



APPROPRIATE ADULT PROVISION IN ENGLAND AND WALES

**Report prepared for the Department of Health and the Home Office
by**

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1. Introduction

In 2007 Lord Bradley was commissioned to undertake a review of people with mental health problems or learning disabilities in the criminal justice system. The Bradley Report was published in April 2009 and set out 82 recommendations which were all accepted in principle by the Government. The overarching recommendation of the report was the need for better and earlier identification and assessment of mentally vulnerable people in the criminal justice system and improved information sharing. Bradley believed that more informed charging, prosecution and sentencing processes and decisions would lead to more vulnerable adults being treated in the community. At the same time it should ensure that those in prison would receive more targeted and effective health and social care.

In response to the Bradley Report, the Government published the cross departmental *Improving Health, Supporting Justice* delivery plan. The aim of the plan is to improve healthcare and other services for vulnerable adults in the criminal justice system. The plan provides a strategic framework allowing local services to deliver quality improvements, ensuring these are communicated throughout relevant health and criminal justice organisations. It sets out the activities needed to support the improvements and timescales for each deliverable activity. There are two key deliverables in the plan that relate to appropriate adults (AAs):

- *to understand the training needs of appropriate adults and other third parties coming into custody by 2011*
- *to consider a review of appropriate adults in police stations by April 2010*

NAAN is currently working with the Home Office (HO) and the Department of Health (DH) on these key deliverables.

In May 2010 NAAN undertook a baseline survey of AA provision throughout England and Wales. A detailed questionnaire was distributed to all police forces in England and Wales through the Association of Chief Police Officers (ACPO). It was designed to get an up to date picture, both quantitative and qualitative, of the provision of AA services from a police perspective, aiming to identify barriers to, and problems with, service provision and delivery for both vulnerable adults and juveniles. A copy of the questionnaire is attached as the Appendix.

This survey builds on and updates previous reports on appropriate adult provision in England and Wales. In 2006 NAAN published a report of AA provision in England and Wales for the Home Office¹. This focussed on the provision of professional (i.e. non familial) appropriate adult services. As part of its response to the PACE review, in 2008 NAAN conducted a further survey of its members and police forces. This survey informed NAAN's response to the PACE Review Consultation which concentrated on the ten proposals affecting the role of the AA as outlined in chapter 13: Community Engagement in Custody².

¹ <http://www.appropriateadult.org.uk/naan-aa-report>

² <http://www.appropriateadult.org.uk/NewsItems/1112936277406-8958/item/1174384443953/PACE-review>

The 2010 survey sought to review the need for appropriate adults (i.e. both familial and professional) for vulnerable adults and juveniles at local, regional and national levels. We also wanted to measure and understand levels of satisfaction with professional AA services, whether provided by statutory services or subcontracted to the private or third sector. NAAN also needed to see if AAs were being used routinely in identification and charging procedures. Finally we wanted to identify the number of 17 year olds detained in police custody.

The survey was sent to all 43 police forces across England and Wales via the ACPO. Of the 43 questionnaires that were distributed, 34 were completed and returned; this included the Metropolitan Police Service (MPS) and the British Transport Police (BTP). The MPS collated information from all 32 London boroughs and the BTP collated information from their custody suites across the country.

2. Survey Results

Due to the level and lack of consistency of responses to the survey it has not been possible to understand fully the need for appropriate adults on a regional or local basis. We have, therefore, decided to look at the data across England and Wales as a whole. However, due to the complexity of appropriate adult arrangements across London and for the BTP, they are presented as separate sub reports.

2.1 Total Figures for England and Wales (excluding London and the British Transport Police)

Only thirteen police services answered any of the questions relating to the number of AA requests per month and the number of referrals to professional services. Only six answered all four questions. Some of the figures that were supplied were estimates. It is, therefore, not possible to give any accurate figures for the whole of England and Wales.

It is clear though that the vast majority of requests for appropriate adults were for juveniles (88% of the total figure). The average number of requests for appropriate adults for juveniles ranged from just 16 to 940 a month.

The number of adults identified as vulnerable varied considerably and did not necessarily appear to be related to the population size of the area covered. One county force identified an average of just four vulnerable adults a month, while another apparently similar sized county had 120.

It is interesting to note that the prevalence of mental health and learning disability/difficulty in prison is high compared to the apparent levels of need indicated in custody. 72% of male and 70% of female prisoners were identified as having two or more mental health disorders³. A more recent report also suggested that 20 – 30% of offenders have a learning difficulty or learning disability.⁴

³ Mental Health and Social Exclusion, Social Exclusion Unit, (2004), citing, Psychiatric Morbidity Among Prisoners in England and Wales, ONS, (1997)

⁴ No One Knows, Prison Reform Trust (2007)

2.2 Referrals to professional appropriate adult services (excluding London and the BTP)

Professional appropriate adults are defined as those coming from an organised appropriate adult service who have been trained and CRB checked, whether they are paid staff or volunteers. They can be supplied directly by youth offending teams or local authorities or by voluntary or private sector organisations.

