

The drink/drive rehabilitation scheme: evaluation and monitoring. Final report

Prepared for Road Safety Division, Department for Transport

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Executive Summary

Since January 2000, the Drink/Drive Rehabilitation (DDR) scheme has allowed courts throughout Great Britain to refer drink/drive offenders to one of a number of organisations providing Department for Transport (DfT) approved rehabilitation courses. DDR courses were developed as an educational intervention aimed at reducing the likelihood of re-offending by individuals who have been convicted of a drink/drive offence.

Following the nationwide expansion of the scheme in January 2000, TRL Limited was commissioned by the DfT to monitor the operation of the DDR scheme, and to evaluate the effectiveness of the scheme and the courses provided by individual organisations. This report presents the results of a series of investigations into the operation of the DDR scheme, including:

- i The creation of a Rehabilitation Database containing details of all referred drink/drive offenders in Great Britain. When matched with DVLA motoring conviction data this database allowed an investigation of the level of court and offender use of the scheme and an investigation of the relative reconviction rates of drink/drive offenders who, once referred, had attended a course compared with those who had not.
- ii A survey of all course-providing organisations in Great Britain, which investigated similarities and differences in the operational procedures and practices implemented by each.
- iii A survey of Magistrates' and Sheriffs' Courts, which investigated court officials' use of the DDR scheme and their views on its operation.
- iv A survey of offenders who were referred to, but did not attend, a DDR course. This investigated their reasons for not attending a course.
- v The identification of course provider good practice and the development of good practice recommendations. These recommendations provide guidance on measures that could increase the use of the scheme by court officials and referred offenders, and enhance course operation by course providers.

Analysis of offenders convicted of a drink/drive offence and referred to a course provider between 1st April 2000 and 31st March 2002, has indicated that, overall, the DDR scheme is operating satisfactorily in terms of referral rates, course take-up rates, and reconviction rates. The findings of these investigations are summarised as:

Referrals of drink/drive offenders

- Overall, courts within Great Britain referred at least 59% of all drink/drive offenders to a DDR course, though this rate varied between courts.
- Most course providers were satisfied with the level of referrals they had received.

- Almost all course-providing organisations claimed they implement measures to encourage use of the DDR scheme and referral to the courses they provide. Despite this, the actual use of such measures varied considerably between individual course providers and few organisations implemented all measures identified.
- Court officials' views on the DDR scheme and its operation were largely favourable, though there are clear differences in the scheme's operation in England and Wales compared with Scotland, which has a lower referral rate from Sheriffs' Courts.
- There are some inconsistencies in courts' operation of the scheme. For example, contrary to the statutory requirement that all drink/drive offenders with the minimum 12 month disqualification period must be offered a 3 month reduction if they complete a DDR course, only 75% of Magistrates' Court officials claimed to 'always' offer this reduction.

Level of course completion

- Overall, 30% of offenders referred during the two-year period under consideration went on to complete a DDR course, although the take-up rate varied between providers. At the time of analysis a further 44% could still attend a DDR course before the end of their disqualification period; hence the take-up rate is likely to increase further.
- Course providers' satisfaction with the proportion of referred offenders who went on to complete their course was relatively low.
- Measures implemented by course-providing organisations to increase offender take-up included the provision of written information to offenders in court and written contact with referred offenders after their court appearance. The implementation of such measures varied between providers.
- Nearly a fifth of referred offenders who did not go on to complete a DDR course claimed to have simply forgotten to book a place on a course before the completion date had passed.
- Three-quarters of referred offenders who did not complete a DDR course claimed that they were willing to pay a fee to attend a course, but that the current cost was too high. Few knew that they may have been able to pay in instalments.

Reconviction rates

- A survival analysis of offenders referred during the two year period indicated a benefit of course attendance (and completion) in terms of reducing not only future rates of drink/drive convictions but also of other motoring convictions.

- Up to 2 years after the initial drink/drive conviction, offenders who did *not* attend a DDR course were 2.6 times more likely to be convicted for a subsequent drink/drive offence compared with offenders who had attended a course.
- Overall, this study has found a marked benefit to all offenders, regardless of social status, age or gender, of attending a DDR course.

The findings of this study have been used to produce a number of good practice recommendations for course operation. These provide recommendations on measures that can be implemented to encourage court referrals, offender take-up, and enhancing course operation. They include:

- In order to maximise court referral rates maintain regular contact with a named person at each referring court, offer training in the scheme and its administration to appropriate individuals, and actively advertise the scheme and its effectiveness.
- In order to maximise offender take-up rates provide courts with written materials to be handed to all referred offenders, which advertise the scheme, its operation and how they can apply for a place on a DDR course. Also make multiple attempts throughout a referred offender's disqualification period to encourage them to book a place on a DDR course.
- Incorporating measures to evaluate the effect of course attendance in terms of attitude and knowledge improvements, and monitor the performance of course facilitators.

