

## **Measuring Preventative Spend – A Cost Toolkit for Community Safety**

The following introduction is taken from SCSN's Policy and Strategy Paper III on preventative spend. The full report can be accessed at <http://safercommunitiesScotland.org/PolicyBriefingPapers.cfm>.

### **Introduction**

Preventative spending, such as investment into prevention and intervention programmes, is seen by many as being the best economic and social long term investment for the future as it reduces dependency and cost to services in later years.

The Commission on the Future Delivery of Public Services, also known as the Christie Commission was established to develop recommendations for the future delivery of public services in Scotland. One of the Commission's four key objectives is "prioritising prevention, reducing inequalities and promoting equality". As part of this, the Scottish Government have invested around £500 million to be spent on prevention over the next three years (from 2012-13 budget) – change funds covering reshaping care for older people, reducing reoffending and early years.

It is evident that preventative spending is seen as the way forward; however a number of challenges have been highlighted which will need to be overcome and worked with to ensure it is a success. One such challenge is in evaluating preventative spend measures, including evidencing the impact of investing in preventative spend by calculating the cost-benefit ratio.

### **Measuring the benefit**

The first real effort to understand the economic cost of crime as a per unit cost in the UK was undertaken by the Home Office in the late 1990s/early 2000s, with updates published in 2003/04 and 2010/11. The economic cost of fire in England was also calculated in 2004 and parts updated in 2006 and 2008 by the Department for Communities and Local Government.

The aforementioned have inspired work in Scotland to produce similar costs for Scotland - a number of organisations or programmes have been involved such as the Royal Society for the Prevention of Accidents (RoSPA), Transport Scotland, Scottish Government Justice Analytical Services, Audit Scotland, Glasgow's 'Persistent Offender Project' and 'West Lothian's Families Included'. Some of these used the England and Wales figures as a starting point (for example the Scottish Government's 'Economic cost of crime' figures converted the Home Office crime classifications to Scottish ones).

This document is the first to draw all the available data on the economic cost per unit of community safety data in Scotland and can be used by Community Safety Partnerships (CSPs) to evaluate the cost-benefit of their preventative spend investment. It is also available in an Excel format. Where work is carried out by staff as part of their normal role, calculations of per unit costs are typically done by identifying all the people likely to be involved (for example in a court case), averaging their salaries and averaging the time spent on each case, to come up with an approximate estimate.

SCSN will be updating the document as new figures become available – the Scottish Government are anticipating a release in late 2013.

**SCSN©**  
**April 2013**

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
Audit Scotland Reducing Reoffending 2012 <sup>1</sup>	Probation orders	£1613 [£961-2887]	Scotland
	Submitting social work report for court	£337 [£185-599]	
Audit Scotland Criminal Justice System Overview 2011 <sup>2</sup>	Legal aid summary case	£642	Scotland
	Legal aid solemn case	£3194	
	Parole board decision – interview	£115	
	Parole board decision – complex case	£1000	
	Summary case from crime to sentencing (for the criminal justice system)	£2148	
Scottish Government 2008 figures cited in The societal cost of alcohol misuse 2007 <sup>3</sup>	Supervised attendance order	£476	Scotland
	Restriction of liberty order	£9,711	
<p><b>Information on young people and the criminal justice system</b></p> <p>Little information is available on the cost of interventions with young people or the cost of restorative justice or costs in relation to the Scottish Children’s Reporter Administration (SCRA). Similarly, there is scant information on the cost of case conferences for example – these would need to be calculated on the basis of the average length of a case conference (preparation to follow-up) and per hour cost of each staff involved in the preparation, conference and follow-up.</p>			

<sup>1</sup> [http://www.audit-scotland.gov.uk/docs/central/2012/nr\\_121107\\_reducing\\_reoffending.pdf](http://www.audit-scotland.gov.uk/docs/central/2012/nr_121107_reducing_reoffending.pdf)

<sup>2</sup> [http://www.audit-scotland.gov.uk/docs/central/2011/nr\\_110906\\_justice\\_overview.pdf](http://www.audit-scotland.gov.uk/docs/central/2011/nr_110906_justice_overview.pdf).

