

### Demand side

*How many adults are detained or interviewed as voluntary attenders by police in England & Wales each year?*

- Figures on detentions are not centrally collected and published.
- The forces which responded to our data request detained 704,652 adults in 2013/14.
- Published Home Office statistics show that the responding forces made up 568,312 (60.19%) of the 944,242 notifiable arrests in England & Wales in 2012/13.
- Assuming that the responding forces made up the same proportion of national detentions as notifiable arrests, the total number of adult detentions per year is estimated to be 1,170,769
- Figures on interviews by voluntary attendance are not centrally collected and published.
- HMIC found that across 3 forces there were 57,170 detentions and 10,898 (a ratio of 5.25:1)
- Based on custody throughput of 1,170,769, voluntary attendance is estimated at 223,177
- The combined total estimate is therefore 1,393,946 or approximately 1.4m per year

*How many of these adults require an AA?*

- Based on the data supplied by police forces, the current average rate at which police are requiring an AA is approximately 3.12% and equates to 43,437 'episodes'
- Based on from forces and AA schemes, the average rate at which police forces that are covered by NAAN member schemes are requiring an AA is approximately 4.90% and equates to 68,303 episodes
- Based on the academic literature, the actual rate of need is between 11% and 22%. This equates to between 153,334 and 306,668 episodes

*How many AA call outs are generated by one episode?*

- Voluntary interviews can be considered to require a single AA call out
- The situation in custody is more complicated. There are a number of distinct phases (booking in, identification, interview, charge and disposal) for which an AA should be present. There can be a significant gap between booking in and interview, and again between interview and charge. This will vary depending on the complexity of the case, the extent to which police choose to expedite the investigation, the availability of police resources, the need for rest periods and the length of delay while the Crown Prosecution Service make a charging decision.
- Depending on the service being provided to the vulnerable adult, a single 'custody episode' could typically generate between one and three call outs.

### Supply Side: What is the cost of an AA?

- Based on data provided by AA service providers responding to the online survey, the average cost of an AA call out is £80.79. However, the average cost when provided by a scheme that is able to meet current demand and uses volunteers is £69.75. These numbers are based on the total annual cost of service divided by the number of call outs achieved.
- These call out rates are based on current service designs and demand requirements. That means that do not take account of potential changes in the way police or the Crown Prosecution Service conduct their operations. Critically, they are based on AA services being delivered in a small number of fixed locations (custody suites). Many services do not currently cover voluntary interviews outside police stations. If they were expected to attend significant volumes of voluntary interviews at home addresses, service design would require transformation.
- While these estimates can be used to directly calculate the cost of supporting a voluntary interview, they clearly underestimate the cost of supporting a custodial episode
- The precise number of required call outs per custody episode is not known, though we can be confident that it is between two and three
- Even if the precise number was known, it would not necessarily be accurate to multiply the unit cost of a call out by that number. If all growth was assumed to be delivered by new schemes, costs may be directly proportional. For example, if a scheme using volunteers delivers 2,000 calls per year for £100,000 and a new scheme is established on the same basis, the total costs would be £200,000 for 4,000 calls per year.
- However, this is not necessarily the case if growth is assumed to come in part from expansion of existing schemes. If a scheme is delivered by paid staff and commissioning on a per call out basis then costs would rise proportionately. However this ignores the potential for greater efficiency of the service and negotiation by the commissioner as volumes grow. If a scheme is volunteer-delivered, the most substantial costs (staff responsible for co-ordination) are relatively fixed, while the variable costs are more minor (volunteer recruitment, training and expenses). However, once volume increases beyond a certain point, additional co-ordination/administration staff will of course be required. Costs are therefore not directly proportional when expanding existing schemes. For example, if a scheme using volunteers which delivered 2,000 calls per year for £100,000 increased to 4,000 calls per year, it would not cost an extra £100,000 per year.
- In the case of custody episodes, a reasonable multiplier is therefore required. This can either be applied to the unit cost of a call out (to give the unit cost of a detention episode) or applied to the number of detentions (to give the number of call outs). The effect is the same.