1 Introduction

1.1 Background

Amendments made by the Road Traffic Act 1991 to the Road Traffic Offenders' Act 1988 allow courts throughout Great Britain to offer drink/drive offenders the opportunity to attend specially designed rehabilitation courses. These Drink/Drive Rehabilitation (DDR) courses, run by a number of different organisations, were introduced in 1993 as pilot courses in a few areas.

A detailed evaluation of the effectiveness of the pilot courses, which investigated the reconviction rates of those offenders attending a course between 1993 and 1996, demonstrated that the courses were effective in reducing the reconviction rates of offenders attending a DDR course, when compared with drink/drive offenders who had not attended a course (Davies *et al.*, 1999). Due to the success of the pilot courses, the DDR scheme was extended throughout Great Britain in January 2000. As a result, for the first time all appropriate courts in Great Britain were allowed to offer drink/drive offenders the opportunity to attend a DDR course once an individual had been sentenced.

The current study aimed to monitor the DDR scheme as it expanded nationwide, and to evaluate the effectiveness of the scheme as a whole and the individual courses provided. To do this, we conducted several studies. This report presents the findings of all the studies conducted. Some of the studies have been previously reported in detail (Stone, Buttress and Davies, 2003), and for these only a summary of the results is given here.

1.1.1 Magistrates' and Sheriffs' Courts

As a result of the DDR scheme's expansion in January 2000, all Magistrates' Courts in England and Wales, and Sheriffs' Courts in Scotland, were allowed to refer drink/drive offenders to an approved DDR course.

The offer of a referral to a DDR course is made by the appropriate magistrate while the offender is in court, but after sentencing. Attendance on a DDR course is voluntary and the referred offender is required to pay the course fee charged by the course-providing organisation. Following successful completion of a DDR course, the offender is entitled to a reduction in their disqualification period of up to 25%. The minimum period of disqualification from driving following conviction for a drink/drive offence is 12 months. In this instance the full 25% reduction (3 months) must be offered for successful completion of the DDR course. For disqualification periods greater than 12 months, the length of the offered reduction is left to the discretion of the court (up to the maximum of 25%) and must be made clear to the offender whilst they are in court.

When a court makes a referral order, the offender may undertake a course at any time before a set completion date in order to qualify for the stated reduction in their disqualification period. The latest date for completion must be at least 2 months prior to the end of the disqualification period as reduced by the referral order.

1.1.2 Course providing organisations

The DfT approves all courses provided under the rehabilitation scheme. The criteria for accreditation are based upon DfT produced guidelines, the latest revision of which was issued in 2002 (DfT, 2002). These guidelines are broadly similar to those used in the development of the courses introduced in 1993. The DfT guidelines contain minimum requirements for course accreditation, and hence offer a degree of flexibility in terms of the actual procedures, organisation and design of the courses provided by individual organisations. The guidelines cover aspects such as course content and teaching methods, the number and duration of sessions, group size, course fees, and tutor qualifications and experience.

When the scheme expanded nationwide, there were 29 course-providing organisations, of which only two provided courses based in Scotland. Since then, and at the time of the original analysis, three organisations had stopped providing their DDR course, resulting in 26 providers. Two additional providers based in Scotland received DfT accreditation in 2002. Although both now provide DDR courses, neither had started running courses by the time of the analysis upon which this report is based. The types of organisation providing the DDR courses vary from private companies to probation services and alcohol charities.

1.2 Project overview

To enable a full investigation of the operation of the DDR scheme, a number of individual studies have been conducted as part of the current project.

- *Study 1: Monitoring and evaluation of the national DDR scheme*

This study examined course referral and completion data from every DDR course-providing organisation operating in Great Britain. Within this study, selected details were collected on every drink/drive offender referred to each DDR course provider during a 2 year period. This information has been matched with Driver and Vehicle Licensing Agency (DVLA) data to allow an investigation of both the number of those individuals who have completed a DDR course and a comparison of the reconviction rates of referred drink/drive offenders who have attended a DDR course with those who have not.

The results of this study are presented in Section 2.

- *Study 2: Identification of course provider practices*

This survey of all DDR course-providing organisations operating in Great Britain investigated the operational procedures and practices implemented by each. The similarities and differences between individual course-providing organisations in terms of practices used to encourage course referral and take-up, the course content, format and teaching methods used were all assessed. The survey also investigated course providers' opinions and experiences of working within the DDR scheme.

