



An economic analysis of alternatives to long-term detention

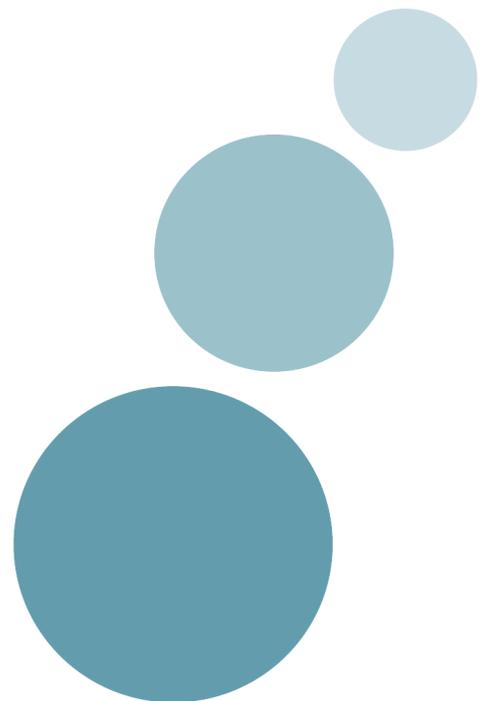
Final Report

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1.0 Executive summary

The objective of this research was to determine the cost savings associated with the timely release of migrants pending removal who are currently detained for long periods only to be released back into the community.

The UK Border Agency (UKBA) recommends that detention only be used for the shortest period necessary, pending resolution of immigration cases, i.e. removal or the determination of outstanding appeals (Home Office, 2011a). However, in practice, a significant number of individuals are held in detention for long periods before, ultimately, being released back into the community without resolution of their cases (Home Office, 2011b).

Around 26,000 migrants enter detention per year. It is estimated that nearly 11 per cent of individuals entering detention spend greater than 3 months in detention, and 2 per cent spend greater than a year (Home Office, 2011b). Almost 40 per cent of detainees who spend more than 3 months in detention are eventually released into the community with their case still outstanding (Home Office, 2011b).

The UKBA currently carries out a risk assessment of ex-offenders prior to the decision to detain (UKBA, 2011a). The scope of this risk assessment could be extended in order to identify those individuals who cannot be deported within a reasonable and lawful period of detention, and who will, therefore, eventually be released back into the community. Early identification and timely release of these individuals would save the cost of their protracted and fruitless detention. This more efficient use of detention space would mean that the same numbers of removals could be achieved using a reduced number of detention spaces.

The analysis summarised in this report estimates that an improved risk assessment could result in cost savings of £377.4 million over a 5-year time period. This estimate comprises:

- £344.8 million in detention cost savings over 5 years.
- £37.5 million in avoided unlawful detention payments over 5 years.
- Minus £5.0 million in the extra cost of Section 4 support, including housing and living costs, for the additional time that migrants spend in the community.

When analysing the savings over time, it is estimated that improved risk assessment could result in cost savings of £71.5 million, £81.2 million, £78.1 million, £74.9 million, and £71.6 million in each of the next 5 years, respectively. This amounts to average savings of £75.5 million per year, which could result in cost savings of £377.4 million over a 5 year time period. To contextualise these savings, it costs roughly £20 million per year to run a detention centre (UKBA, 2011b, Home Office, 2011b). Based on these costs, the analysis indicates that, by providing timely release for migrants, the UKBA could save the equivalent of the cost of running at least three detention centres over the next 5 years.

A proportion of the expected savings could be reinvested in more intensive community-based support, which can be expected to generate increased rates of case resolution and voluntary return. For example, in Australia, migrants who would in the past have been detained are

provided with case management support to resolve their immigration cases. The evidence from Australia suggests that case management is effective in increasing uptake of voluntary return. Currently in the UK, interventions are being piloted that replicate elements of Australian case management, although they have not been used as alternatives to detention. The analysis suggests that providing case management in the UK to all the migrants who would be released promptly in the above analysis would cost around £164.2 million, about 44 per cent of the savings made as a result of avoided detention. However, as voluntary returns are far cheaper than enforced removals, this could lead to further savings as well as increased overall numbers of returns.

2.0 Introduction

In the UK, detention centres are used to effect removal, to establish a person's identity or basis of claim where there is reason to believe that the person will fail to comply with any conditions attached to release, and to hold asylum applicants where it appears that their claim is straightforward (UKBA, 2011a). Most people in detention have applied for asylum, attempted illegally to enter the UK, breached the terms of their visas, or been given deportation orders as a result of a criminal conviction (Home Office, 2011a).

Detention centres have been found to cause significant deterioration of mental health, including anxiety, post-traumatic stress disorder and depression, with symptoms becoming more pronounced the longer the person is detained (Keller et al., 2003). In addition to the psychological cost of detention, there is a significant financial cost of operating detention centres (Detention Action, 2009). It is estimated that the UK Border Agency (UKBA) spends nearly £200 million per year running eleven detention centres around the UK (UKBA, 2011). Considering these high needs and costs, it is important to examine the current process of detention and ensure resources are being used efficiently.

Currently, there is no statutory limitation on the time spent in detention in the UK (Detention Action, 2009). In this context, UKBA recommends that detention be used sparingly and for the shortest period necessary (UKBA, 2011a). Migrants are held in detention for long periods when their removal or deportation is pending, but in practice barriers exist. In some cases, migrants are detained for long periods while they appeal against deportation. A significant number of detainees cannot be deported as their countries of origin refuse to issue travel documents. Enforced removals to other countries are not possible due to legal barriers related to conflict or unrest in these countries. These complexities lead many migrants to spend long periods of time in detention. Of the nearly 26,000 migrants entering detention each year, it is estimated that nearly 11 per cent spend greater than 3 months in detention, and up to 2 per cent spend a year or more (Home Office, 2011b).