<sup>3</sup> <http://www.scotland.gov.uk/Resource/Doc/297819/0092744.pdf>

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
Note that many of these early intervention and prevention programmes have already been evaluated – for example whole systems approach, Early and Effective Intervention (EEI), restorative justice, community payback etc - and due to the cost savings involved already are deemed best practice.			
Audit Scotland Getting it right for children in residential care 2010 <sup>4</sup>	Residential care for a looked after child/young person annually	£156,250	Scotland. Costs vary widely due to the specific needs of the young person being looked after.
	Residential unit (including crisis care) per week	£1,570 – 5,490	
	Residential school per week	£790 – 4,530	
	Secure care	£3,190 – 5,390	
Cost of Foster Care in the UK – Loughborough University 2010 <sup>5</sup>	Overall average weekly unit cost	£700	Scotland
Financial Impact of Early Years Interventions in Scotland 2010 <sup>6</sup>	Additional per year per child cost to the public purse in Scotland of a young person with severe additional needs	£37,400 (2009 prices)	-
	Additional per year per child cost to the public purse in Scotland of a young person with moderate additional needs	£5,100	
Audit Scotland report – Dealing with offending by	Children’s Hearing cost 2002	£645	Scotland. This may change once the new Children’s Hearings Act (Scotland) 2011 goes live on 24 June 2013.

<sup>4</sup> [http://www.audit-scotland.gov.uk/docs/local/2010/nr\\_100902\\_children\\_residential.pdf](http://www.audit-scotland.gov.uk/docs/local/2010/nr_100902_children_residential.pdf)

<sup>5</sup> [http://www.lboro.ac.uk/research/ccfr/Publications/update\\_cost\\_foster\\_care.pdf](http://www.lboro.ac.uk/research/ccfr/Publications/update_cost_foster_care.pdf)

<sup>6</sup> <http://www.scotland.gov.uk/Resource/Doc/920/0107869.pdf>

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
young people 2002 <sup>7</sup>			
Early and Effective Intervention implementation costs <sup>8</sup> (average from 3 pilot areas) 2009	£25,666		Scotland. No more information within the evaluation regarding costs associated with EEI.
Audit Scotland Commissioning Social Care report 2012 <sup>9</sup>	Total spending on social work per head of population	Range £534 - £907. > £907 in the three island councils	Scotland.
RoSPA 2010 Home accident report <sup>10</sup> (2009 prices)	Home accidental fatality	£1,611,400	UK
	Home accident serious injury	£45,600	
	Home accident slight injury (hospital treated)	£8,300	
	Home accident slight injury (GP treated)	£200	

<sup>7</sup> [www.audit-scotland.gov.uk/docs/.../nr\\_021204\\_youth\\_justice.pdf](http://www.audit-scotland.gov.uk/docs/.../nr_021204_youth_justice.pdf)

<sup>8</sup> <http://www.scotland.gov.uk/Resource/Doc/254429/0081715.pdf>

<sup>9</sup> [http://www.audit-scotland.gov.uk/docs/health/2012/nr\\_120301\\_social\\_care.pdf](http://www.audit-scotland.gov.uk/docs/health/2012/nr_120301_social_care.pdf)

<sup>10</sup> <http://www.rospa.com/homesafety/Info/re-valuation.pdf>

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments												
	<p align="center"><b>Estimated cost per home accident casualty by age group: June 2009 prices</b></p> <table border="1"> <thead> <tr> <th>Age group</th> <th>Serious</th> <th>Average non fatal (hospital treated)</th> </tr> </thead> <tbody> <tr> <td>0-4</td> <td>£33,200</td> <td>£10,600</td> </tr> <tr> <td>5-14</td> <td>£35,300</td> <td>£11,900</td> </tr> <tr> <td>15+</td> <td>£51,300</td> <td>£19,800</td> </tr> </tbody> </table> <p align="center">Values rounded to the nearest £100</p>		Age group	Serious	Average non fatal (hospital treated)	0-4	£33,200	£10,600	5-14	£35,300	£11,900	15+	£51,300	£19,800	
Age group	Serious	Average non fatal (hospital treated)													
0-4	£33,200	£10,600													
5-14	£35,300	£11,900													
15+	£51,300	£19,800													
Reported Road Casualties Scotland 2011 <sup>11</sup>	Road accident fatality	£1,938,455 (Ranges from £1,678,225 on a motorway to £2,013,425 on a non-built up road)	Scotland												
	Road accident serious injury	£214,563 (Ranges from £201,995 on a built up road to £229,863 on a non-built up road)													
	Road accident slight injury	£21,578 (Ranges from £20,250 on a built up road to £28,080 on a motorway)													
	Road accident damage only	£2,052 (Ranges from £1,865 on a built up road to £2,744 on a non-built up road)													
NHS Scotland book of costs 2012 <sup>12</sup>	Average cost of an A&E attendance	£104 [Ranges from £90 to £190 – price increases	-												