The results of this study are presented in Section 3.

- *Study 3: Investigation of courts' use of the DDR scheme*

This study included a survey of clerks of court at Magistrates' Courts in England and Wales and of clerks principal at Sheriffs' Courts in Scotland. It provides information regarding courts' use of the DDR scheme, how court officials view the DDR scheme, and allowed the identification of any issues that may be addressed to increase the number of referrals made by the courts.

The results of this study are reported in Section 4.

- *Study 4: Investigation of 'non-attenders'*

The possible reasons underlying why some referred drink/drive offenders did not go on to complete a DDR course were explored in this study. This enabled changes to be identified that could increase the take up rates of drink/drive offenders referred to a DDR course-providing organisation.

The results of this survey have been reported previously in a report by Stone, Buttress and Davies (2003), and are summarised in Section 5.

Section 6 of this report discusses the results of the above studies and draws together conclusions regarding the overall operation and effectiveness of the DDR scheme following its national expansion. Based on the findings of this project, Section 7 presents a series of good practice recommendations, which suggest a number of measures that may be implemented to further increase the use of the DDR scheme.

2 Monitoring and evaluation of the national DDR scheme

2.1 Objectives

The major component of the monitoring and evaluation study has been the investigation of the scheme's operation in relation to three factors:

- i The proportion of convicted drink/drive offenders referred to the scheme by courts ('referral' rate).
- ii The proportion of referred offenders who go on to complete a DDR course ('take-up' rate).
- iii The effect of course attendance on convictions for a subsequent drink/drive (or motoring) offence ('reconviction' rate).

The primary aim of this study was to quantify the scheme's operation using these three measures both at national and at individual course provider level. This section presents the national level referral and take-up rates and the relative reconviction rates of course attenders and non-attenders.

2.2 Method

At the start of the current project, available national level data on DDR referrals was insufficient for the purposes of this study. Although each course-providing organisation

has to submit quarterly referral and course attendance figures to the DfT, this data does not include detailed information on each referred individual as would be necessary to, for example, monitor which groups of offenders go on to attend courses once referred, and investigate the effect of course attendance in terms of reconvictions. Although DVLA information on those drivers who are convicted of a drink/drive offence is available, it does not include information on those convicted drivers who were referred to the DDR scheme. In order to monitor and evaluate the use and effectiveness of the DDR scheme it was necessary for this study to develop and manage its own information facility on referred offenders. Only once this Rehabilitation Database was created was it possible to investigate take-up and reconviction rates.

An offender is referred to a DDR course by a referral order made by the court and this is then sent to the course-providing organisation. The referral order contains details of the referring court, the referred offender, his/her sentence (including proposed disqualification period reduction) and the course provider to which the offender is referred. For the current project, it was agreed that each course provider would send details on each referred offender upon receipt of a referral order, and this would be entered in the database.

At the outset of the study, data management techniques employed in handling referral data varied considerably between course providers. In order to streamline and standardise the data collection process, each course-providing organisation was loaned a computer by DfT to enable the electronic collection of selected data on each referral. Although course providers were encouraged to use these computers for all administrative purposes, only some information from the court referral forms was required for the study. These were offender details, information on the sentencing court and some sentence details. This data was transferred monthly from each course provider to the research team. To aid data transfer, all computers had a software package that enabled the secure transfer of data from one computer to another via a telephone line. For those course providers without a dedicated and/or secure phone line, the research team accepted couriered data sent on a security coded disk. Both the Rehabilitation Database and databases held by course-providing organisations were registered in accordance with the requirements of the Data Protection Act 1998.

Once received, all data files were uploaded onto the Rehabilitation Database and any duplicate referrals were removed. Duplication of individual referrals could occur as a result of a single offender being referred to more than one course providing organisation. In addition, in cases where an organisation transferred its entire referral spreadsheet in order to update the previous month's records, it was necessary to remove duplications of those records where no new information was added to records already held on the database.

2.3 Developing the national DDR sample

2.3.1 Course provider referral data

Following monthly collection of referral data from each course-providing organisation in Great Britain, a national sample of convicted drink/drive offenders was drawn from the Rehabilitation Database. The national sample contained all convicted drink/drive offenders who had been sentenced during a two-year period commencing shortly after the scheme's expansion (1st April 2000 to 31st March 2002) and who had been referred to a DDR course.

During this period 107,443 drink/drive offenders had been referred to a DDR course and entered onto the Rehabilitation Database. The number of referrals received by individual course providers during this period varied considerably, ranging from 104 to 29,769 (mean 3,837, median 1,554).