In theory, prolonged detention should culminate in either deportation or a successful appeal against deportation and the grant of leave to remain. However, UKBA statistics show that, not only do many people spend long periods in detention, but also a significant percentage of people are eventually released into the community with their case outstanding. It is estimated that nearly 40 per cent of detainees spending greater than 3 months in detention are released on either bail or temporary admission¹ (Home Office, 2011b).

In this context, Matrix Evidence was commissioned by Detention Action to undertake research into the cost savings that could be produced by timely release of those individuals who would be released anyway. The report was funded by a grant from Trust for London.

¹ Temporary admission refers to release granted by the UK Border Agency. Bail refers to release with conditions by the courts or, occasionally, by the UK Border Agency.

The next section summaries the method employed in the research. Section 4 presents the results and the last section discusses the implications of the research.

3.0 Methodological approach

3.1 Overview of the analysis

The analysis estimates the cost savings associated with providing timely release to individuals detained for long periods, only to be released into the community on temporary admission or bail. For the purpose of the model, timely release would only be provided for those who would have spent longer than 3 months in detention. Therefore, the model is comparing the costs associated with two scenarios:

- **Current practice scenario.** Migrants who cannot be removed are detained for periods greater than 3 months before being released on either temporary admission or bail.
- **Timely release scenario.** Migrants who would have been released after more than 3 months in detention are identified at the point of detention and, instead, released immediately into the community.

The cost savings associated with the above change in policy were estimated assuming that timely release is provided to all migrants meeting the criteria for the timely release scenario, across a 5-year time period. The cohort size each year is based on the number of migrants entering detention in 2010.

Following best practice in economic analysis, decision models were built to assess the costs and benefits of providing timely release. The structure of the decision model used is presented in Appendix 1.

Estimates of the following costs and benefits were included in the models:

- **Costs.** The analysis considered the estimated cost of providing timely release in terms of increased use of Section 4² with housing support.
- **Benefits.** The analysis considers the monetary value of three benefits:
 - Detention – measured in term of reduced number of days spent in detention.
 - Unlawful detention – measured in terms of a decrease in unlawful detention payouts.
 - Employment – measured in terms of an increased number of days employed.

3.2 Data collection

Given the multiplicity of effects and benefits considered, data used to populate the models was collected from a wide range of sources. The following sources were used:

² Section 4 is the system of asylum support, including accommodation and living expenses, available to refused asylum-seekers and former detainees.

- **Literature review.** A brief literature review was conducted to identify data on the current use of detention. The literature review included data identified and provided by Detention Action. The majority of the data was sourced from official UK Border Agency statistics. The literature review identified data on:
 - The percentage of individuals spending greater than 3 months in detention.
 - The percentage of individuals eventually being released on temporary admission or bail by length of detention.
 - The probability of each case outcome – granted leave to remain, returned home, unresolvable, or abscond – by length of detention.
 - The cost of detention per day.
 - The cost of Section 4 with housing support per day.
 - The cost of unlawful detention.
 - The cost of unemployment per day.
 - The benefit of employment per day.

- **Expert opinion.** Experts identified by Detention Action were asked to take part in an interview. Interviews were conducted with representatives from Refugee Council, Asylum Aid, Bail for Immigration Detainees, and International Detention Coalition. The experts provided advice and guidance as well as some data on the current use of detention and use of timely release.

3.3 Models and presentation of results

All monetary figures are in 2010 prices. Where the benefits and costs of the interventions extend over more than one year, in accordance with Green Book guidance, a 3.5 per cent discount rate was applied to calculate the present value of the benefits.

Inevitably, the parameters required to populate the models are subject to uncertainty. To assess the impact of this uncertainty, the models were put through a series of iterations to examine the effect of variations in key parameters on the net benefits.

The key indicator used to synthesise the results of the analysis is the **net benefit**, which is calculated as the difference between the benefits and the costs. Values higher than zero indicate that the benefits exceed the costs and, thus, the intervention represents an efficient use of public resources.

4.0 Results

Key findings

In the UK, over the next 5 years the benefits of timely release of detainees who would have eventually been released anyway exceed the cost of timely release by £377.4 million.

Timely release will generate £344.8 million in cost savings due to reduced time spent in detention. In addition, another £37.5 million will be saved due to reduced unlawful detention costs. Around £5.0 million of the total savings will be offset by increased use of Section 4 with housing support.

When analysing by length of detention, the potential savings range from £11,628 per person for those spending 3 to 4 months in detention, to £72,118 per person for those spending greater than 24 months in detention.

These savings refer to timely release being provided to an annual cohort of 2,856 detainees who would be expected to spend more than 3 months in detention. This is based on the number of detainees in this cohort in 2010.

Summary of findings

Table 1 summarises the costs and cost savings of providing timely release to a total cohort of 14,280 detainees who would otherwise remain in detention for greater than 3 months over a 5-year time period. Total costs and cost savings in both scenarios, timely release and current practice, are presented separately. The differences represent the incremental benefit attributable to providing timely release to those who would have been released anyway.

It is evident from Table 1 that providing timely release generates significant cost savings. Timely release generates nearly £344.8 million in savings over 5 years due to reduced time spent in detention. This is equivalent to a reduction of nearly 3.1 million days in detention over a 5-year time period. In addition, timely release generates £37.5 million in savings due to reduced unlawful detention payouts. Only one per cent of the total benefit needs to be reinvested to provide increased use of Section 4 with housing support.

