£58,556	£14,370
Total cost saving per VN (£)	£226,094	£149,950	£71,812
Ratio of cost savings to spend on VNs (option 1: Total of 10 VNs)	1.9	1.6	0.7
Ratio of cost savings to spend on VNs (option 2: Total of 20 VNs)	2.1	1.7	0.8
Ratio of cost savings to spend on VNs (option 3: Total of 35 VNs)	2.3	1.8	0.9

Key*



Negative payback

Positive payback

- Cost: The assumed cost is **£83-96,300** for a single 'fully loaded' VN
- Police benefit - **£17-35,433**:
 - Direct saving of time spent by police officers on victim support
 - Investigation efficiency gains
 - Reduction of waste due to charges being dropped because witness disengages between positive charging decision and trial start date
- Victim benefit - **£39-75,985**:
 - Net benefit to the state of victims entering stable housing and employment
- Increased convictions benefit - **£14-114,676**:
 - Reduction in exploitation and associated costs due to increased number of offenders being in prison, where they are unable to continue to offend
- The cost / benefit ratio of a single VN is calculated to be **approximately 1:1.6-1.8 in the base case**

Note:: * Payback only accounts for shortlisted impact metrics as a result the analysis is likely to be an underestimation

Limitations: Key caveats to findings

Several possible saving metrics were not assessed

- APB's initial triage of possible economic savings metrics included several that were not taken forward for inclusion within this assessment
- A more exhaustive assessment performed over a longer timeline and able to leverage greater resource (e.g., FoI requests) would likely have been able to assess more savings metrics, and thus likely resulted in greater economic savings per VN

Assessment at personal rather than system level

- The assessment considered the economic impact of VNs working with victims at a personal level and did not consider the impact at a system level
- For example, whilst there is economic benefit to the state of stable housing, and the cost to the state of housing provision was considered in this calculation, APB did not consider the capacity for housing provision and how achievable consistent placement in stable housing is over time, or the cost of building new state provided housing etc

Economic savings have varying levels of cashability

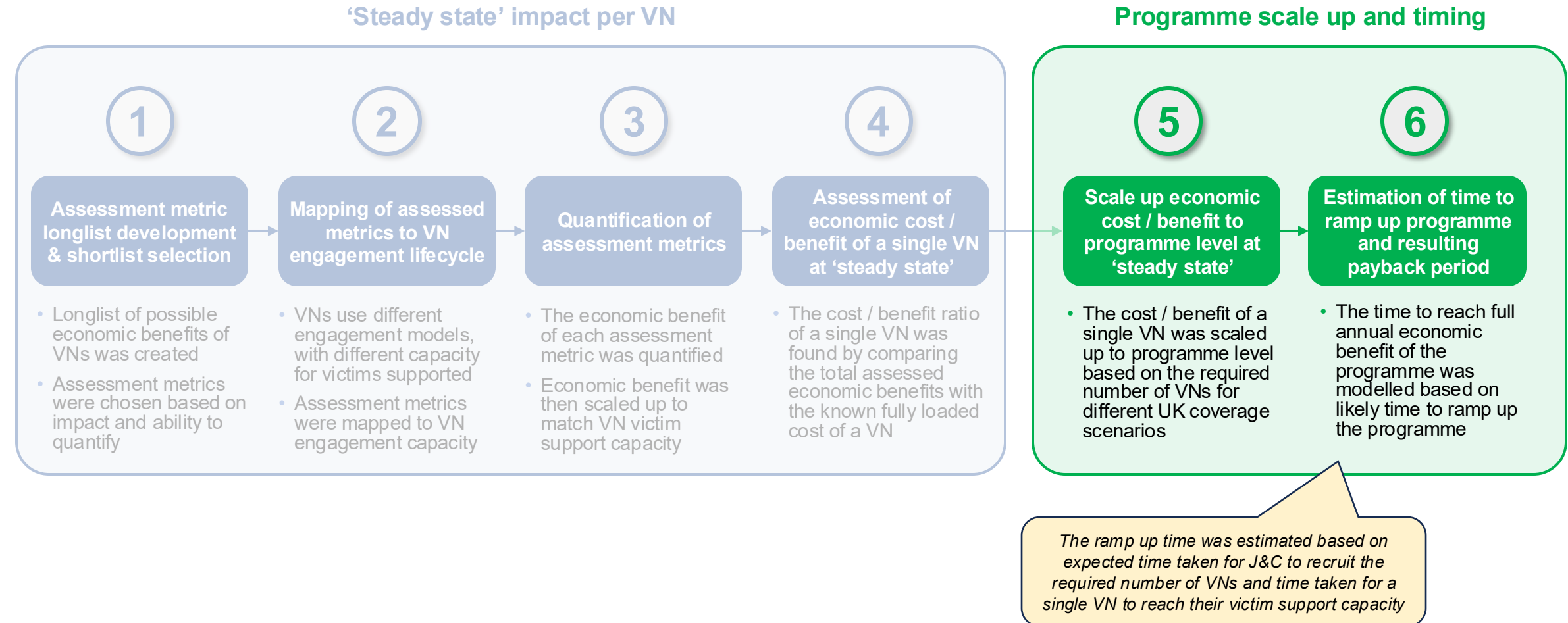
- Savings were identified across several metrics and are likely to have mixed cashability timelines
- Police and court savings are likely to represent saved opportunity costs in the short term (services will continue to run at the same headcount but savings on MSHT offences will be available to use for other offences) and savings will only be cashable in the medium / longer term through decreased service demand translating to e.g., less police officers per capita
- Other savings such as the benefit of employment through taxation are immediately cashable