<sup>11</sup> [http://www.transportscotland.gov.uk/files/Reported\\_Road\\_Casualties\\_Scotland\\_2011\\_web\\_version.pdf](http://www.transportscotland.gov.uk/files/Reported_Road_Casualties_Scotland_2011_web_version.pdf)

<sup>12</sup> <http://www.isdscotland.org/Health-Topics/Finance/Publications/2012-11-27/2012-11-27-Costs-Report.pdf?96418398619>

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
		with increased rurality]	
	Average cost of an ambulance call out	£244	
	Average attendance at outpatient clinic	£120	
	Average per day cost of a bed in an acute hospital (non-psychiatric)	£569	
	Cost of treatment as surgical inpatient	£3,138	
The societal cost of alcohol misuse 2007 <sup>13</sup>	Average GP or Practice Nurse (PN) consultation	£32	More detail on the total number of estimated incidents of these attributed to alcohol misuse can be found within the full report
	Average per day cost of a psychiatric bed	£315.57	
	A sixth of local authority and NHS expenditure is directly on alcohol-related services	£dependent on total expenditure	Per unit costs for spending on drug and alcohol services are not readily available.
	Cost of custody for alcohol-specific arrest	£141 short stay - £385 longer/overnight stay	England only 2007/08 – Scottish figures are not available
DTTO pilot evaluation 2010 <sup>14</sup>	DTTO start up per client	£2,601	Edinburgh, MidLothian and East Lothian pilot
	Average DTTO cost per client	£8,396	
Sex offenders	<p><b>Registered Sex Offenders</b> Costs for managing Registered Sex Offenders (RSOs) are not readily available, however researchers have demonstrated through cost-benefit analyses that the costs associated with sex offender recidivism greatly exceed the costs associated with providing intervention.</p> <p>On-going management of sex offenders in the community is the responsibility of a variable number of staff from the Police and local authority and calculation of cost per RSO was not undertaken within the Audit Scotland Reducing Reoffending 2012 due to time constraints. Other similar costings have been calculated by Audit Scotland by identifying all the people likely to be involved, averaged their salaries and averaged the time spent on x, to come up with a (rough) estimate. CSPs would be able to use this methodology to calculate these locally.</p>		

<sup>13</sup> <http://www.scotland.gov.uk/Resource/Doc/297819/0092744.pdf>

<sup>14</sup> <http://www.scotland.gov.uk/Resource/Doc/310418/0097967.pdf>

Source	Content		Per Unit Cost(s) [Range if applicable]	Comments
	Circles of support and accountability per offender per year <sup>15</sup>		£9,000	Thames Valley pilot
Scottish Prison Service Annual Report 2011/12 <sup>16</sup>	Annual cost of prison for one prisoner		£32,371	Scotland
	Cost of electronic tagging monitoring (per day per tag)		£13.14	
Offender management – reducing reoffending	Cost per woman under Women in Focus mentoring programme <sup>17</sup>		£1698	From South West Scotland CJA – 2011 evaluation report for ‘Women in focus’ mentoring programme. Based on 980 worker contacts per year per individual.
Scottish Government Economists 2012 <sup>18</sup> – this was used within the Glasgow Persistent Offender’s Project cost-benefit evaluation too and uses the Home Office cost of crime calculations	Crimes of indecency	Rape & attempted rape	£88,731	Based on the calculations within the Home Office report, but part of an on-going project within SG Justice Analytical Services.  Costs for aggravated offences such as domestic abuse, child victim, human trafficking, organised crime and hate crime are not given separately however the cost of the offence type (irrespective of the aggravator) could be used. However it is worth noting the cost for an aggravated offence (both in processing it through the criminal justice system and the cost of the impact on the victim(s)) is likely to be greater than for the same non-aggravated offence, though to what degree is unclear.
		Indecent Assault	£28,726	
		Other indecency	£2,072	
	Non-sexual crimes of violence	Serious Assault	£24,719	
		Robbery	£8,403	
		Other non-sexual crimes of violence	£9,296	
	Crimes of dishonesty	Housebreaking Domestic dwelling / Domestic non-dwelling / Other	£3,770 / £3,427 / £3,427	