Table 1. Costs and cost savings of timely release over the next 5 years in comparison to current practice in the UK (£m in 2010 prices)³

Length of detention	Year 1		Year 2		Year 3		Year 4		Year 5		Total
	Detention	S4									
Current Practice											
3 to 4months	£8.5	£0.1	£8.2	£0.3	£7.9	£0.5	£7.5	£0.7	£7.2	£0.8	£41.8
4 to 6months	£12.3	£0.1	£11.8	£0.4	£11.3	£0.6	£10.8	£0.8	£10.3	£1.0	£59.4
6 to 12months	£23.1	£0.1	£22.3	£0.5	£21.4	£0.8	£20.4	£1.1	£19.5	£1.4	£110.5
12 to 18months	£9.5	£0.0	£11.4	£0.6	£11.0	£0.7	£10.5	£0.7	£10.0	£0.7	£55.0
18 to 24months	£6.3	£0.0	£10.6	£0.1	£10.2	£0.2	£9.8	£0.3	£9.3	£0.4	£47.2
> 24months	£5.3	£0.0	£10.2	£0.0	£9.8	£0.1	£9.4	£0.3	£8.9	£0.4	£44.5
Total	£65.1	£0.3	£74.6	£1.8	£71.6	£2.9	£68.4	£3.9	£65.2	£4.7	£358.5
Timely release											
3 to 4months	£0	£0.2	£0.0	£0.4	£0.0	£0.6	£0.0	£0.7	£0.0	£0.9	£2.8
4 to 6months	£0	£0.3	£0.0	£0.5	£0.0	£0.7	£0.0	£0.9	£0.0	£1.1	£3.4
6 to 12months	£0	£0.4	£0.0	£0.7	£0.0	£1.1	£0.0	£1.4	£0.0	£1.6	£5.2
12 to 18months	£0	£0.2	£0.0	£0.4	£0.0	£0.6	£0.0	£0.8	£0.0	£1.0	£3.1
18 to 24months	£0	£0.2	£0.0	£0.3	£0.0	£0.4	£0.0	£0.5	£0.0	£0.6	£2.1
> 24months	£0	£0.2	£0.0	£0.3	£0.0	£0.4	£0.0	£0.6	£0.0	£0.7	£2.2
Total	£0	£1.4	£0.0	£2.7	£0.0	£3.8	£0.0	£4.9	£0.0	£5.8	£18.6
Detention savings	£65.1		£74.6		£71.6		£68.4		£65.2		£344.8
S4 cost	-£1.1		-£0.8		-£0.9		-£1.0		-£1.1		-£5.0
Net difference	£64.0		£73.7		£70.6		£67.4		£64.1		£339.9
Unlawful detention	£7.5		£7.5		£7.5		£7.5		£7.5		£37.5
Total net benefit	£71.5		£81.2		£78.1		£74.9		£71.6		£377.4

Note: The difference column may not add up exactly due to rounding.

³ The cost of detention under current practice decreases over time due to two factors: (i) it is assumed the maximum time in detention is 24 months and all detainees enter detention on the 1st of January each year. Therefore, the first year of detainees will not incur detention costs in year 3 and beyond. (ii) Discounting - as per the Green Book guidance, a 3.5 per cent discount rate was applied to calculate the present value of the benefits.

Table 2 summarises how the net benefit of timely release varies with the length of time migrants would have expected to be in detention. It demonstrates that, as the time in detention increases, the potential benefit per person of timely release increases.

Table 2. Net benefit of timely release in the UK by length of detention (£ in 2010 prices)

	Length of detention					
	3 to 4months	4 to 6months	6 to 12months	12 to 18months	18 to 24months	> 24months
Net benefit per person	£11,628	£16,586	£29,736	£46,667	£64,097	£72,118

Detailed calculation on how the numbers presented above are generated can found in Appendix 1. The data used in these calculations is summarised below.

Throughput

- In 2010, nearly 26,000 individuals entered detention (Home Office, 2011b)
- An estimated 11 per cent of individuals remained in detention for greater than 3 months (Home Office, 2011b)
- Applying the percentage of individuals spending greater than 3 months in detention to the estimated total number of individuals entering detention in 2010, the estimated number of individuals who would be detained for greater than 3 months is 2,856 per year.
- As the annual cohort is 2,856, over a 5-year period 14,280 individuals would be detained for greater than 3 months.

Costs

- The cost of detention per day is £110 (Hansard, 2011).
- The cost of Section 4 with housing per day is a combination of the cost of the Azure payment card and the cost of housing. The cost of the Azure payment card is £5.06 per day (Refugee Council, 2010). The cost of housing per day is £7.61 (Communities and Local Governments, 2009; Scottish Government, 2010). Therefore, the total cost of Section 4 with housing per day is £12.66.
- The average total expenditure on unlawful detention payouts in the UK from 2008 to 2010 is £7.5 million per year (Hansard, 2010).

Effect on reduced time spent in detention

Table 3 summarises the key values used to determine the nature of current practice, where individuals remain in detention and are eventually released.

Table 3. Key parameters - current practice

Parameter	Length in detention						Source
	3-4months	4-6months	6-12months	12-18months	18-24months	>24months	
General							
Proportion of detainees held for this period	26%	27%	28%	9%	6%	5%	Home Office, 2011b
Time in detention (days)	106	152	274	456	639	730	Presumed average time in detention (days)
Probability of release							
Released on bail	9%	11%	17%	33%	33%	40%	Home Office, 2011b
Released on temporary admission	25%	25%	19%	15%	25%	19%	Home Office, 2011b
Probability of case outcome							
Leave to remain	0%	0%	0%	0%	0%	0%	Home Office, 2011b
Removed from UK	64%	60%	60%	46%	34%	34%	Home Office, 2011b
Unresolved	27%	30%	31%	45%	57%	57%	Calculated ⁴
Absconding	9%	9%	9%	9%	9%	9%	Bruegel and Natamba, 2002

In the scenario where all individuals who are eligible for release are identified and released promptly, the following parameters were used:

- Individuals spend 0 days in detention.
- It is assumed that the same proportion of individuals released on timely release will access Section 4 with housing as current practice.
- The probability of case outcomes – leave to remain, removed from the UK, unresolvable, and abscond – are the same as stated in Table 3.