## Calculation of costs of full national provision

The calculations in the following tables assume that:-

- The average call out unit cost is £69.75. This is substantially below the average rate of £80.79 and the very common rate of £100 and the rate in Northern Ireland where a single service exists across the province using paid charity staff. This reflects an expectation that service delivery will be achieved according to the most cost efficient model in all areas. If commissioners and suppliers are not able to reduce overall costs from their current level, the total costs would be higher.
- The number of detentions and voluntary interviews by police remains static at the level of 2013/14. In fact, custody numbers appear to be reducing but the data are not available to judge to what extent they are being substituted for voluntary interviews. If custody numbers continue to fall, for instance due to better use of PACE Code G and other initiatives designed to keep mentally vulnerable people out of custody, the total costs would reduce.
- A multiplying factor of two is used in relation to custody, reflecting an expectation that services will provide full support through custody episodes. This may be achieved either by staying throughout or through multiple call outs depending on individual circumstances and needs. There is insufficient data to accurately judge the accuracy of this assumption.
- There are 174 local authorities<sup>1</sup> and 43 police forces
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### *Rates of identified need*

The calculations in the tables are based on various rates of identification of need for an AA amongst adults:

- 3.12% (the current average stated rate)
- 4.9% (the current average rate for forces covered by dedicated schemes who are also members of NAAN)
- 11% (representing a low estimate of actual need according to the literature)
- 22% (representing a high estimate of actual need according to the literature)

### *Cost efficiency compared to use of social workers*

The calculations also include estimated costs assuming that all call outs were delivered by social workers rather than dedicated schemes. The Unit Costs of Health and Social Care 2013 report calculated that the average cost of face-to-face social work was £128 per hour or £171 per hour in London. This excludes the cost of a social worker's qualifications. Based on an average rate of £150 and a callout time of 2.5 hours, the cost of a social worker providing the AA service is estimated to be £375.

### *Type of AA*

In light of this project's findings and recommendations, Tables 1a and 1b assume that all AAs are trained and provided by organised schemes and involvement by family members or friends is in addition. Tables 2a and 2b estimate the costs if it continues that anyone can be an AA irrespective of training. It is estimated that 90% of call outs for adults would still be delivered by schemes because Code C (1D) prioritises trained/experienced individuals over family members and if reliable AA schemes were available the police would be highly likely to use them. These comparative costs do not take account of relative effectiveness of each type of AA and future savings to be gained through high quality, consistent AA services.

<sup>1</sup> This figure includes county councils, unitary authorities, London boroughs, metropolitan boroughs and Welsh unitary authorities. It does not include district councils.

## Calculations

|  |           |
|--|-----------|
| National total annual voluntary interviews               | 223,177   |
| National total annual police detentions/custody episodes | 1,170,769 |
| Estimated call outs per detention                        | 2         |
| Proportion served by AA schemes (rather than family etc) | 100%      |
| Unit cost per call out by a dedicated scheme (£)         | £69.75    |
| Unit cost per call out by a social worker (£)            | £375      |

Table 1a

| ID rate | Voluntary interview call outs | Custody call outs | Total episodes | Total call outs |
|---------|-------------------------------|-------------------|----------------|-----------------|
| 3.12%   | 6,955                         | 72,966            | 43,437         | 79,920          |
| 4.90%   | 10,936                        | 114,735           | 68,303         | 125,671         |
| 11.00%  | 24,549                        | 257,569           | 153,334        | 282,119         |
| 22.00%  | 49,099                        | 515,138           | 306,668        | 564,237         |

| ID rate | Voluntary interview cost (£) | Custody cost (£) | Total costs by social workers (£) | Total cost by dedicated scheme (£) |
|---------|------------------------------|------------------|-----------------------------------|------------------------------------|
| 3.12%   | 485,109                      | 5,089,680        | 29,970,119                        | 5,574,789                          |
| 4.90%   | 762,811                      | 8,003,288        | 47,126,638                        | 8,766,099                          |
| 11.00%  | 1,712,433                    | 17,966,565       | 105,794,493                       | 19,678,999                         |
| 22.00%  | 3,424,867                    | 35,933,131       | 211,588,986                       | 39,357,997                         |

| ID rate | Avg. call outs per Force | Avg. costs per Force by social workers (£) | Avg. cost per Force by dedicated scheme (£) |
|---------|--------------------------|--|---|
| 3.12%   | 1,859                    | 696,980                                    | 129,646                                     |
| 4.90%   | 2,923                    | 1,095,968                                  | 203,863                                     |
| 11.00%  | 6,561                    | 2,460,337                                  | 457,651                                     |
| 22.00%  | 13,122                   | 4,920,674                                  | 915,302                                     |

| ID rate | Avg. call outs per local authority | Avg. cost per local authority by social workers (£) | Avg. cost per local authority by dedicated scheme (£) |
|---------|------------------------------------|---|---|
| 3.12%   | 459                                | 172,242   | 32,039  |
| 4.90%   | 722                                | 270,843   | 50,380  |
| 11.00%  | 1,621                              | 608,014   | 113,098   |
| 22.00%  | 3,243                              | 1,216,029   | 226,195   |