<sup>15</sup> [www.cjscotland.org.uk/Commapprmonsexoffenders.doc](http://www.cjscotland.org.uk/Commapprmonsexoffenders.doc)

<sup>16</sup> <http://www.sps.gov.uk/Publications/Publication-4158.aspx>

<sup>17</sup> <http://www.sccjr.ac.uk/wp-content/uploads/2012/10/Women%20in%20Focus%20FINAL%20REPORT.pdf>

<sup>18</sup> PowerPoint presentation delivered at the March 2012 Crime and Justice statistics user day. <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/scotstatcrime/invite/Session1>

Source	Content		Per Unit Cost(s) [Range if applicable]	Comments
and converts them to Scottish crime types		Theft by OLP motor vehicle	£731	
		Theft by OLP non-motor vehicle / Theft from motor vehicle not classified elsewhere	£990	
		Theft of a Motor Vehicle	£4,774	
		Att theft of motor vehicle	£589	
		Shoplifting (1999 figure)	£127	
		Theft not classified as any of the above	£731	
	Misc offences	Minor Assault	£6,700	
		Minor assault of emergency worker	£1,661	
		Breach of the Peace		
		Drunkenness	£2,072	
	Other crimes	Crimes against public justice		
		Handling an offensive weapon	£2,072	
		Drugs		

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments	
	Other crimes			
	Damage	£999		
				Fire-raising
				Vandalism
	Other malicious mischief offences			
Cost of domestic violence 2009 <sup>19</sup>	Domestic abuse (average incident)	£25,560		
Scottish Government Economists 2012 <sup>20</sup>	Average cost per prolific (3 previous) offender	£180,000	Unclear exactly <i>what</i> costs these are – awaiting an update from Scottish Government	
	Average cost per very short term offender (< 6 months)	£277,000		
	Average cost per long term (> 4 years) offender	£147,000		
Audit Scotland	Hourly cost of a police officer	£22.94	This figure has already been incorporated into the economic cost of crime figures, however is included in case of local need to demonstrate police officer costs within local initiatives.	
Antisocial Behaviour costs <sup>21</sup>	<b>Antisocial Behaviour</b> Per unit call out costs for environment officers or noise nuisance teams or other ASB unit costs such as graffiti removal have not been calculated for Scotland – it is part of their normal role and could be calculated locally using the method outlined in the introduction.			
	Mediation cost 2003 (average)	£121	Scotland. Note the date on the figures.	

<sup>19</sup>

[http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=4&ved=0CEkQFjAD&url=http%3A%2F%2Fwww.lancs.ac.uk%2Fass%2Fdoc\\_library%2Fsociology%2F\\_Cost\\_of\\_domestic\\_violence\\_update.doc&ei=pgNLUY\\_ellqHtQbhm4CwBg&usq=AFQjCNH0IZVC6MjTdfPrSE0iD0KEHTwG6Q&bvm=bv.44158598.d.Yms](http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=4&ved=0CEkQFjAD&url=http%3A%2F%2Fwww.lancs.ac.uk%2Fass%2Fdoc_library%2Fsociology%2F_Cost_of_domestic_violence_update.doc&ei=pgNLUY_ellqHtQbhm4CwBg&usq=AFQjCNH0IZVC6MjTdfPrSE0iD0KEHTwG6Q&bvm=bv.44158598.d.Yms)