2.3.2 Matching with DVLA data

The DVLA driver database provides information on DDR course attendance by including a field that is marked once a completion certificate for a rehabilitation course is received by DVLA. This marker can then be checked by DVLA when an offender applies to renew his/her licence whereby the reduction in the disqualification period is taken into account. The database also contains information on motoring convictions both before and after the drink/drive offence for which they were entered onto the Rehabilitation Database.

To enable an investigation of the course attendance (take-up) and reconviction rates of the national sample it was necessary to match the national sample held on the Rehabilitation Database with DVLA data. As there is a time lag between offenders being convicted and attending a DDR course and corresponding information being entered onto the DVLA database, the DVLA data used for matching purposes was drawn in June 2002. Furthermore, to increase the potential success of the matching process, and to account for delays in the data capture processes within the DVLA system, drivers convicted of a drink/drive offence within the two year period +/- 2 months were used for matching. The DVLA data showed that 148,086 drivers were convicted of a drink/drive offence (though not necessarily referred to the DDR scheme) during this period.

In order to match offenders on the Rehabilitation Database with the DVLA data, a driver key was developed for each record using the offender's name (surname plus initials), date of birth and gender (to identify the offender), and the date of sentence (to identify the offence for which he/she was referred). The data sent by the course providers did not contain a date of sentence in 1% of cases, possibly due to the course provider not receiving the date from the court, or because of a data entry error. These cases were excluded from the matching process. A further 2% of cases had incomplete information (e.g. an incomplete date of birth or missing gender code), and these cases were also removed.

Once driver keys were generated for each database record, a routine for matching them with driver keys from the DVLA data was used. Using this process 87,650 (81.6%) of offenders recorded on the Rehabilitation Database with a date

of sentence between 01/04/00 and 31/03/02 were successfully matched with the DVLA data. As the primary reason for any mismatch is most likely to be minor clerical errors (e.g. data entry), it was assumed that the matched sample should be representative of the full set of (107,443) referrals originally held on the Rehabilitation Database.

2.4 Results

Following the development of a usable national sample, a number of analyses were conducted to investigate the operation and effectiveness of the national DDR scheme.

2.4.1 Descriptive characteristics

Age and gender

Of the 87,650 offenders within the national matched sample, 77,592 (89%) were male and 10,058 (11%) were female. When the sample was split into age groups almost half [38,088 (43%)] were aged 29 or under. Table 2.1 presents a full breakdown by age group.

Table 2.1 Age of referred drink/drive offenders in the national sample

Age	No.	% of sample
16-29	38,088	43
30-39	23,928	27
40-54	20,031	23
55+	5,603	6
Total	87,650	99 ¹

Social status

A measure of social status has been derived from the postcode of the offender, as available from the DVLA data. The information on postcodes was supplied by CACI Ltd, and is known as the ACORN directory. There are six ACORN Categories (A to F), the 'highest' social group being A, and the 'lowest' being F (see Davies and Smith, 2003, for a more detailed breakdown). Ninety six percent of postcodes within the sample were matched using the ACORN directory. Table 2.2 shows the ACORN group for all matched offenders. The percentages in the first column come from an analysis made by CACI based on 1991 census data.

The results indicate that the distribution of referred offenders within the sample broadly reflects those proportions within the general population².

Table 2.2 ACORN categories of referred drink/drive offenders in the national sample

ACORN category (% in GB)	No.	% of matched sample
A (20%)	14,293	17
B (12%)	8,803	10
C (8%)	6,104	7
D (24%)	22,756	27
E (14%)	11,272	13
F (23%)	20,999	25
Total	84,227	99

High Risk Offender status

The DVLA database used for matching with the Rehabilitation Database included a marker to indicate whether the referred offender came under the DfT High Risk Offender (HRO) scheme (see Davies and Smith (2003) for a description of HRO categories). Although the DDR scheme was originally intended for use with convicted drink/drive offenders who did not also come under the HRO scheme, revisions to the DfT guidelines for DDR scheme operation stated that HROs could also be considered for referral to the scheme.

Of those drink/drive offenders convicted during the two-year period and who were referred to a DDR course 15,273 (17%) were classified under the HRO scheme.

2.4.2 Referral rates

The first criterion against which the level of DDR scheme use was assessed was the proportion of convicted drink/drive offenders *referred* to course providers by courts in Great Britain. Although referral rate can be investigated in terms of course-providing organisations' ability to attract referrals from courts (particularly when competing with other organisations for referrals from an individual court), the measures upon which such rates would be calculated are potentially inaccurate and are unable to provide clear information on the underlying reasons for any identified differences between course providers.