Agenda

- Introduction
- Executive summary
- Steady state cost / benefit per VN
- **Programme scale-up and timing**

APB then scaled this impact up to programme level and estimated the programme ramp time

Framework to assess economic impact of Victim Navigator programme

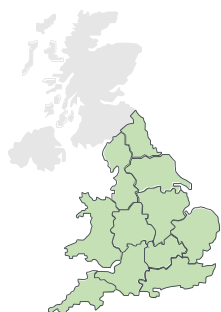


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Overview of scale up options

Nationwide coverage of VN programme

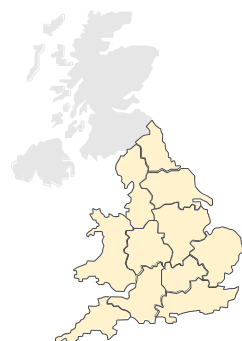


- Nationwide coverage by **35 VNs**
- Cumulative benefit (2025-2035): **£56.2m**
- Cumulative cost (2025-2035): **£31.5m**
- Net cumulative benefit (2025-2035): **£24.7m**
- **Break-even H1 2026**

Key:

- Full coverage
- Partial coverage
- No coverage

Partial coverage of VN programme

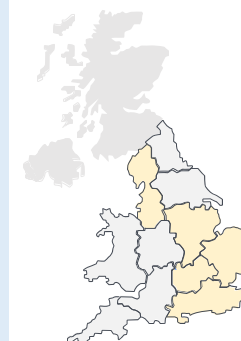


- Partial coverage by **20 VNs**
- Cumulative benefit (2025-2035): **£33.7m**
- Cumulative cost (2025-2035): **£20.9m**
- Net cumulative benefit (2025-2035): **£12.8m**
- **Break-even H1 2026**

Key:

- Full coverage
- Partial coverage
- No coverage

Existing coverage of VN programme



- Partial coverage by **10 VNs**
- Cumulative benefit (2025-2035): **£17.4m**
- Cumulative cost (2025-2035): **£11.7m**
- Net cumulative benefit (2025-2035): **£5.8m**
- **Break-even H2 2026**

Key:

- Full coverage
- Partial coverage
- No coverage

- ⑤ J&C have outlined their nationwide strategy to rollout and indicated VNs will be
- ⑥ allocated proportionally based on 'readiness' in a partial coverage scenario