<sup>20</sup> As 16

<sup>21</sup> <http://www.jrf.org.uk/sites/files/jrf/2181-antisocial-scotland-housing.pdf> and Cyrennians report at [http://www.cyrennians.org.uk/wmslib/PDFs/amber\\_report\\_final.pdf](http://www.cyrennians.org.uk/wmslib/PDFs/amber_report_final.pdf)

Source	Content		Per Unit Cost(s) [Range if applicable]	Comments	
	Legal intervention case 2003	Total average	£3,456	England. Note the date on the figures.	
		Eviction	£9,029		
		Antisocial Behaviour Order (ASBO)	£2,247		
		Interdict	£1,281		
	2006 National Audit Office	Warning letter	£66		
		Penalty notice	£74		
		Acceptable Behaviour Contract (ABC)	£230		
		Injunction	£1,600		
		Prosecution for ASBO breach	£1,500		
	Jill Dando Institute 2003	Cost of abandoned vehicle disposal	£60-£100		
	2003 Crisis	Average cost of tenancy failure	£1,610 - £4,210		-
	2009 Cyrennians report.	Homelessness case	£15,000 (simple) - £83,000 (complex)		Scotland
		Processing a homeless application	£558 (average)		England
Temporary accommodation per week		£74 - £214	Average temporary accommodation lasted 30 weeks in Scotland 2010/11. Please consider these costs with due regard to the new homelessness prevention requirements in Scotland – temporary accommodation costs overall are anticipated to reduce as the new prevention strategy should reduce the requirement for local authorities to use temporary accommodation.		
Possession hearings		£500 to in excess of	Costs vary widely according to whether in-house or commercial		

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments		
		£10,000	solicitors are used, the complexity of the case and whether the case is contested.		
Economic Cost of Fire <sup>22</sup>	No analysis has been carried out into the economic cost of fire in Scotland – the figures below are from calculations done for England in 2003. Other economic costs are included in later reports – 2006 and 2008 – but the former only covers arson and the latter only a small number of per unit costs. Awaiting an update from the SG about the economic cost of fire in Scotland.				
	Deliberate fire		£999	From SG economists 'economic cost of crime' work 2012	
	Resource costs in response to deliberate fire and malicious false alarms		£3,120 [Ranges from £2,699 to £3,771]	Economic cost of fire 2008 – England only. There are other figures contained within the report, however these are only estimates for the average cost per fire which is insufficiently specific to use. The figures in this table do not include average damage costs for this type of incident.	
	Marginal cost for a false alarm		£70.57 [Ranges from £61 to £96]		
	Deliberate fires – response and consequential (including human, property, criminal justice & lost business costs). Breakdowns are available on pg 38 of the report. These calculations differ from <i>non-</i>	All fires		£5,520	Economic cost of fire 2004, DCLG. Caveats:  <ul style="list-style-type: none"> <li>This was calculated for England and Wales only and may not correspond to actual costs in Scotland, particularly when there can be much higher operating cost for FRS in Scotland - five of the Scottish services are among the six most expensive in the UK (for which reasons are unclear though rurality and therefore higher transport costs and higher incident levels may explain some of this). This would predominantly affect the <i>response</i> cost rather than the consequential cost, but it is unhelpful to only look at the consequential response in Scotland without any response cost. In time hopefully consequential and response costs will be calculated for Scotland, however in the meantime using the joint costs for Scotland may be preferable to having no costs or simply using the consequential costs.</li> </ul>
		All primary fires		£12,890	
		All primary fires (excl. vehicles)		£26,140	
		Building		£31,130	
		Domestic		£22,010	
		Commercial		£48,330	
Public sector		£46,150			
Vehicle (excl. derelict)		£4,660			
Outdoor secondary		£1,970			

<sup>22</sup> [http://www.lothian.fire-uk.org/IMAGES/Scotland\\_Together.pdf](http://www.lothian.fire-uk.org/IMAGES/Scotland_Together.pdf) and the figures from Department of Communities and Local Government 2008. are replicated at <http://www.strathclydefire.org/about-us/planning-and-performance/economic-cost-of-fire.aspx>