In contrast, a more desirable measure of referral rate is to focus specifically on the number of referrals made by courts to the DDR scheme nationally as a proportion of all offenders convicted for a drink/drive offence during the equivalent two-year period. In this instance, the matched sample data can be used to identify the number of offenders referred by a court. This is bound to lead to undercounting, although it provides the best estimate that can be made with the data available. There are two main reasons for the probable undercounting:

- 1 Not all offenders whose details are provided by course providers can be successfully matched to DVLA data; and
- 2 Not all offenders referred to course providers will contact one.

This implies that the court referral rates are likely to be higher than given within this report. The overall court referral rate, estimated using only matched data, is 59% (min 2%, max 88% at individual courts). Since not all offenders have been referenced, it is likely that the actual rate is higher. Indeed, this is reflected by a less robust comparison by calculating the referral rate as the number of referred offenders held on the Rehabilitation Database as a percentage of the number of drink/drive convictions held on the DVLA database. Although inaccurate due to the longer conviction period used within the DVLA data for matching purposes (two years +/- 2 months), this comparison puts the referral rate at 73%. However, when Home Office court codes are used to investigate the referral rate at individual courts, there is some evidence that the scheme is not being used consistently across all courts. Most notably, initial indications show that a relatively low proportion (typically less than

20%) of convicted drink/drive offenders is referred to a DDR course by Scottish courts. In addition, all courts that referred fewer than 10% of convicted drink/drive offenders were Scottish. A number of reasons may account for this difference, including the relatively small number of organisations providing courses in Scotland. However, additional results discussed in Section 4 of this report also suggest other possible explanations for this lower referral rate.

2.4.3 Course attendance rates

The second criterion against which successful operation of the DDR scheme can be measured is the level of drink/drive offenders who *attend and complete* a DDR course once referred ('*take-up*'). The take-up rate within the national sample can be calculated using the proportion of offenders within the national sample who have a 'rehabilitation marker' placed on the DVLA database against their details. A marker is entered onto the DVLA database when a course completion certificate is received from a course provider.

The calculation of the take-up rate is a straightforward process. However, there are a number of factors that limit the reliability of this information at the time of analysis. These factors include the following:

- Although there was a delay between the end of the data collection period (March 2002) and matching with DVLA data (June 2002), it is possible that some referred offenders may have attended a course during the experimental period but the marker had not been added by the time the DVLA data was captured.
- Referred offenders with longer sentences, and those referred towards the end of the two-year data collection period, may still have an opportunity to attend a course before their completion date. Hence this group are not 'true' non-attenders.

On this basis the national sample can be split into three categories:

- A Those offenders within the national sample who have a rehabilitation marker indicating course attendance.
- B Those offenders within the national sample who *do not* have a rehabilitation marker of course attendance but could yet attend a course.
- C Those offenders within the national sample who *do not* have a rehabilitation marker *and* their disqualification period has ended.

As a proportion of the sample will still have the opportunity to attend a course, the present investigation of take-up rates is likely to *underestimate* the actual proportion of the national sample that will eventually go on to attend a course. As more time elapses, the proportion of offenders within the sample whose disqualification period has expired will increase. Only when the entire sample has completed their disqualification period can a real estimate of take-up rate be observed for this sample. With this in mind, at the time of analysis 26,297 (30%) referred offenders had attended a DDR course (min 15%, max 63% at individual course providers), whilst 22,572 (26%) had not completed a DDR course by the end of their

disqualification period. The remaining 38,781 (44%) who had not yet attended a DDR course, still had time to do so in advance of the end of their disqualification. Although unlikely, the take-up rate of this sample could potentially increase to 74%.

The demographic composition of the three groups of referred offenders (A, B and C above) within the sample is summarised below. The results presented give an early indication of the differences between attenders and non-attenders and the overall population of referred offenders within the national sample. As almost half (44%) of the sample could still attend a DDR course, it is too early at this stage to conduct more detailed statistical analyses of those groups of referred offenders who have an above (or below) average likelihood of attending a DDR course following their referral. However, as the proportion of offenders with an expired disqualification period increases such analyses would provide important information on those groups less likely to take-up the offer of a DDR course. This information would enable developments within the scheme aimed at increasing the motivation of such groups to attend, particularly any groups identified as more likely to benefit from attendance on a course.

Tables 2.3 and 2.4 present the age and gender of the three groups of course attenders/ non-attenders as a proportion of those originally referred.