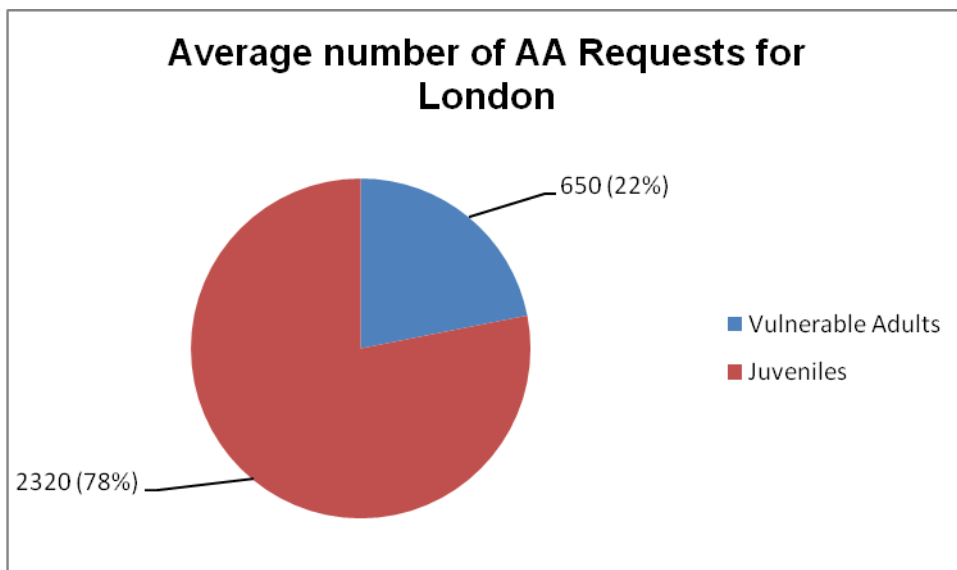
With regard to vulnerable adults, the survey showed that in 14 areas the service was provided by a subcontracted private or third sector organisation. In 12 areas social services respond to the need; three areas have a mix of contracted services and social services. A further two forces did not answer this question and one respondent stated there were no services for adults. Only 18 respondents could provide figures indicating the average level of need per month, this ranged from 3 to 450 referrals. It was interesting to note that where services were contracted out, the average number of adults per month identified as vulnerable was 47. In contrast, where social services are used, the average was 26 per month. Where social services are providing this service, it is not clear from the police responses whether the service is delivered through a dedicated team of appropriate adults or whether social services staff provide ad hoc cover as a part of their general duties.

For juveniles the majority (16) of AA services are provided directly by youth offending teams; this makes up 50% of the total figure. In 12 areas, YOTs subcontract to third or private sector organisations. One police force indicated a mix of contracted services backed up by social services, and three respondents did not answer the question. The average level of need per month ranged from 16 to 700 referrals per month. One force identified an average of 940 juveniles per month but could not differentiate between familial and professional appropriate adult provision.

The figures seem to indicate that where social services are the primary provider of services, fewer adults are identified as vulnerable. However, clearer data and further research would be needed to clarify this.

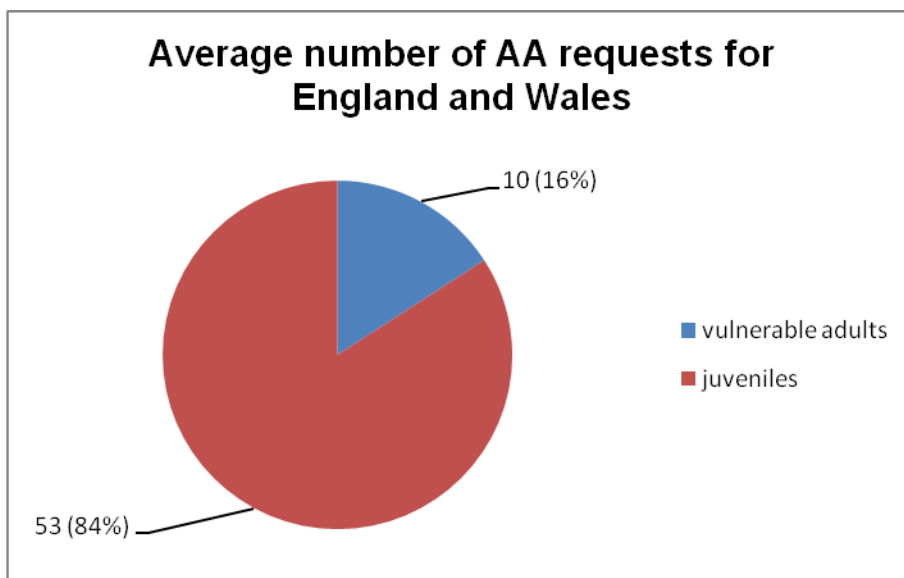
Overall the data was confused with some police forces providing information for the overall average numbers of AA referrals per month and others providing data for the average numbers of referrals made to professional services only. As already indicated, very few forces were able to supply both sets of figures. Therefore, it has not been possible to contrast these and provide an overall picture of the need for AAs nationally or regionally or understand the level of 'familial' AAs undertaking the role.

2.3 London Sub Report



The above chart shows the average number of appropriate adult requests per month for the whole of London. The average range across all boroughs was 2 to 50 per month for adults and from 3 to 138 per month for juveniles. There is no service that covers the whole of London; instead boroughs make their own arrangements for AA cover particularly for vulnerable adults. Due to the complex nature of these arrangements it was not possible to identify the numbers or percentages of those referred to professional services. No information was provided about the levels of satisfaction with the professional services.