Sensitivity analysis

As with any modelling exercise, a few parameters used in the model are subject to uncertainty. Therefore, additional analysis was undertaken to observe the sensitivity of the net benefit to

⁴ The probability of a case resulting in 'unresolvable' is calculated as: 1 – the probability of other case outcomes (i.e. leave to remain, removed from UK, and abscond).

changes in the following parameters: the ability to identify the eligible cohort, cost of detention per day, and the cost of Section 4 per day. In addition, sensitivity analysis was undertaken to analyse the potential employment gains which could be generated by providing timely release if individuals were granted the right to work. Table 4 summarises the parameters that were tested along with the ranges used for the sensitivity analysis. Figures 1 to 4 show the impact on the net benefit.

Table 4. Sensitivity analysis

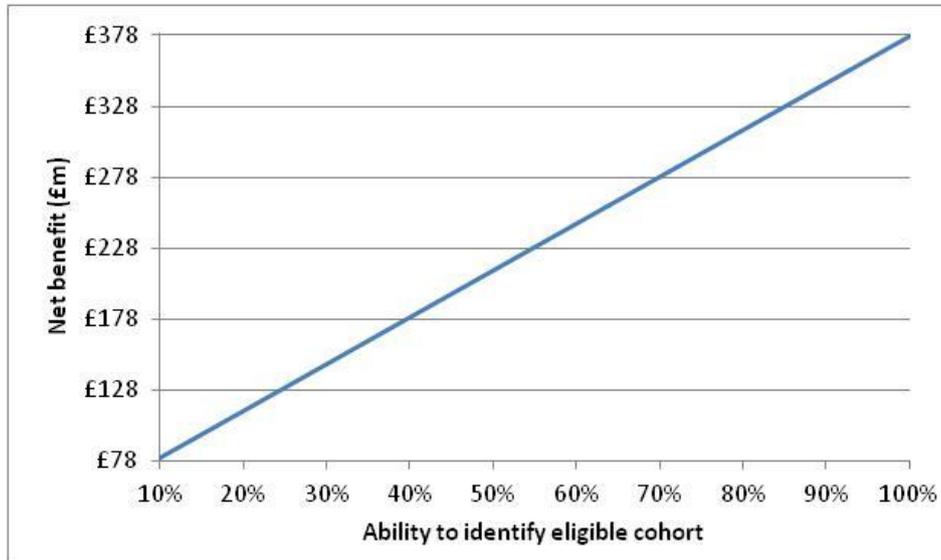
Parameter	Value in model	Sensitivity analysis range	
		Low	High
Ability to identify eligible cohort	100%	10%	100%
Cost of detention per day	£110	£10	£190
Cost of Section 4 per day	£12.66	£10	£50
Probability of granting the right to work for cases which are unresolvable	0%	0%	100%

Sensitivity of net benefit to ability to identify the eligible cohort

Figure 1 shows the relationship between the total net benefit and the ability to identify the eligible cohort. The results reported above assume that everyone who is eventually released from detention on temporary admission or bail is identified promptly and released. Currently, UKBA carries out a risk assessment for some individuals as part of the decision to detain. Providing timely release will require adjustments to the current risk assessment, including its extension to all detainees, to ensure the identification of all those expected to spend greater than 3 months in detention only to be released later. It is reasonable to assume that the complexity of the assessment will make complete accuracy in identifying the eligible cohort unlikely. Some barriers to deportation, such as the responses of certain embassies to requests for travel documents, are relatively predictable, and UKBA casework information should allow accurate predictions of likelihood and timescales for deportation. However, in other cases it is the non-cooperation of the detainee that prevents deportation, and this is more difficult to predict. Once again, casework information should provide a reasonable guide. It should be noted that incentivising cooperation is not a lawful use of detention.

It is evident from Figure 1 that even identifying only a small proportion of the eligible cohort results in large net benefits. As the cost of Section 4 is always less than the cost of detention per day, any individual with the potential for long-term detention, who is identified promptly and released, will generate a benefit. For example, even if only 60% of the eligible detainees are identified and released, this would still generate savings of £245 million.

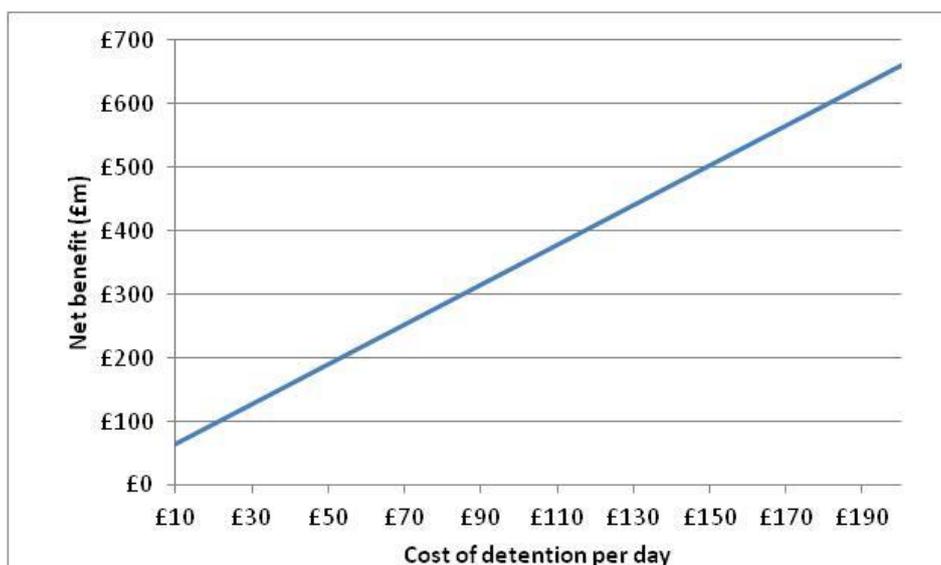
Figure 1. Sensitivity of net benefit to ability to identify the eligible cohort



Sensitivity of net benefit to cost of detention per day

Figure 2 shows the relationship between the total net benefit and the cost of detention per day. The cost of detention used in the model is based on an estimate provided by the Minister of Immigration to Parliament (Green, 2011). However, the Minister stated that the estimate should be used with caution as it is not possible to calculate the exact cost of detention per day, therefore, the value was tested in the sensitivity analysis. It is evident from Figure 2 that, holding all other parameters constant, the net benefit remains positive for a wide range of detention costs.