Table 1b

## Calculations

|  |           |
|--|-----------|
| National total annual voluntary interviews               | 223,177   |
| National total annual police detentions/custody episodes | 1,170,769 |
| Estimated call outs per detention                        | 2         |
| Proportion served by AA schemes (rather than family etc) | 90%       |
| Unit cost per call out by a dedicated scheme (£)         | 69.75     |
| Unit cost per call out by a social worker (£)            | 375       |

Table 2b

| ID rate | Voluntary interview call outs | Custody call outs | Total episodes | Total call outs |
|---------|-------------------------------|-------------------|----------------|-----------------|
| 3.12%   | 6,259                         | 65,669            | 39,094         | 71,928          |
| 4.90%   | 9,842                         | 103,262           | 61,473         | 113,104         |
| 11.00%  | 22,095                        | 231,812           | 138,001        | 253,907         |
| 22.00%  | 44,189                        | 463,624           | 276,001        | 507,814         |

| ID rate | Voluntary interview cost (£) | Custody cost (£) | Total costs by social workers (£) | Total cost by dedicated scheme (£) |
|---------|------------------------------|------------------|-----------------------------------|------------------------------------|
| 3.12%   | £436,598                     | £4,580,712       | £26,973,107                       | £5,017,310                         |
| 4.90%   | £686,530                     | £7,202,959       | £42,413,974                       | £7,889,489                         |
| 11.00%  | £1,541,190                   | £16,169,909      | £95,215,044                       | £17,711,099                        |
| 22.00%  | £3,082,380                   | £32,339,818      | £190,430,087                      | £35,422,198                        |

| ID rate | Avg. call outs per Force | Avg. costs per Force by social workers (£) | Avg. cost per Force by dedicated scheme (£) |
|---------|--------------------------|--|---|
| 3.12%   | £1,673                   | £627,282                                   | £116,682                                    |
| 4.90%   | £2,630                   | £986,371                                   | £183,476                                    |
| 11.00%  | £5,905                   | £2,214,303                                 | £411,886                                    |
| 22.00%  | £11,810                  | £4,428,607                                 | £823,772                                    |

| ID rate | Avg. call outs per local authority | Avg. cost per local authority by social workers (£) | Avg. cost per local authority by dedicated scheme (£) |
|---------|------------------------------------|---|---|
| 3.12%   | 413                                | 155,018   | 28,835  |
| 4.90%   | 650                                | 243,758   | 45,342  |
| 11.00%  | 1,459                              | 547,213   | 101,788   |
| 22.00%  | 2,918                              | 1,094,426   | 203,576   |

Table 2b

### Estimating the existing national expenditure on AAs for mentally vulnerable adults

- The survey of providers identified confirmed spending of £2,032,000 per year. This related to coverage for 56 local authority areas (including 200 police stations)
- The survey also found provision in a further 16 local authority areas (including 31 police stations) where spending totals were not provided.
- Based on the NAAN membership database, a further 8 local authority areas are covered by providers that did not respond to the survey
- Assuming the same average level of spending, the estimated total spend for the above areas is £2,902,857
- The survey also found 4 organisations which covered only their own clients or only clients with certain conditions. Accurately total costs were not provided but are estimated to be below £30,000 per year.
- During the research we identified two police forces which are covered by organised schemes which were not within the NAAN network
- Although it is possible to identify the proportion of local authorities or population covered by this spending, it is not possible to extrapolate this to provide a reliable estimate of existing national spending.
- Organised commissioned schemes are highly likely to be known to NAAN and have been included in the scheme. Therefore it is likely that a high proportion of areas for which no scheme has been identified do not have such a scheme. Extrapolating as mentioned above would therefore significantly overestimate the total national spend
- Areas which use social workers to deliver AA services as part of their core role have not been picked up by this survey. If in the remaining 94 (174 minus 80) local authority areas, social workers are delivering the average number of call outs per area (459) for an average of 2.5 hours per call out, the cost would be over £16m per annum.
- It is not clear to what extent social workers are being in practice. The police survey suggests that it does occur in some areas (though time delays make it unsatisfactory). As shown by the calculations above, even a low use of social workers by local authorities would generate very significant spending. In some areas, internal, non-commissioned services may be hiding significant existing spending by local authorities. In other areas there may actually be no provision in effect. It must be remembered that there is no specific statutory duty on social workers to fulfil this role.