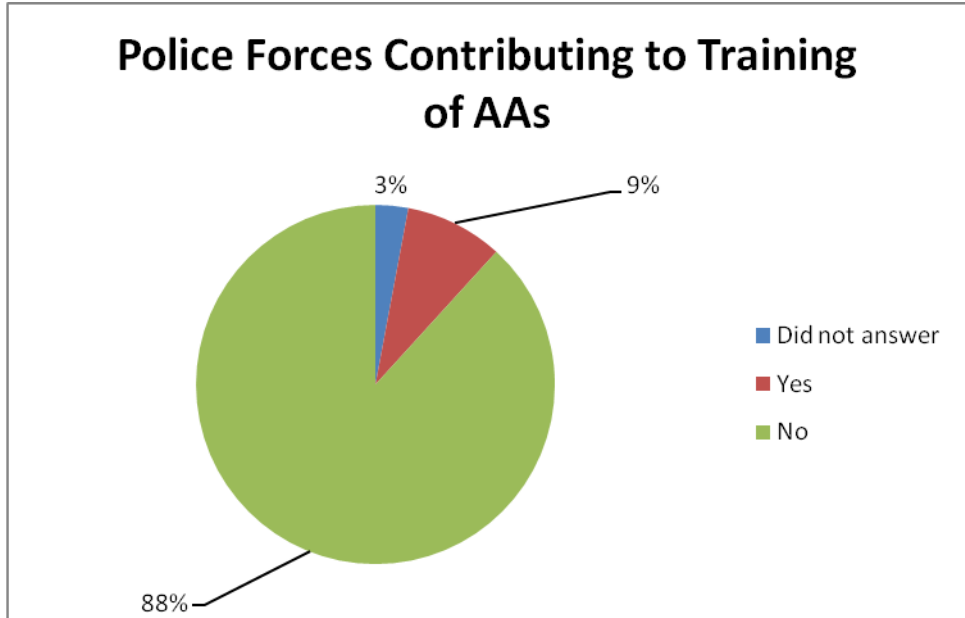
2.4 British Transport Police



British Transport Police cover the whole of the country. The above table relates to the six permanent custody suites of the BTP, four of which are in London and two in the North West region. The average range of requests per month across all areas for juveniles was 2 to 14; the range for adults was 1 to 4. With the exception of one area, where social services respond to the need, BTP have contracted a private

sector organisation to supply their appropriate adults. This is apparently because BTP is not included in local or area AA contracts or as a part of standard YOT provision.

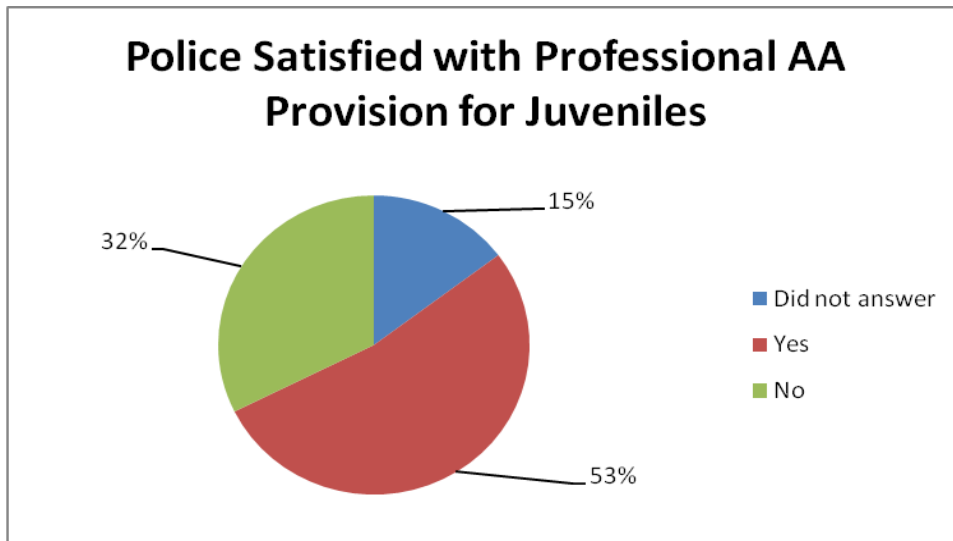
2.5 Police involved in appropriate adult training



The vast majority of police forces do not appear to contribute to the training of AAs in their area. Of the eight that do, the involvement ranges from providing input as needed, for example arranging visits to custody suites, to providing a '4 hour Police and Custody module' for volunteers. In one area the police force is developing an in-house scheme by training volunteers to respond to the needs of vulnerable adults. The implications of this will be discussed later in the report.

NAAN's National Standards recommend a minimum of eighteen hours training and two shadow visits. The training should include a familiarisation visit to the local police station.

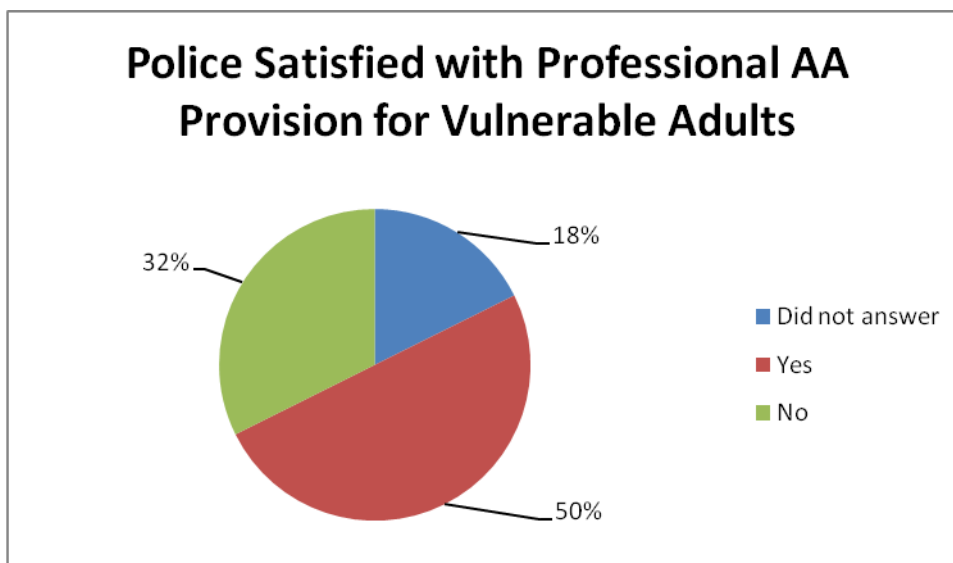
2.6 Police Satisfaction with Professional AA Services for Juveniles



Over half of police forces claimed they were generally satisfied with professional appropriate adult services provided for juveniles. There was a mix of services where YOTs either provided the service 'in house', sometimes relying on local authority Emergency Duty Teams (EDT) to cover out of office hours, or have subcontracted the full service to third or private sector organisations. Generally when the services were contracted to third or private sector organisations police were satisfied with both regular and out of hours coverage.