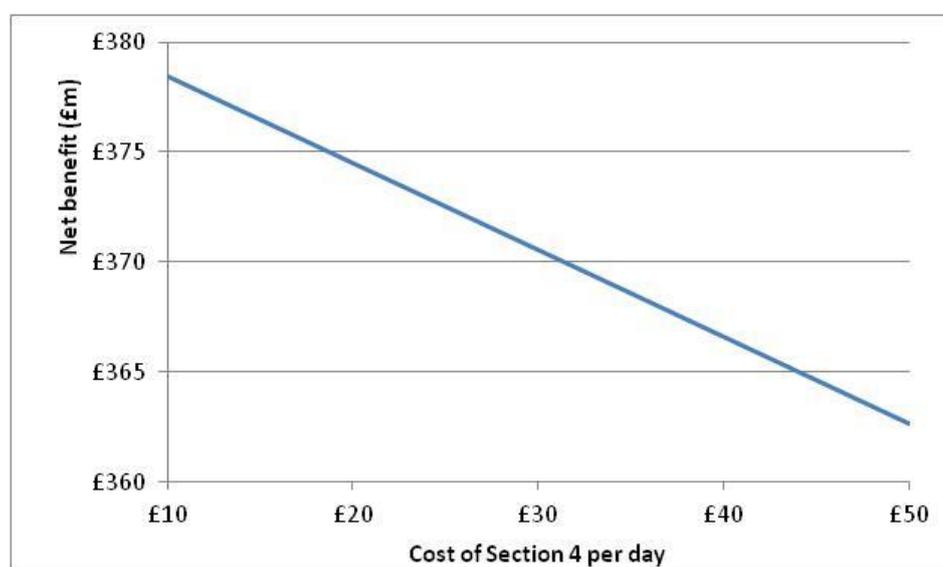
Figure 2. Sensitivity of net benefit to the cost of detention per day.



Sensitivity of net benefit to cost of Section 4 per day

Figure 3 shows the relationship between the total net benefit and cost of Section 4 with housing support. The housing cost used to derive the Section 4 cost is based on estimates provided by the Scottish government on local council housing provision. The cost of housing can be expected to vary by area and therefore the total cost of Section 4 was tested in the sensitivity analysis. Moreover, the calculations exclude costs associated with electronic monitoring and reporting requirements, which the UKBA would be likely to use in many cases. It is evident from Figure 3 that, holding all other parameters constant, the net benefit remains positive for a wide range of costs of Section 4 and monitoring.

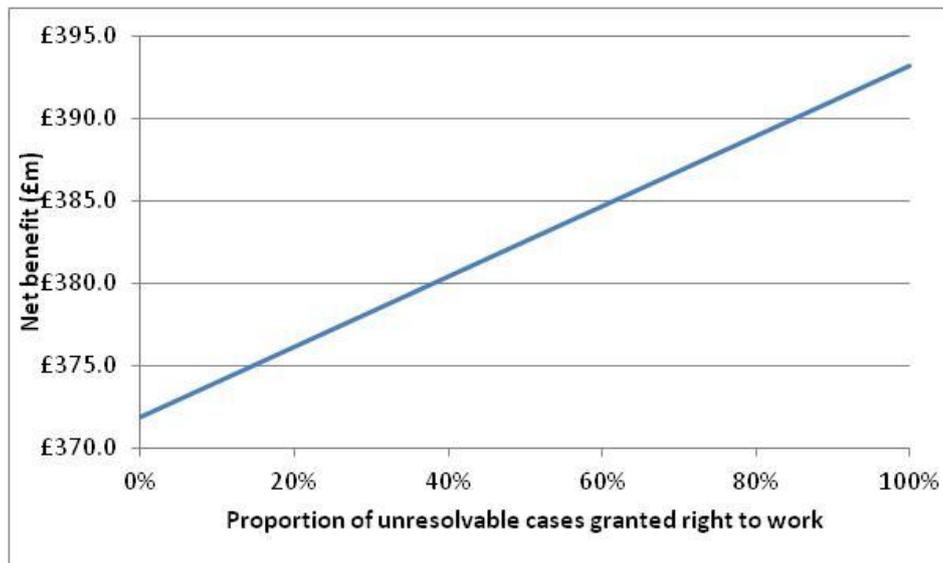
Figure 3. Sensitivity of net benefit to the cost of Section 4 and monitoring per day



Sensitivity of net benefit to probability of granting the right to work for cases which are unresolvable

Figure 4 shows how the net benefit could increase if those individuals whose cases are unresolvable are granted the right to work. In order to estimate the potential gain of allowing employment, the models were rerun to include productivity gains. A number of assumptions were required to estimate the potential productivity gains. Specifically: (i) it was assumed that 80 per cent of individuals granted the right to work would find employment; (ii) the maximum amount of time working is 3 years; and (iii) those not granted the right to work, or those who did not use the right to work continued to receive Section 4 support with housing. Figure 4 shows that, if productivity impacts are considered, the net benefit increases make the provision of timely release an even more efficient use of public resources.