Table 2.3 Gender of course attenders/non-attenders as proportion of total referred

Gender	No. referred in sample (N= 87,650)	Attended a course (A)	May yet attend (B)	Did not attend (C)	Total
Male	77,592	29%	45%	26%	100%
Female	10,058	35%	39%	26%	100%

Table 2.4 Age of course attenders/non-attenders as proportion of total referred

Age group (years)	No. referred in sample (N= 87,650)	Attended a course (A)	May yet attend (B)	Did not attend (C)	Total
16-29	38,088	27%	43%	30%	100%
30-39	23,928	28%	48%	24%	100%
40-54	20,031	34%	44%	22%	100%
55+	5,603	43%	35%	22%	100%

The age and gender of course attenders and non-attenders as proportions of those referred are broadly similar. However, initial indications are that women offenders have a slightly higher than average likelihood of attending a DDR course once referred (35% of referred women attend compared with the average take-up rate of 30%). Additionally, early indications suggest that older offenders (40 years of age and over), when referred, also demonstrate an above average take-up rate.

Table 2.5 presents a similar breakdown of the three attendance groups, this time grouped by ACORN category of social characteristics as a proportion of each group who

were referred. Whilst the percentages attending a DDR course broadly reflect the percentages of the sample within each group, the initial figures suggest that offenders in the highest ACORN categories (A+B) demonstrate an above average likelihood of attending. In contrast, offenders within the lowest ACORN groups (E+F) appear to have a below average likelihood of attending a DDR course once referred. This finding, although only indicative, may reflect the earning capability of such groups and hence their ability to afford the course fee. However, these differences may simply reflect different attitudes within the groups in terms of the desirability of course attendance.

Table 2.5 ACORN categories of course attenders/non-attenders as proportion of total referred

ACORN category	No. referred in sample (N= 84,227)	Attended a course (A)	May yet attend (B)	Did not attend (C)	Total
A	14,293	41%	36%	23%	100%
B	8,803	37%	39%	24%	100%
C	6,104	28%	44%	28%	100%
D	22,756	32%	43%	25%	100%
E	11,272	26%	47%	27%	100%
F	20,999	21%	51%	28%	100%

Table 2.6 presents the proportion of referred HROs and non-HROs within the sample that have attended, or not attended a DDR course. Although only indicative, the figures show a below average likelihood of attendance for those offenders falling into the HRO scheme classification. Nominally HRO classification indicates more serious drink/drive offending behaviour (it applies to those disqualified for: driving with an alcohol level two and a half times or more over the legal limit, having committed two drink/drive offences in a 10 year period or those refusing to provide an evidential specimen while suspected of drinking and driving). This finding possibly highlights a reduced motivation among more serious offenders to attend a DDR course once referred.

Table 2.6 High Risk Offender status of course attenders/non-attenders as proportion of total referred

HRO status	No. referred in sample (N= 87,650)	Attended a course (A)	May yet attend (B)	Did not attend (C)	Total
HRO	15,273	18%	65%	17%	100%
Non-HRO	72,377	33%	40%	28%	101%

2.4.4 Reconviction rates

The previous two subsections have discussed the effectiveness of the DDR scheme and its operation in terms of its use by courts as a referral measure and the take-up rate of referred offenders. As a road safety intervention, the best effectiveness index is the evaluation of reconviction rates for a subsequent drink/drive or motoring offence. This section describes the results of the investigation of reconviction rates of those offenders

within the national sample who have attended a DDR course compared with those who had not. Before the results are presented, several points need to be made in relation to interpreting the results of this investigation.

First, reconviction rates as recorded on the DVLA database have been used as the outcome measure. This measure of scheme effect is not ideal as it only reflects re-offences that an offender has been caught and subsequently convicted for, rather than the actual level of re-offending behaviour. On this basis, it may be the case that an individual has committed a number of subsequent drink/drive offences without having been caught and prosecuted. Despite this, the DVLA motoring conviction data is the most accessible and reliable objective data of re-offending behaviour available to the study.

Second, a large percentage of the sample (70%) had not attended a DDR course by the end of the two-year data collection period. However, due to the relatively small time period that had elapsed since their conviction (up to 2 years) a high proportion of the total sample (44%) *could* still attend a DDR course in advance of the end of their disqualification period. Offenders within this group may have been convicted towards the end of the two-year data collection period, or may have been sentenced to a disqualification period greater than 2 years. Interpretation of the reported findings therefore needs to take this into consideration.