Over 40% (14) of forces expressed frustration with out of hours services. Some respondents stated that longer hours would be beneficial and others that there were no services between 10 pm and 8 am, or that there was no service provision after midnight. However, no evidence of need for a 24 hour service was provided. It is unclear from the responses how much the dissatisfaction indicated refers to a wish for 24 hour AA cover or refers to concerns about AA services in the evenings and at weekends.

2.7 Police Satisfaction with Professional AA Services for Vulnerable Adults



Half of all respondents claimed to be satisfied with the professional services provided for vulnerable adults. In two areas no professional services appeared to be available. In the areas where services are provided there is a mix of social services, third and private sector providers.

In the seventeen areas where forces claimed to be satisfied 12 services were provided by third or private sector organisations, two were provided by a mix of third sector organisations and social services, one was provided solely by social services and two did not indicate who provided their appropriate adults. In the areas where police claimed to be dissatisfied with services seven were delivered by social services, two were provided by third sector organisations and one was a mixture of a third sector provider and social services. Six forces did not give information about the provider.

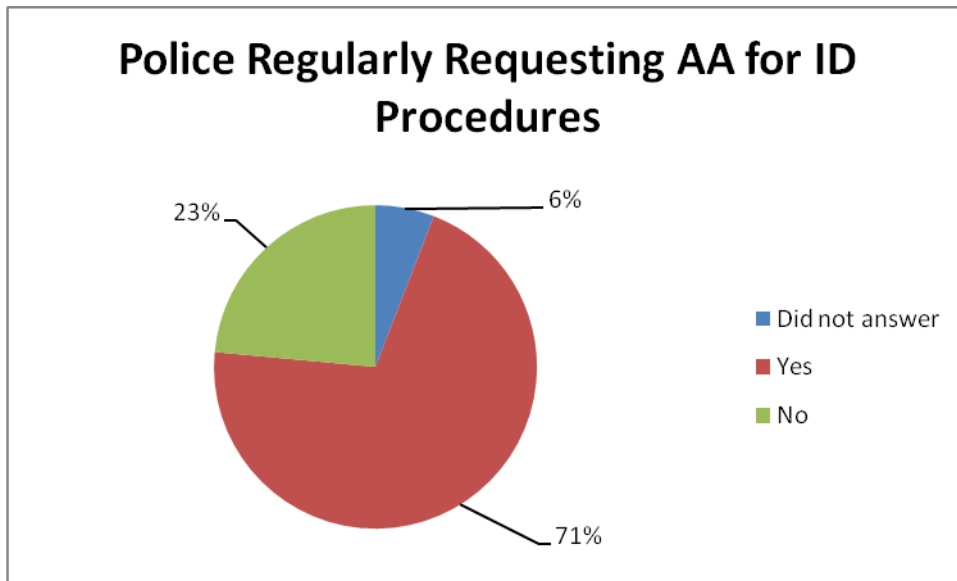
Again there was a range of reasons given for dissatisfaction with the delivery of professional services for vulnerable adults ranging from inconsistency in delivery to lack of out of hours services. Most forces commented that the poor level of service provision was due to a lack of statutory responsibility for vulnerable adults.

Just under a third (10) forces expressed frustration with out of hours services. As with juveniles some respondents claimed that longer hours would be beneficial and others that there were no services between 10 pm and 8 am or that there was no service provision after midnight. Again no evidence was given for the need for a 24 hour service. As with the service for juveniles, it is unclear from the responses how much the dissatisfaction indicated refers to a wish for 24 hour AA cover or refers to concerns about AA services in the evenings and at weekends.

The survey identified that combined schemes (i.e. predominately one organisation providing AA services to both adults and juveniles) were operating in 9 areas across the country. In these areas three forces expressed dissatisfaction with the services provided. This was predominantly due to out of hours cover where one respondent commented that 'longer hours would be beneficial', another that 'when the voluntary services go off duty and the out of hours service take over the service is poor'.

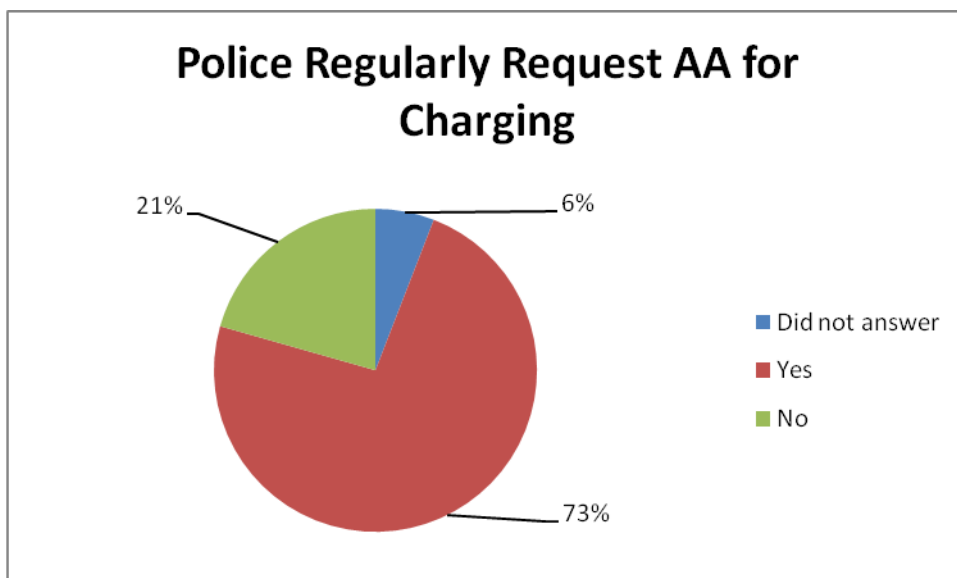
However, all of the forces claiming to be dissatisfied with AA provision recognised that the combined service was good during office hours. The remaining six forces claimed to be satisfied with the provision of combined services. Overall then, the satisfaction level was higher in areas where combined schemes were operating.