Figure 4. Sensitivity of net benefit to probability of granting unresolvable cases the right to work



Key assumptions

In defining the structure of the model and populating it, a number of key assumptions were made:

- It was assumed that timely release is provided to the entire eligible cohort – i.e. all individuals in detention for greater than 3 months and eventually released on temporary admission or bail. The sensitivity analysis shows that, regardless of what percentage of the eligible cohort is identified, timely release always generates a net benefit.
- UKBA does not report data on the percentage of individuals entering detention who stay in detention for greater than 3 months. Therefore, the percentage of individuals leaving detention in 2010, who spent greater than 3 months in detention before release, was used.
- The cost of Section 4 is based on assumptions about the cost of housing. The analysis indicates that the net benefit is not sensitive to this assumption.
- The maximum detention length defined by UKBA is “greater than 24 months”. To be conservative, the economic model assumed that the maximum time spent in detention is 24 months. If the period in detention is longer the net benefit would increase.
- Estimating productivity impact required a number of assumptions. However, these impacts only serve as an additional benefit of providing timely release. Even when these impacts are excluded, providing timely release is good value for money.

5.0 Discussion

In the UK, a significant number of individuals are held in detention centres for long periods of time only to be released later on either temporary admission or bail. The purpose of this research was to determine the economic benefit of providing timely release to all those who would have been released anyway after a long period in detention – i.e. greater than 3 months. The results of the analysis are summarised in Table 5. This indicates that timely release for those who would have been released anyway represents an efficient alternative to long-term detention. Specifically, for one year of eligible migrants, timely release would generate nearly £84.3 million net benefit over 5 years.

It costs roughly £20 million per year to run a detention centre (UKBA 2011b, Home Office, 2011b). Based on these costs the analysis indicates that, by providing timely release for 5 years, the UKBA could save the equivalent to the cost of at least three detention centres over the next 5 years.

Table 5. Summary of benefits and costs of providing timely release for individuals who would have been released after long-term detention (£m in 2010 prices)

Parameter	Value
Benefits	
Incremental benefit due to reduced detention costs	£344.8
Incremental benefit due to unlawful detention payouts	£37.5
Total benefit	£382.4
Costs	
Increased cost due to uptake of Section 4 with housing support	£5.0
Net benefit	£377.4

The results presented in Table 5 do not consider the potential productivity impacts. If granting the right to work for cases where the outcome is considered to be unresolvable is included in the analysis, the net benefit only increases. The sensitivity analysis indicates that, if everyone is granted the right to work, then the net benefit could reach as high as £390 million over 5 years.

A criticism of timely release is that it could increase the risk of either reoffending or absconding. It is owing to these concerns that the economic analysis focuses on the provision of timely release to only those individuals who would have been released anyway.

In addition, the risks of timely release could be addressed by investing in case management. Case management would provide intensive support to migrants once they are released in the form of supervision and case-specific advice. Evidence from Australia estimated that case management resulted in the voluntary return of 67 per cent of outstanding cases (International

Detention Coalition, 2009). The economic analysis suggests that to deliver such support in the UK to all the migrants who would be released promptly in the above analysis would cost £164.2 million⁵, about 44 per cent of the savings made as a result of avoided detention. Considering the evidence in Australia, the UK could consider reinvesting a portion of the net benefit to provide case management to improve the rates of case resolution and mitigate risks of reoffending and absconding.

In interpreting these results it is important to keep in mind the considerations:

- UKBA provides quarterly snapshots of time spent in detention for all individuals in detention at a specific point in time. This data excludes many immigration detainees whom the UKBA chooses to hold in prisons rather than detention centres. As a result, the time spent in detention is almost certainly underestimated, which would make the net benefit a conservative estimate.
- The only benefit captured in the model is the reduced cost of detention. There are numerous other benefits associated with providing timely release, such as reduced mental health issues, self harm, and suicide attempts. There will also be savings to court costs and legal aid associated with challenges to detention. Limiting the scope of the model to only the cost of detention means that the economic analysis underestimates the total benefit of providing timely release.

Even though the estimated net benefits are subject to uncertainty, the conclusion that timely release saves money is unlikely to change.

⁵ The cost of case management is estimated by providing case management to all detainees who are eventually released – those on temporary admission and bail. The cost of case management per day per person is estimated to be £28; this figure is a crude estimate based on the budget and caseload provided by the Australian Immigration Detention Network Committee.

6.0 References

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7.0 Appendix 1: decision model and data tables

Figure A.1 presents the decision model used to estimate the cost savings associated with timely release of migrants who are currently detained for long periods only to be released back into the community

Table A.1 summarises the data used to populate the model.

Figure A.1. A decision model for providing timely release as an alternative to long term detention