Scale up option	Approach to where VNs are added
Nationwide coverage (35 Victim Navigators)	<ul style="list-style-type: none"> • 2-3 VNs per ROCU • 2 GLAA • 5 Met
Partial coverage (20 Victim Navigators)	<ul style="list-style-type: none"> • ROCUs would be selected on the basis of 'readiness' (attitude and commitment of senior leads, volume of MSHT investigations, resource allocated to MSHT investigations)
Existing coverage (10 Victim Navigators)	n/a

5

6

Overview of method and key scale up and ramp assumptions

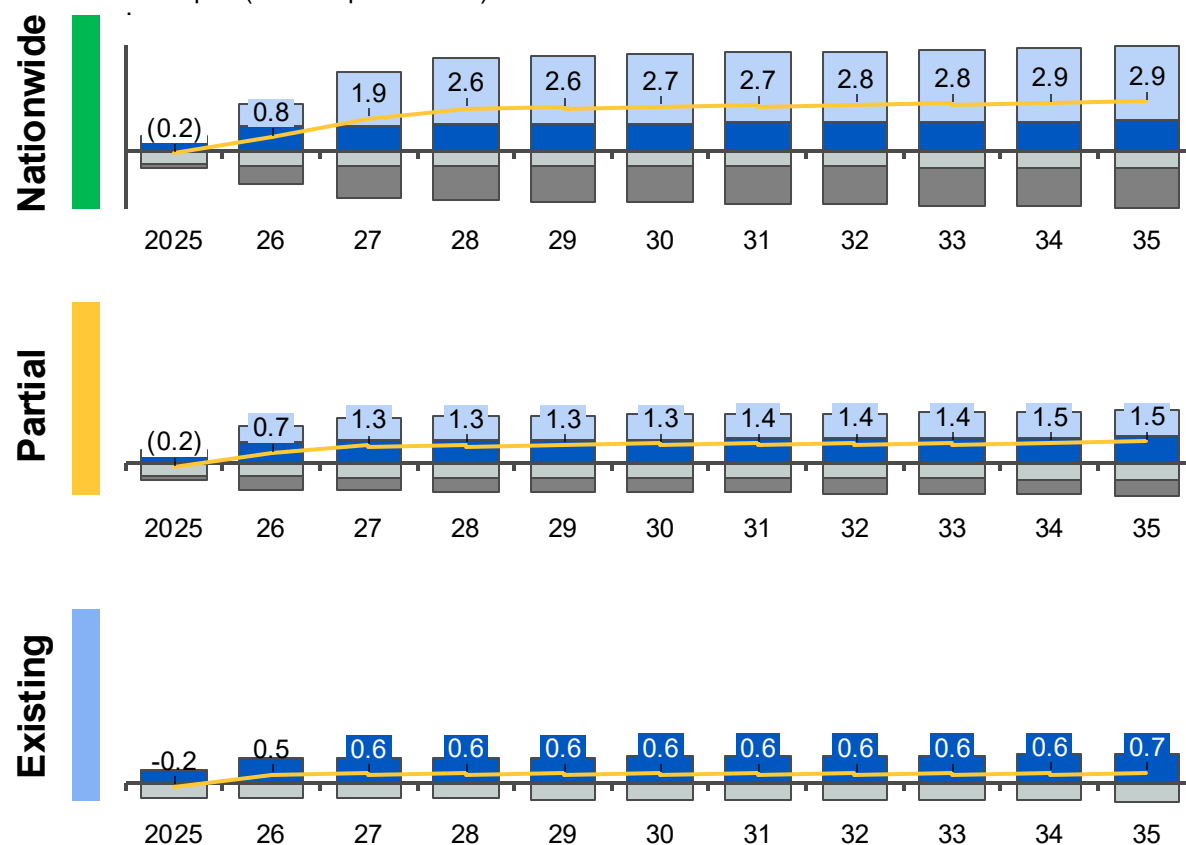
Scale up option	Assumption	Source	Modelled ramp approach
Nationwide coverage (35 Victim Navigators)	Peak of 35	J&C target for programme	<ul style="list-style-type: none">• 18-24 month timescale for a phased scale up• 1 VN to 2 new ROCUs every 3-4 months• Add. 2nd VN to the same ROCU 3 months later• Add. VN into the next 2 ROCUs
Partial coverage (20 Victim Navigators)	Peak of 20	J&C target for programme	<ul style="list-style-type: none">• 9-12 month timescale for a phased scale up• 1 VN to 2 new ROCUs every 3-4 months• Additional 2nd VN to the same ROCU 3 months later• Additional VN into the next 2 ROCUs
Existing coverage (10 Victim Navigators)	Peak of 10	J&C target for programme	n/a
Victim navigator capacity, by MSHT lifecycle phase			
Criminal investigation phase	6 months to maximum capacity	VN survey	Benefits will be achieved at 50% in year 1 and 100% in following years
Gap to court phase			
Court phase	12 months to maximum capacity	VN survey	Benefits will be achieved at 50% in year 2 and 100% in following years
Increased convictions			
Victim navigator capacity, by ancillary support			
Employment benefits	6 months to maximum capacity	VN survey	Benefits will be achieved at 50% in year 1 and 100% in following years
Housing benefits			