2.8 Police Regularly Requesting Appropriate Adults for ID Procedures



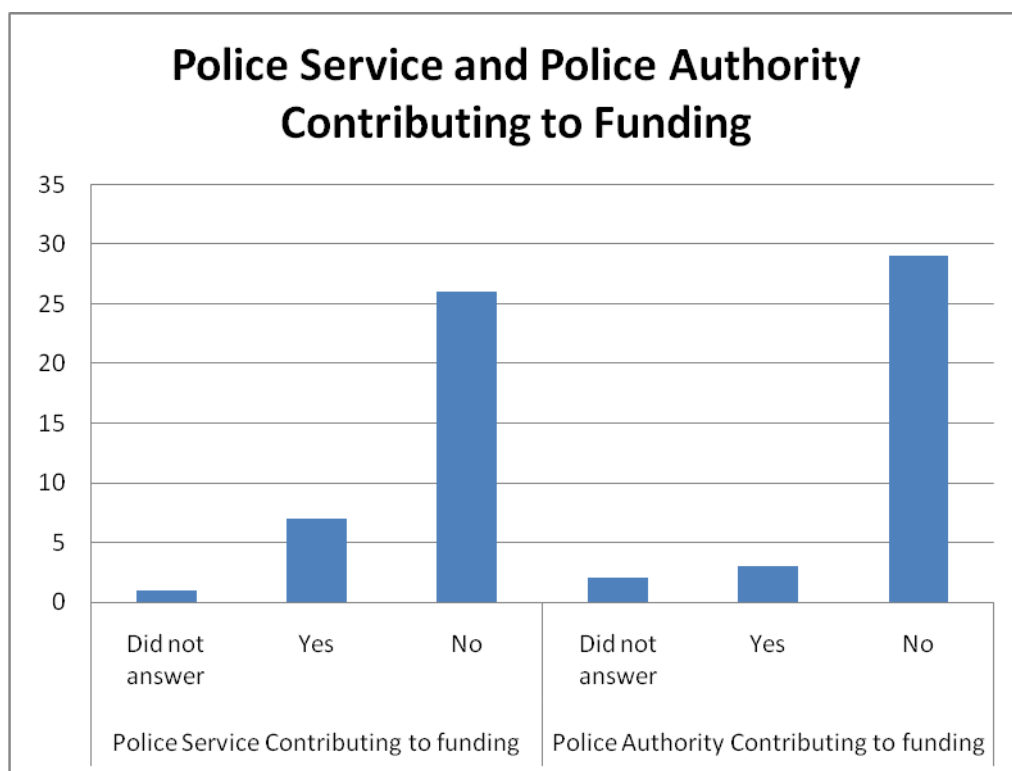
The majority of police forces indicated that they were regularly requesting AAs for identification procedures, however, over a fifth of forces do not. It is not clear why 23% of respondents do not request AAs for these procedures as this is a requirement in the PACE Codes, but we are aware that, over the past few years, different police services have interpreted the need for AAs during ID procedures in different ways.

2.9 Appropriate Adults Regularly Requested for Charging



Almost three quarters of respondents routinely request AAs to attend for charging. In contrast just over a fifth do not. Two forces did not answer the question. It is not clear from the information provided why AAs are not routinely requested for charging procedures.

2.10 Contributions to Funding



The vast majority of police forces and police authorities outside London (over three quarters) do not contribute to the funding of AA schemes in their area. Of the eight police forces that do, their contributions range from participating in joint funding arrangements to fully funding a scheme.

Of the two police authorities providing funding, one provides a 'grant pool of funding' to six YOTS. Although this is not specifically for AA provision, it is implied that it contributes to it. The other is providing full funding for a pilot scheme covering vulnerable adults in the force area. The issue of police fully funding or directly funding AA schemes will be discussed later in the report.

We do not have figures on funding contributions for London boroughs, although we are aware, anecdotally, that some services in London do pay directly for AA provision on occasion.

2.11 Average number of 17 year olds for England and Wales

All but three respondents were able to provide accurate figures in response to this question⁵. The average number of 17 year olds detained per month across England and Wales, excluding London, ranged from 24 to 632. Across London the average number was 1122 per month, which when added to the figures for the rest of England and Wales, gave a total average of 6288 17 year olds detained per month. It is important to note that this is not a complete figure as nine forces did not respond to the survey and three did not answer this question.

⁵ BTP figures were very low and are excluded from this range of figures as they would distort the analysis.

3. Analysis

3.1 Police data

Overall the quality of the data provided by police forces was poor. The majority of respondents had only partial, or no information, on either the total need for AAs or of the numbers provided by professional AA services. Due to the inconsistency in the data the real demand for AA provision is not clear, nor is the percentage of AA requests that go to professional services. However, there are some major points that can be made.