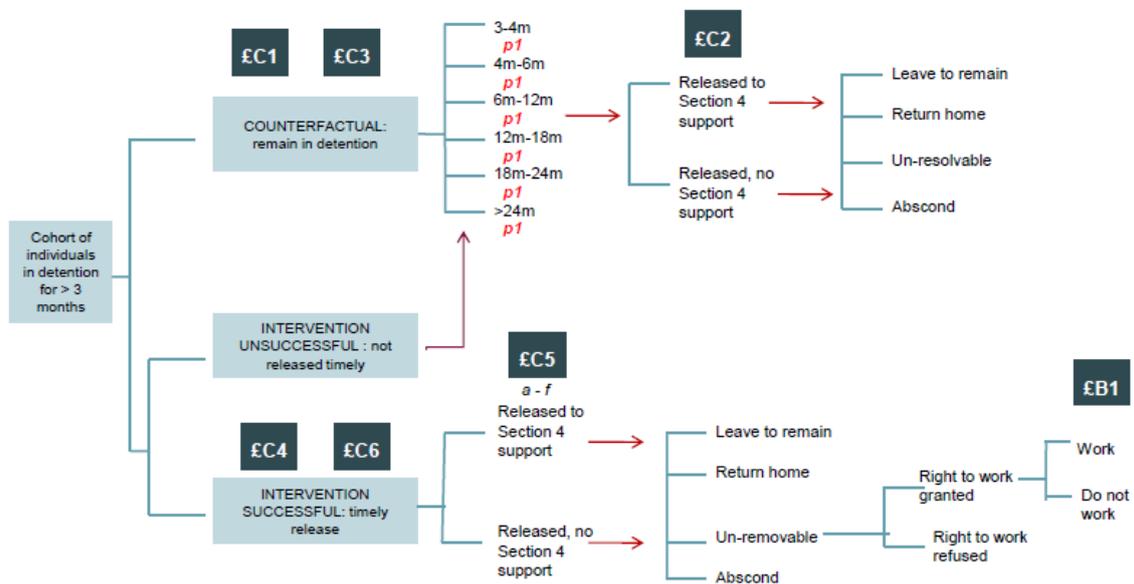


Table A.1. Parameters used to populate a decision model for timely release as an alternative to long-term detention (monetary values in £ 2009/10 prices)

Ref	Description	Value	Calculation and sources
P1	Probability in detention by time in detention	3-4m: 0.26 4-6m: 0.27 6-12m: 0.28 12-18m: 0.09 18-24m: 0.06 >24m: 0.05	<p>Average value taken from UKBA statistics which show the length of time in detention for those who leave in 2010, and the length of time in detention for those who remained in detention at the end of 2010.</p> <p>Leaving detention by length of time (Home Office, 2011b): 32 per cent spent 3-4m, 30 per cent spent 4-6m, 28 per cent spent 6-12m, 5 per cent spent 12-18m, 3 per cent spent 18-24m, and 3 per cent spent more than 24 months.</p> <p>Remained in detention at the end of 2010 (UKBA, 2010): 21 per cent spent 3-4m, 23 per cent spent 4-6m, 28 per cent spent 6-12m, 12 per cent spent 12-18m, 9 per cent spent 18-24m, and 7 per cent spent more than 24 months.</p> <p>Average using both statistics: 26 per cent spent 3-4m, 27 per cent spent 4-6m, 28 per cent spent 6-12m, 9 per cent spent 12-18m, 6 per cent spent 18-24m, and 5 per cent spent more than 24 months.</p>
£C1	Cost of detention (current practice)	3-4m: £8,828,102 4-6m: £12,727,542 6-12m: £23,976,465 12-18m: £12,292,795 18-24m: £11,448,661 >24m: =£11,014,020	<p>Cost of detention = (number of days in detention * cost of detention per day * number of immigrants in detention).</p> <p>Number of days in detention = midpoint between time intervals = 3-4m (106 days), 4-6m (152 days), 6-12m (274 days), 12-18m (456 days), 18-24m (639 days), > 24m (730 days). Assumed 24m is the maximum amount of time in detention.</p> <p>Cost of detention per day = £110 (Hansard, 2011) Number of immigrants in detention = total number of immigrants spending greater than 3 months in detention * probability in detention by time in detention (above). Total number of immigrants spending greater than 3 months = 2,856 (UKBA, 2010).</p> <p>Cost of detention: 3-4m = 106 * £110 * (2,856 * 0.26) = £8,828,102</p>

			<p>4-6m= $152 * £110 * (2,856 * 0.27) = £12,727,542$ 6-12m = $274 * £110 * (2,856 * 0.28) = £23,976,465$ 12-18m= $456 * £110 * (2,856 * 0.09) = £12,292,795$ 18-24m = $639 * £110 * (2,856 * 0.06) = £11,448,661$ > 24m = $730 * £110 * (2,856 * 0.05) = £11,014,020$</p> <p>Each of the above costs are adjusted based on the 3.5 per cent discount rate outlined in the Green Book.</p>
£C2	Cost of Section 4 support with housing (current practice)	<p>3-4m: £1,004,649 6m: £1,188,221 6-12m: £1,533,433 12-18m: £1,713,333 18-24m: £8,84243 >24m: £517,416</p>	<p>Cost of Section 4 with housing post detention = days on Section 4 * cost of Section 4 * number of individuals using Section 4.</p> <p>Days on Section 4 = maximum timeline in model (in days – days spent in detention. Maximum time line in model = 5 years = 1,825 days. Days on section 4: 3-4m (1,719 days), 4-6m (1,673 days), 6-12m (1,551 days), 12-18m (1,369 days), 18-24m (1,186), > 24m (1,095 days).</p> <p>Cost of section 4 with housing = cost of azure payment card + cost of housing. Cost of azure payment card = £5.06 (UKBA, 2010). Cost of housing = £7.61 per day (Communities and Local Governments, 2009; Scottish Government, 2010). Total cost of Section 4 with housing = £5.06 + £7.61 = £12.66.</p> <p>Number of individuals using Section 4 = total number of detainees * probability released on bail * probability use Section 4 with housing. Total number of detainees by detention length explained above. Probability released on bail = 3-4m (0.09), 4-6m (0.11), 6-12m (0.17), 12-18m (0.32), 18-24m (0.33), > 24m (0.40) (UKBA, 2010). Probability used section 4 = 0.65 (communication with Adeline Trude, BID).</p> <p>Cost of Section 4 with housing support = 3-4m: $[1,719 * £12.66 * (2,856 * 0.26 * 0.09 * 0.65)] = £1,004,649$ 4-6m: $[1,673 * £12.66 * (2,856 * 0.27 * 0.11 * 0.65)] = £1,188,221$ 6-12m: $[1,551 * £12.66 * (2,856 * 0.28 * 0.17 * 0.65)] = £1,533,433$ 12-18m = $[1,369 * £12.66 * (2,856 * 0.09 * 0.32 * 0.65)] = £1,713,333$</p>