Related to the previous issue, the third point arises as a result of the short follow-up period (up to 2 years) available to the study at the time of the analysis. Although re-offending can occur in advance of the return of an offender's driving licence [and indeed has been shown to be true especially of non-attenders, (Davies and Smith, 2003)], many offenders within the sample had not regained their driving licence by the end of the study follow-up period. Any evaluation may therefore include an investigation of the effect of disqualification on subsequent offending behaviour as opposed to the effect of DDR course attendance alone. As a result, separate analyses have been conducted to investigate the effect of course attendance on the small proportion of the sample whose disqualification period has expired.

Finally, due to the short data collection period, the overall number of reconvictions against which the relative effect of course attendance is measured is small. Whilst the sample size is large enough to allow statistical comparisons to be made, it should be borne in mind when interpreting the results that due to the small total number of reconvictions a single offence can have a disproportionate effect on the overall analysis. Similarly, the results do not provide evidence for the longer-term effect of course attendance on reconvictions.

Despite these caveats, the results of the current analysis provide a valuable insight into the effect of course attendance at this early stage.

Survival analysis

This section presents the results from a series of survival analyses conducted on the data to investigate the reconviction rates of course attenders and non-attenders.

The 'rehabilitation marker' on the DVLA file was used to identify drink/drive offenders who had completed a rehabilitation course. As well as examining drink/drive offending behaviour, the overall motoring offence behaviour has been examined along with a comparison of the offending behaviour over time for a number of different sub-groups; for example, those in different ACORN categories and with different offending background.

Survival analysis is concerned with the time interval between two events, a starting event and a terminal event. The method is particularly useful in showing differences in re-offending between different groups, such as those who have attended a DDR course and those who have not (Davies *et al.*, 1999; Smith and Davies, 2002; Davies and Smith, 2003). It is used in this case to analyse the time between conviction for the initial drink/drive offence, and the date of appearance at court for the first drink/drive offence (if any) occurring after the initial drink/drive offence date or course (if attended). In addition, convictions for a first motoring offence are examined.

Hence, 'survival' for a certain period is equated to not being reconvicted for an offence over that period. In this case, the period under consideration is taken to be the two years between April 2000 and March 2002. This does mean that after the first year the sample sizes on which the subsequent graphs are based is at least less than half the original sample size. The following graphs present the proportion of a particular group of offenders who have been convicted of a further offence.

Effect of course attendance on drink/drive reconvictions

Figure 2.1 shows the relative proportions of offenders without further convictions for a drink/drive offence regardless of whether offenders' disqualification period has expired (hence some individuals could still attend). The time interval is that from the time of the drink/drive conviction to either the next drink/drive offence, or, if no such offence occurs, to 31st March 2002. The rate of re-offending over this interval is very small (only 1.4% of course attenders and 3.7% of non-attenders committed a subsequent drink/drive offence). On this basis, offenders who had not attended a course were 2.6 times as likely to have been convicted of a subsequent drink/drive offence when compared with course attenders.

Consideration of only those offenders whose disqualification period had ended during the two-year period excludes those offenders who could still attend a DDR course. Therefore this takes into account only course *attenders* or *non-attenders* in the truest sense. On this basis, when reconvictions since the end of the *disqualification* period (rather than reconvictions since their index *conviction*) are analysed, 0.6% of course attenders had been convicted for a subsequent drink/drive offence compared with 1.2% of non-attenders (see Figure 2.2.). For this sub-group of offenders, course attenders are half as likely to be convicted of a subsequent drink/drive offence.