Firstly, the figures show that appropriate adult requests for juveniles far outweigh those for vulnerable adults.

Secondly, there appears to be a clear disparity between the number of adults identified as vulnerable in police custody and morbidity levels of mental disorder in prisons and offenders with either learning difficulties or disabilities. This would suggest that mental vulnerability is massively under-identified in police custody, although, as we do not have overall figures for the number of adults detained in custody, we can't make direct comparisons. It is also worth noting that the research into morbidity levels of mental disorder in prisons was conducted in 1997.

Thirdly, it seems clear that current data capture methods used by the police vary from force to force, are not consistent across police authority areas and do not record the need for an AA (other than on individual custody records). This means that the police have to rely on anecdotal evidence when describing the need for a service in their area.

It also seems clear that many police forces do not have a relationship with providing organisations in their area. NAAN would expect any force, as stakeholders in their local AA scheme, to be able to request statistical information from their local professional AA service. NAAN recommends to its members that all professional appropriate adult schemes should develop a stakeholder group where both qualitative and quantitative information is shared.

It is unclear why three forces failed to answer the question about the provider of the appropriate adult service. It is particularly concerning that these forces did not appear to know who provided the AA service for juveniles, given that the YOTs have the statutory responsibility for this under the Crime and Disorder Act (1998)

Finally, current local AA arrangements do not appear to take the needs of British Transport Police into consideration. The need for AAs by BTP across the country is relatively low when compared with other forces. There are six temporary custody suites across the country and BTP also use the custody facilities of regional forces. At present BTP contract a private provider to supply AAs in all except one area, this includes cover for juveniles. This is not an ideal arrangement as the British Transport Police are purchasing the service directly which can lead to blurring of the independence of the AA role. In addition where services are required for juveniles, as already stated, YOTs have a responsibility to provide an AA for all juveniles

detained in police custody in their area. It should, therefore, not be necessary for any police force to have to 'buy in' additional AA services for juveniles.

3.2 Police satisfaction

Half of the respondents were satisfied with the professional services for both juveniles and vulnerable adults. However, there were two main points of concern for the majority of respondents: firstly, the inconsistency of out of hours provision for both groups and secondly, the poor or non-existent service for vulnerable adults in some areas due to the continuing lack of statutory responsibility for AA services for vulnerable adults.

From the survey results it is clear that AA services for juveniles are generally good and provided to a satisfactory level during office hours (these vary, but generally means AA cover between around 9 am to 5.30 pm Monday to Fridays). The model for out of hours services varies widely across the country. On the whole those services provided directly by the YOT, or by subcontracted third or private sector providers using either paid workers or volunteers, seem to work well with good response times for the police.

Nevertheless, the out of hours provision for juveniles appears to be patchy and inconsistent in some areas, with 14 forces stating this specifically. This appears to be a particular issue when out of hours services are provided by local authority Emergency Duty Team (EDT) social workers, but further information is needed to clarify this. EDTs have limited resources, usually operating with only one member of staff on duty. They have a heavy workload with many conflicting priorities. This can lead to significant delays in responding to AA requests. It is unclear whether EDTs are made aware of the YJB Case Management Guidance (in terms of a commitment to response times, using trained staff etc.) before taking responsibility for this duty as agents of the YOT.

The majority of respondents expressed frustration at the lack of any statutory responsibility for AA services for vulnerable adults. Provision for and funding of services for vulnerable adults varies widely across the country. Some are funded through a joint commissioning process for adult services. In some areas authorities have decided to pool resources and provide a combined AA service for vulnerable adults and juveniles. In other areas the local authority may subcontract the service during the office hours allowing the EDT to pick up services in the evening leading to confusion and delays in custody. One respondent commented on the issue of 'gate-keeping' by their local authority where many phone numbers are provided for different local authority departments and no-one actually responds to the requests. In half of the police forces across the country there is no organised AA service at all for vulnerable adults.

Many forces expressed frustration with the lack of statutory responsibility leading to significant delays in custody. As one respondent commented:

'...however, there is no statutory requirement for social services to provide this service even when requests are made. Therefore, there needs to be an

executive decision and legislation to make the provision a statutory responsibility of local authorities/healthcare...'

Many respondents identified the need for better out of hours provision for both adult and juvenile services with some indicating a wish for a 24 hour service. Currently we have no statistical information about the actual level of need for such a service. The PACE Codes specify the need for rest periods and it is not generally considered good practice to interview detainees in the middle of the night. If 24 hour services were made available, this would significantly increase the cost in terms of management, back-up support and actual delivery for what could only ever be a very limited demand.

3.3 17 year olds

The majority of respondents were able to accurately answer this question, providing a relatively good indication of the levels of need for this vulnerable group. However, due to the level of response to the survey the true figure remains unclear. The data does suggest that raising the age of juveniles to include 17 year olds, and, therefore, extending the automatic right to an appropriate adult to this group, would have significant resource implications for YOTs and schemes providing an AA service to juveniles.

3.4 Charging and ID procedures

The survey results indicate inconsistencies in requesting appropriate adults for both identification procedures and for charging/disposal. Whilst the majority of forces routinely request AAs for these procedures just over a fifth do not.

For a variety of reasons, appropriate adults may be unable to wait for what can be a considerable time for the Crown Prosecution Service decision on charging. The PACE codes state that there is no power under PACE to detain someone solely to wait for an appropriate adult and that the absence of an AA should not delay the disposal stage of the process (code 16C). Based on the data it would seem that the practice for charging is confused and lacks consistency for both juveniles and vulnerable adults. Many vulnerable people are charged without an appropriate adult. This is concerning as disposal is increasingly complex with many outcomes needing to be explained to detainees. For example bail conditions can often be confusing and complex and, without an appropriate adult to facilitate communication, the detainee may not fully understand these.