Source: Justice & Care; APB analysis

- ⑤ Nationwide rollout would deliver significant return on investment over the period of
- ⑥ 2025-2035, delivering c.2-4x annualised net benefit vs. other options

Annualised net benefit of Victim Navigator programme, by rollout strategy (2025-2035F)

Millions of GBP p.a. (in 2025 price terms)



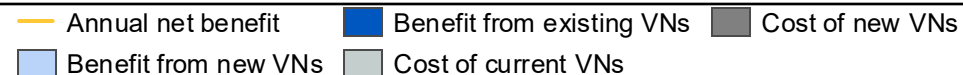
1

By 2035 the nationwide programme delivers £2.9m p.a.; c.2x annualised net benefit vs. partial coverage and c.4x more than existing coverage

2

Payback periods are similar across each of the three options all recovering by H1 2026 apart from the existing coverage

Key:

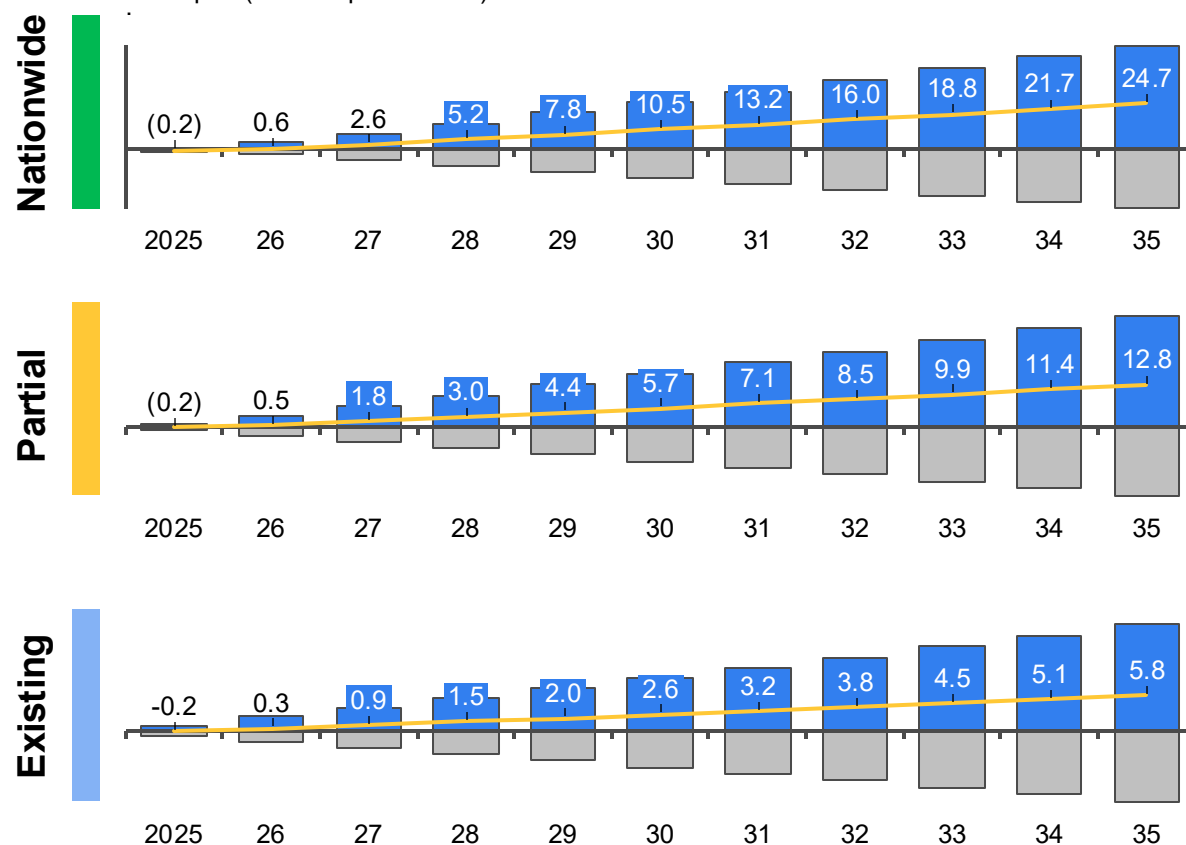


Source: Justice & Care; APB analysis

- ⑤ Nationwide rollout would deliver significant return on investment over the period of
- ⑥ 2025-2035, delivering c.2-4x cumulative net benefit vs. other options