Source	Content		Per Unit Cost(s) [Range if applicable]	Comments
	<i>deliberate</i> fires which do not have criminal justice costs attached			<ul style="list-style-type: none"> <li>▪ In the short run, the marginal cost of attending an additional fire is likely to be significantly below the average cost, since the FRS operates with sufficient spare capacity to enable them to respond to every incident. Therefore caution should be exercised in assuming that the cost of response would be a realisable saving in the event of preventing a given number of fires.</li> <li>▪ In the long run, some response cost savings may be realisable as a result of fewer fires but as a general rule, we do not recommend the use of the cost of response figures in determining the size of any savings to be made from preventative work. A more appropriate approach would be to approximate the savings from lower costs associated with a reduced use of retained fire fighters and any other savings that can be made from fewer callouts (i.e. less maintenance costs of vehicles).</li> </ul>
	Non-deliberate fires – response and consequential (including human, property & lost business) costs. Breakdowns and more extensive property classifications are available on pgs 41, 43 & 44 of the report	All incidents	£5,500	
		All fires	£9,000	
		All primary fires	£18,500	
		Building	£30,300	
		Domestic	£25,000	
		Commercial	£43,800	
		Agricultural	£65,200	
		Industrial	£45,800	
		Trade	£41,200	
		Public sector	£40,200	
		Other buildings	£38,200	
		Vehicles	£4,400	
		Non building excl vehicles	£2,600	
		Outdoor primary	£13,200	
	Outdoor secondary	£2,000		
	Fatalities and Injuries – human costs only	Fatality	£1.375m	Taken from the Government’s Economic Cost of Fire 2004 report – the base figures for ‘human costs’ are explained within the document but essentially comprise healthcare costs, lost output and emotional & physical suffering. They are based on the figures calculated by the Department of Transport in relation to road casualties.
		Serious injury (all burns and 1 in 4 smoke inhalation)	£155,000	
		Slight injury (all others not included above)	£12,000	To accurately assess the cost of these types of fires, response and other costs would need to be added to these (depending on the building type and other damage etc) to accurately calculate the total

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
			cost of a fatal fire. This can be done using the 2004 report. Here for simplicity you can add £4083 to the total cost to reflect the 'average fire' figures (response, property damage and criminal justice costs).
NHS Scotland Costs Book <sup>23</sup> Chief Medical Officer's Report 2006 <sup>24</sup>	Alcohol Brief Intervention	£25	Scotland
	Murder – CMO 2006 report	£1.3million	Total – not just the health costs.
	Serious Assault – CMO 2006 report	£19,000	The same report gives a figure of 3-6% of total NHS budget spent on treating violence = £400million (no detail re cost per incident)
Improvement Service Local Government Benchmarking Framework	CHN1 - Cost Per Primary School Pupil	4899.41	Scotland 3year average from 2010/11 to 2012/13.
	CHN2 - Cost per Secondary School Pupil	6515.72	
	CHN3 - Cost per Pre-School Education Registration	3250.11	
	CORP 4 - The cost per dwelling of collecting Council Tax	13.69	
	SW1 - Older Persons (Over65) Home Care Costs per Hour	20.22	
	SW5 - Older persons (over 65's) Residential Care Costs per week per resident	394.21	
	C&L1 - Cost per attendance at Sports facilities	4.29	
	C&L2 - Cost Per Library Visit	3.52	
	C&L3 - Cost of Museums per Visit	4.29	
	C&L4 - Cost of Parks& Open Spaces per 1,000 Population	35017.29	
ENV1 - Gross cost of Waste collection per premises	82.70		

<sup>23</sup> <http://www.isdscotland.org/Health-Topics/Finance/Costs/>

<sup>24</sup> <http://www.scotland.gov.uk/Resource/Doc/203463/0054202.pdf> which uses a 'police research group – England and Wales' as the source

Source	Content	Per Unit Cost(s) [Range if applicable]	Comments
	ENV2 - Gross cost per Waste disposal per premises	106.90	
	ENV3a - Net cost of street cleaning per 1,000 population	19309.49	
	ENV4a - Cost of maintenance per kilometre of roads	6855.98	
	ENV5 - Cost of trading standards and environmental health per 1,000 population	23768.91	