In terms of identification procedures it is not clear why so many forces do not routinely use appropriate adults. Unlike the issue of charging and disposal there is no ambiguity here as the PACE codes clearly state that an AA is required to support vulnerable suspects with these procedures. In 2008 NAAN raised this issue with the Home Office who confirmed that, as stated in the PACE codes, AAs needed to be present for all ID procedures. It is concerning that this is routinely not adhered to by many forces across the country.

4. Conclusion and Recommendations

The lack of accurate figures for the need for appropriate adults from police forces across the country has been shown through the responses to the questionnaire.

- 1. NAAN recommends that the need for an appropriate adult is recorded in a searchable field on all custody records and that the record also shows whether a familial or professional AA is used.**

The apparent under-identification of mental vulnerability among adults in custody is concerning. It is clear from the Bradley Report and the *No One Knows* research that many offenders end up in prison before any learning difficulties or mental health problems are identified. Thus opportunities for diversion from the CJS and effective early intervention are missed.

- 2. NAAN recommends that further work is done by the police and partner agencies on improving the accuracy and consistency of the identification of mental vulnerability among adults in police custody.**
- 3. NAAN recommends that research is undertaken to find out the number of adult detainees identified as vulnerable as a percentage of the overall number of adult detainees in custody.**

The overall satisfaction levels of the police with their local appropriate adult service is very similar to what it was in 2005, when NAAN undertook its first survey. The evidence from the current survey indicates that this is because the two main issues raised in that report have still not been addressed. These concern the inconsistency of AA services for vulnerable adults and the variable service for juveniles 'out of hours'. It is clear that expecting local authority social services departments and emergency duty teams to pick up appropriate adult requests, along with all their other work, is not an adequate solution during office hours or out of hours. This is likely to become even more problematic as the financial cuts begin to take effect.

- 4. NAAN recommends that statutory responsibility for appropriate adult services for vulnerable adults is given to local authorities. Alternatively, if the plans to transfer responsibility for health care provision in police custody from police authorities to health authorities goes ahead, consideration should be given to including responsibility for appropriate adult services in that package. In either case adequate funding should be provided for this service.**
- 5. NAAN recommends that the Ministry of Justice (which we expect to take on some of the roles and functions of the Youth Justice Board) considers ways of ensuring that youth offending teams do deliver an effective appropriate adult service at least in line with the existing Case Management Guidance which draws on NAAN's National Standards.**
- 6. NAAN recommends that youth offending teams ensure that any organisation delivering the AA service for juveniles on their behalf can, and**

do, meet at least the minimum requirements outlined in the YJB Case Management Guidance.

The survey indicates that a combined service for vulnerable adults and juveniles can be better for the police in terms of consistency and simplicity. Feedback from NAAN members suggests that these services can be very cost effective particularly in areas where demand is relatively low.

- 7. NAAN recommends that in areas where there is currently no organised service for vulnerable adults, consideration should be given, by the local authority (which has overall accountability for the youth offending team), to developing a combined scheme.**

Given the level of need indicated by the British Transport Police it is unclear why they are not included in local arrangements. Current arrangements lead to inconsistent services and to the BTP paying for services for juveniles which, in NAAN's view, should be provided (or commissioned) by the local YOT.

- 8. NAAN recommends that British Transport Police custody suites and BTP detainees held in local police custody suites are included in, and covered by, existing local appropriate adult services.**

NAAN was concerned to see that some police forces appear to breach the PACE Codes with regard to AA attendance for ID procedures.

- 9. NAAN recommends that all police forces adhere to the PACE Codes and ensure that appropriate adults are present for all ID procedures for juveniles and vulnerable adults.**

We were also concerned about the inconsistency with regard to requesting appropriate adults for charging. There appears to be a mixed message in PACE where it is indicated that an appropriate adult is required but the process should not be delayed solely to wait for one. This seems to imply that there is no need for an appropriate adult unless they are already in attendance at the police station. NAAN believes it is good practice, and in line with the spirit of PACE, to have an appropriate adult present for charging as it is important for detainees to understand any obligations placed upon them with regard to court appearance or to understand (increasingly complex) bail conditions.

- 10. NAAN recommends that consideration be given to amending the PACE Codes to require an appropriate adult to be present for charging or other disposal unless this would result in an unreasonable delay.**

NAAN believes that AA services work best where there are good links with the local police. This should include regular liaison and involvement in training.

- 11. NAAN recommends that all police forces should have an active involvement with their local scheme through participation in a liaison/steering group and by participation in the training of appropriate adults from their local scheme.**

Although good links are important, NAAN believes that appropriate adult services need to be, and be seen to be, completely independent from the police. We are, therefore, concerned when the police attempt to set up appropriate adult services themselves, although we understand the frustration that leads them to do this. At the same time while we understand why police forces sometimes resort to paying for appropriate adult services directly, we believe that this is contrary to the spirit of PACE and could appear to undermine the independence of the role.

12. NAAN recommends that police forces and/or police authorities contribute to a pool of funding to help ensure a more effective comprehensive service, rather than directly funding or running AA services themselves.

There is ambiguity over the issue of 17 year olds which can lead to major confusion in custody. They are considered as children under the Children's Act (1989), and will appear in Youth Courts, but are treated as adults under PACE whilst in police custody. Her Majesty's Inspectorates have raised concerns about this anomaly in their joint inspections of police custody. This issue has already been addressed in Northern Ireland where 17 year olds in police custody are now treated as juveniles and have the right to an appropriate adult. Recently the right to support for a vulnerable child witness in court has recently been extended to 17 year olds. This issue needs to be addressed through legislation in spite of the clear resource implications. There is anecdotal evidence that some police forces are anticipating a change in legislation and are working with YOTs to provide AAs for this group. However, these are local arrangements and are not enforceable.