Cumulative net benefit of Victim Navigator programme, by rollout strategy
(2025-2035F)

Millions of GBP p.a. (in 2025 price terms)



Cumulative net benefits (2025-2035) for the nationwide programme of c.£24.7m deliver c.2x total benefit vs. the partial coverage programme and c.4x total vs. the existing programme

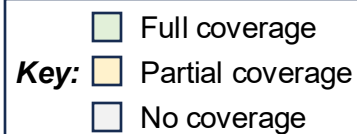
Key: — Cumulative benefit ■ Benefit from VNs ■ Cost of VNs

Source: Justice & Care; APB analysis

- ⑤ **Option 1:** Nationwide rollout would enable support for everyone who is a victim in a
- ⑥ police investigation and deliver £2.9m in annual net benefit by 2035

Geographical coverage of VN programme

5



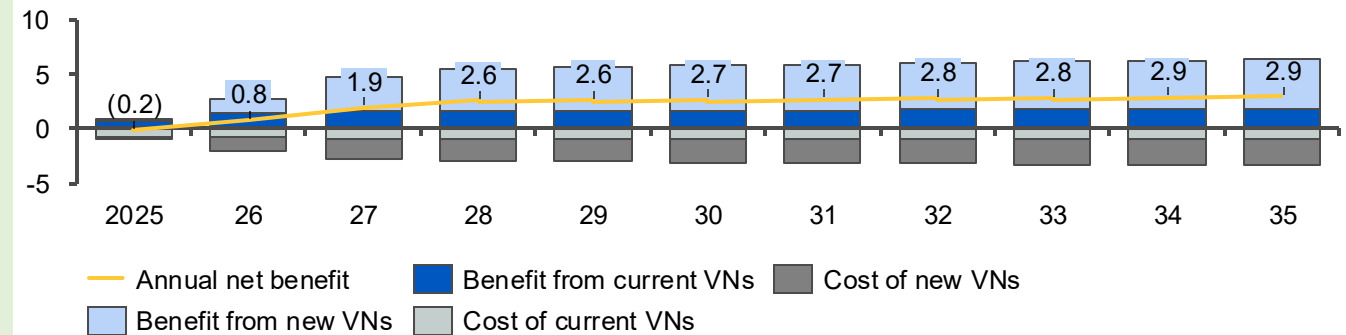
- Achieves nationwide coverage by **35 VNs**, with:
 - 2-3VNs per ROCU
 - 2 (GLAA)
 - 5 (Met)
- Enables support of **everyone who is a victim in a police investigation**
- However, option 1 is the costliest option at **c.£3.5m p.a. by 2035**