			<p>18-24m = $[1,186 * £12.66 * (2,856 * 0.06 * 0.33 * 0.65)] = £8,842,43$</p> <p>> 24m = $[1,095 * £12.66 * (2,856 * 0.05 * 0.40 * 0.65)] = £5,174,16$</p> <p>Each of the above costs are adjusted based on the 3.5 per cent discount rate outlined in the Green Book.</p>
£C3	Cost of unlawful detention (current practice)	Total: £7,500,000	Cost of unlawful detention = average unlawful detention payouts from 2008/9 and 2009/10 = $(£3 \text{ million} + £12 \text{ million})/2 = £7,500,000$ (Hansard 2010).
£C4	Cost of detention (timely release)	Total: £0	Assumed entire eligible cohort is identified promptly, which implies no individuals in the model spend time in detention.
£C5	Cost of Section 4 support with housing (timely release)	<p>3-4m: £1,066,884</p> <p>4-6m: £1,296,241</p> <p>6-12m: £2,015,686</p> <p>12-18m: £1,072,390</p> <p>18-24m: £1,178,990</p> <p>>24m: £754,316</p>	<p>Cost of Section 4 with housing post detention = days on Section 4 * cost of section 4 * number of individuals using Section 4</p> <p>Days on Section 4 = maximum timeline in model (in days. Maximum time line in model = 5 years = 1,825 days for all lengths of detention.</p> <p>Cost of Section 4 with housing = cost of azure payment card + cost of housing. Cost of azure payment card = £5.06 (UKBA, 2010). Cost of housing = £7.61 per day (Communities and Local Governments, 2009; Scottish Government, 2010). Total cost of Section 4 with housing = $£5.06 + £7.61 = £12.66$.</p> <p>Number of individuals using Section 4 = total number of detainees * probability released on bail * probability use Section 4 with housing. Total number of detainees by detention length explained above. Probability released on bail = 3-4m (0.09), 4-6m (0.11), 6-12m (0.17), 12-18m (0.32), 18-24m (0.33), > 24m (0.40) (UKBA, 2010). Probability used Section 4 = 0.65 (communication with Adeline Trude, BID).</p> <p>Cost of Section 4 with housing support =</p> <p>3-4m: $[1,825 * £12.66 * (2,856 * 0.26 * 0.09 * 0.65)] = £1,066,884$</p> <p>4-6m: $[1,825 * £12.66 * (2,856 * 0.27 * 0.11 * 0.65)] =$</p>

			<p>£1,296,241</p> <p>6-12m: $[1,825 * £12.66 * (2,856 * 0.28 * 0.17 * 0.65)] = £2,015,686$</p> <p>12-18m = $[1,825 * £12.66 * (2,856 * 0.09 * 0.32 * 0.65)] = £1,178,990$</p> <p>18-24m = $[1,825 * £12.66 * (2,856 * 0.06 * 0.33 * 0.65)] = £796,025$</p> <p>> 24m = $[1,825 * £12.66 * (2,856 * 0.05 * 0.40 * 0.65)] = £829,299$</p> <p>Each of the above costs are adjusted based on the 3.5 per cent discount rate outlined in the Green Book.</p>
£C6	Cost of unlawful detention (timely release)	Total: £0	<p>Cost of unlawful detention under timely release = (1-% of eligible cohort identified) * total cost of unlawful detention under current practice = 0 * £7,500,000 = £0.</p>
£B1	Benefit of employment (timely release)	<p>3-4m: £3,025,213</p> <p>4-6m: £3,621,734</p> <p>6-12m: £3,749,560</p> <p>12-18m: £2,215,649</p> <p>18-24m: £2,300,867</p> <p>>24m: £2,002,260</p>	<p>The benefit of employment = (number of individuals with unresolvable case * probability granted right to work* probability individual finds work* number of days working * benefit per day working).</p> <p>The number of individuals with an unresolvable case = number of detainees * probability released on bail or temporary admission * probability case outcome is unresolvable (UKBA, 2010):</p> <p>3-4m: $(2,856 * 0.26 * 0.34 * 0.27) = 70$ people</p> <p>4-6m: $(2,856 * 0.27 * 0.37 * 0.30) = 85$ people</p> <p>6-12m: $(2,856 * 0.28 * 0.35 * 0.31) = 88$ people</p> <p>12-18m: $(2,856 * 0.09 * 0.47 * 0.45) = 52$ people</p> <p>18-24m: $(2,856 * 0.06 * 0.58 * 0.57) = 54$ people</p> <p>> 24m: $(2,856 * 0.05 * 0.60 * 0.57) = 47$ people</p> <p>The probability of being granted the right to work is assumed to be 100%. Probability of working is assumed to be 80%.</p> <p>It was assumed that Section 4 support would continue for at least 2 years. Number of working days is assumed to be 1,095 days (3 years) to stay within 5-year timeline.</p> <p>Benefit per day working = £48.64 (direct.gov, 2011).</p> <p>Benefit of employment =</p> <p>3-4m: $(70 \text{ people} * 1,095 * 1.0 * 0.80 * £48.64 = £3,025,213$</p>

			<p>4-6m: $(85 \text{ people} * 1,095 * 1.0 * 0.80 * \text{£}48.64) = \text{£}3,621,734$</p> <p>6-12m: $(88 \text{ people} * 1,095 * 1.0 * 0.80 * \text{£}48.64) = \text{£}3,749,560$</p> <p>12-18m: $(52 \text{ people} * 1,095 * 1.0 * 0.80 * \text{£}48.64) = \text{£}2,215,649$</p> <p>18-24m: $(54 \text{ people} * 1,095 * 1.0 * 0.80 * \text{£}48.64) = \text{£}2,300,867$</p> <p>> 24m: $(47 \text{ people} * 1,095 * 1.0 * 0.80 * \text{£}48.64) = \text{£}2,002,260$</p> <p>Each of the above benefits are adjusted based on the 3.5 per cent discount rate outlined in the Green Book.</p>
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