13. NAAN recommends that legislation is introduced as soon as possible to designate 17 year olds as juveniles under PACE, thus giving them the automatic right to an appropriate adult when in police custody. The cost implications of this must be addressed by central and local government.

Finally, NAAN believes that for vulnerable adults the support of an appropriate adult can be a crucial first step in the criminal justice system. In addition to providing immediate support, the fact that an AA was called, if recorded as suggested above, could be used to flag up the need for other services.

It could, for example, trigger a request for a screening or assessment for adults with suspected learning disabilities. It could suggest a referral to other services. If the detainee was charged, this information about vulnerability could travel with them to court where they would be more likely to receive support. Throughout the process, there would be more opportunities both for diversion away from the criminal justice system and for the provision of suitable support. It should contribute to a reduction of the inappropriate (and expensive) imprisonment for so many individuals with learning difficulties or mental health problems.

5. Executive Summary

1. In April 2010, the National Appropriate Adult Network on behalf of the Home Office and Department of Health undertook a survey of Appropriate Adult services in England and Wales. Questionnaires were distributed to all 43 police forces via ACPO and the Home Office. 34 were completed and returned.
2. The survey showed that the majority of requests for appropriate adult services were for juveniles. The average number of requests for vulnerable adults was significantly less. However, the total figure for AA requests across England and Wales is unclear as many forces provided either partial or no information and only a few were able to provide data relating to both familial and professional AA levels.
3. The majority of the professional schemes provided for vulnerable adults were subcontracted to either third or private sector organisations. In contrast, the majority of provision for juveniles is provided directly by youth offending teams. The data suggested that where social services are the primary provider of services fewer adults were identified as vulnerable. The reason for this is unclear and would need further research to clarify and understand this.
4. Just over half of police forces claimed to be generally satisfied with the professional appropriate adult services provided to juveniles. However, over 40% of respondents expressed frustration with out of hours services provided to juveniles.
5. Half of respondents claimed to be satisfied with the professional services provided to vulnerable adults. The reasons for dissatisfaction ranged from, inconsistency in service delivery to a lack of out of hours services. Most forces recognised that the poor service provided to vulnerable adults was due to a lack of statutory responsibility for this group.
6. Most forces (71%) indicated that they would routinely request appropriate adults for identification procedures. It is unclear why over a fifth of respondents do not request AAs for these procedures given that it is a requirement in the PACE Codes.
7. The majority (73%) of respondents routinely request appropriate adults to attend for charging procedures. Again it is unclear why just over a fifth of respondents do not request AAs for these procedures.
8. The majority of police forces and police authorities do not contribute to the funding of appropriate adult services in their area.

9. The majority of forces were able to provide accurate figures of the average number of 17 year olds detained in custody per month. The average number ranged from 24 to 632 across England and Wales, excluding London. The average number for London was 1122 per month. The total average including London was 6288 per month.
10. The quality of data regarding the need for appropriate adults is poor across England and Wales. The majority of forces could not differentiate between requests for familial and professional AAs. All forces need to review their data capture methods to include a method of tracking the need for appropriate adults in their area.
11. At present British Transport Police are not included in local appropriate adult arrangements and (with the exception of one area) contract their own AA services, even for juveniles for whom the local youth offending team has a clear statutory responsibility.
12. The appropriate adult role needs to be seen as a vital first step in the criminal justice system for vulnerable adults. If the use of AAs was recorded, it could be used to identify the need for other services or interventions (e.g. diversion), either in the CJS or as through a referral to other services/agencies.

Appendix



REVIEW OF APPROPRIATE ADULT SERVICES IN ENGLAND AND WALES 2010

Police Service Questionnaire

Police Service name:				
Contact name:				
Contact email:				
Geographical area covered:				
Country or English region in which service is based (circle as appropriate or type in region here):				
Wales/ North East/ North West/ Yorkshire and Humber/ East Midlands/ West Midlands/ London/ Eastern/ South East/ South West.				
Number of police stations/custody suites:				
In total for all custody suites:				
Average number of requests made for AAs per month:	Juveniles		Vulnerable Adults	
Average number of AA requests referred to a professional AAⁱ service because parents or carers are unavailable:	Juveniles		Vulnerable Adults	
Name of organisation(s) (if any) providing the professional AA service for:				
Juveniles				
Adults				
Is your Police Service involved in the training of AAs?		Yes <input type="checkbox"/>	No <input type="checkbox"/>	
If so, please give details:				

With regard to 'professional' AAs, are you satisfied with the service provided for juveniles in terms of response times, service out of hours, professionalism of AAs, liaison and communication?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If not, what would you want to see improved?		
With regard to 'professional' AAs, are you satisfied with the service provided for vulnerable adults in terms of response times, service out of hours, professionalism of AAs, liaison and communication?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If not, what would you want to see improved?		
Does your Police Service routinely request an AA presence for all ID procedures?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Does your Police Service routinely request an AA presence for all charging and other disposals?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Does your Police Service provide any funding directly or indirectly to the AA service?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If so, please give details:		
Does your Police Authority provide any funding for the AA service?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
If so, please give details:		
FINALLY:		
On average, approximately how many 17 year olds are detained in all your custody suites each month?		

ⁱ By 'professional AA service' we mean trained and CRB checked Appropriate Adults, whether paid or volunteer, provided directly by YOTS or Local Authorities, or by voluntary or private sector organisations who attend when parents, family members or carers are unavailable.