Speed to return of VN programme

6

Base case economic return on investment in VN programme (2025-2035F)

Millions of GBP (in 2025 price terms)



- Breakeven for the programme is achieved by **H1 2026**
- Ramp up to **35 VNs is achieved by Q2 2027** (assuming recruitment of the first cohort in Q2 2025), with **capacity for all cohorts reached by 2028**
- In the **high-case** the programme operates at **positive RoI / net annual benefit from 2025** delivering a benefit to cost ratio of 1.1:1 (growing to 2.3:1 by 2035)
- In the **low-case** the programme takes **3 years longer to achieve positive RoI / net annual benefit**

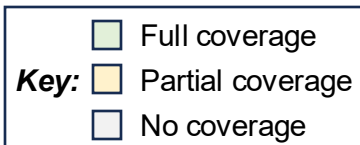
- ⑤ **Option 2:** Partial rollout would enable support for everyone who is a victim in a
- ⑥ police investigation in selected hubs and deliver £1.5m in annual net benefit by 2035

Geographical coverage of VN programme

5



Illustrative distribution of VNs



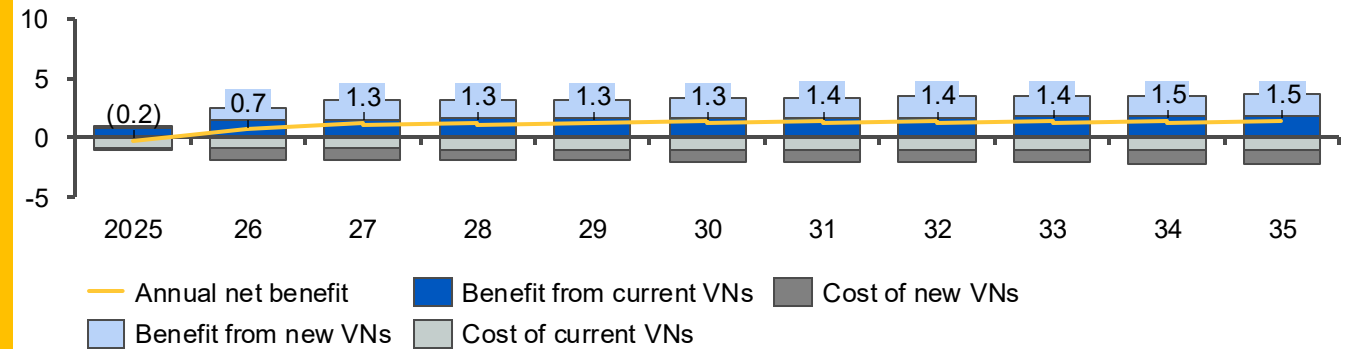
- Partial coverage by 20 VNs (**Exact ROCUs** selected would be on the basis of selection criteria*)
- Enables support of everyone who is a victim in a police investigation in these selected hubs**, however is unable to cover the whole of England
- Cheaper than option 1 by **40%** at **c.£2.1m** p.a. by 2035

Speed to return of VN programme

6

Base case economic return on investment in VN programme (2025-2035F)

Millions of GBP (in 2025 price terms)



- Breakeven for the programme is achieved by **H1 2026**
- Ramp up to **20 VNs is achieved by Q1 2026** (assuming recruitment of the first cohort in Q2 2025), with **capacity for all cohorts reached by 2028**
- In the **high-case** the programme operates at **positive RoI / net annual benefit from 2026** delivering a benefit to cost ratio of 1.8:1 (growing to 2.1:1 by 2035)
- In the **low-case** the programme achieves **close to cost-benefit parity by 2027**, with a **deficit of c.£500 p.a. from 2027-2035**

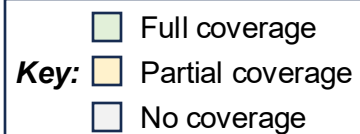
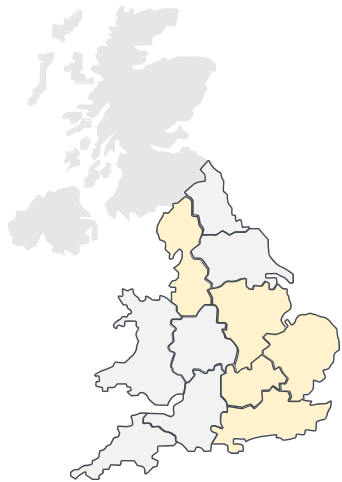
Note: * Attitude and commitment of senior leader, volume of MSHT investigations, resources allocated to MSHT investigation

Source: Justice & Care; APB analysis

- ⑤ **Option 3:** Existing support enables everyone in selected areas to get support and
- ⑥ would deliver £0.7m in annual net benefit by 2035

Geographical coverage of VN programme

5



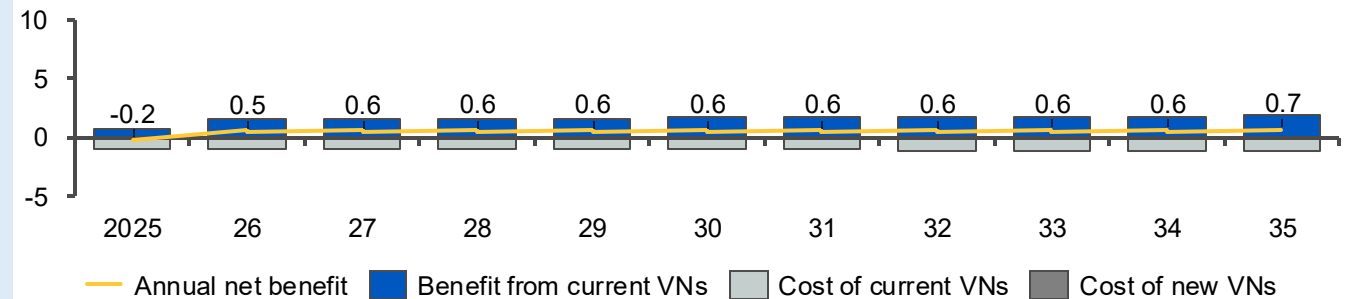
- Partial coverage by **10 VNs**
- Home office takes over payment for current programme, but does not scale up
- **Enables support of everyone who is a victim in a police investigation in these selected hubs, however is unable to cover the whole of England**
- Cheapest programme of the 3 options at c.£1.2m p.a.

Speed to return of VN programme

6

Base case economic return on investment in VN programme (2025-2035F)

Millions of GBP (in 2025 price terms)



- Breakeven for the programme is achieved by **H2 2026**
- As the 10VNs are already recruited, there is no ramp up from recruitment. However, **capacity for existing VNs is achieved by 2026**
- In the **high-case** the programme operates at **positive RoI / net annual benefit from 2026** delivering a benefit to cost ratio of 1.9:1
- In the **low-case** the programme runs at a marginal deficit of **c.£250-300k p.a. from 2026-2035**, delivering a **benefit to cost ratio of 0.8:1**

5 Summary table of key metrics for base / upside / downside across the 3 different 6 scale up options

Scale up option		Time to breakeven	Time to positive annual net benefit	Peak capacity (full VN capacity achieved)	Peak costs (full set of VNs recruited)
Nationwide coverage (35 Victim Navigators)	High	2026	2026	2028	2027
	Base	2025	2025		
	Low	2028	2028		
Partial coverage (20 Victim Navigators)	High	2026	2026	2028	2026
	Base	2026	2026		
	Low	n/a	n/a		
Existing coverage (10 Victim Navigators)	High	2026	2026	2026	n/a (no recruitment required)
	Base	2025	2025		
	Low	n/a	n/a		