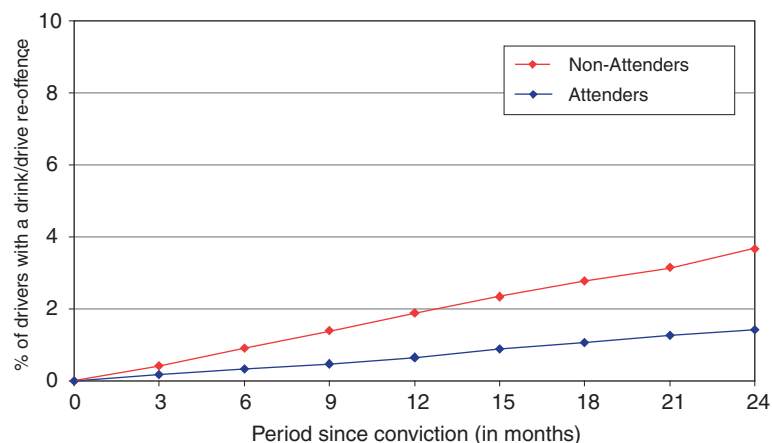


Figure 2.1 Effect of course attendance on further drink/drive reconvictions

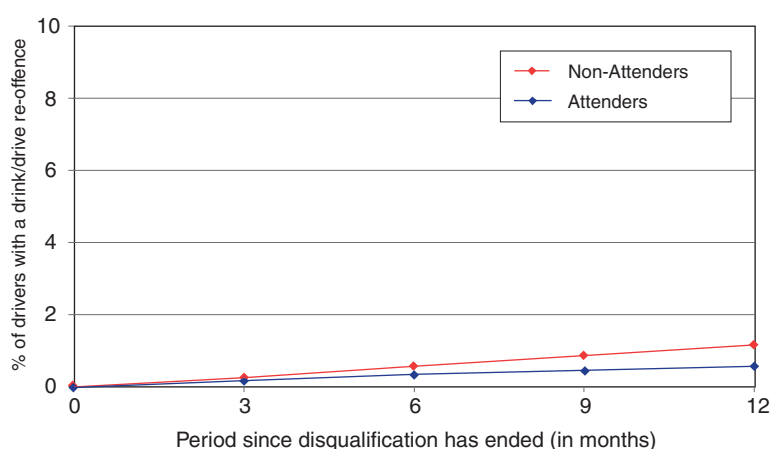


Figure 2.2 Percentage of drivers convicted of a further drink/drive offence since the end of their disqualification period

Effect of course attendance on motoring offence reconvictions

Figure 2.3 shows the relative proportions of offenders without further convictions for *any* motoring offence. Here the criterion for a 'reoffence' is that the driver has committed at least one motoring offence, including drink/

drive offences. The time interval is from the first drink/drive offence to the first of any motoring offences or, if no motoring offences occur, to 31st March 2002. Figure 2.3 shows that course attenders were convicted of fewer subsequent motoring offences than non-attenders. Whilst 10.1% of course attenders had motoring reconvictions

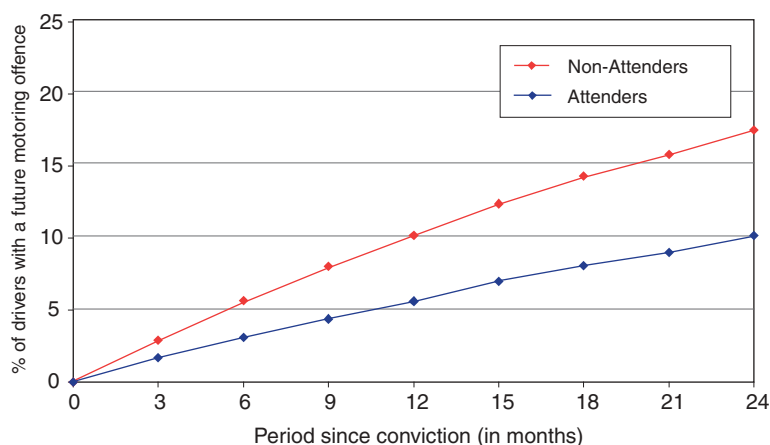


Figure 2.3 Effect of course attendance on future motoring convictions

within the two-year period (up to 2 years after their criterion drink/drive conviction), 17.4% of non-attenders had been convicted of a subsequent motoring offence. Course attenders are therefore 1.7 times less likely than non-attenders to have been convicted of any subsequent motoring offence. When considering only those individuals whose disqualification period had expired, course attenders were 1.9 times less likely than non-attenders to have been convicted of a subsequent motoring offence since regaining their licence (see Figure 2.4).

Effect of course attendance on drink/drive reconvictions within subgroups of referred offender

A number of additional survival analyses were conducted upon the whole sample to investigate the effect of course attendance within different subgroups. These analyses investigated the effect of course attendance by age, sex and socio-economic category. Analyses were also conducted to investigate whether there is a differential effect of course attendance on drink/drive reconvictions among (i) HRO and non-HRO offenders, and (ii) offenders with a previous drink/drive offence within the two-year period prior to the conviction for the criterion offence. In all cases the pattern of reconvictions are similar between both outcome

measures (subsequent drink/drive convictions and motoring convictions). As a result only the findings from the investigation of reconvictions for a drink/drive offence are presented here.

Age

The sample was split into ‘younger’ and ‘older’ age groups (under 30 years and 30 years and over) to investigate the effect of course attendance on these two age groups. Figure 2.5 shows that regardless of course attendance the older age group had a slightly higher reconviction rate for drink/drive offences. Although both age groups benefited from attending a DDR course, the survival analysis showed that course attendance was more effective within the younger age group. Within the younger age group, course attenders were 3.5 times less likely to be reconvicted for a drink/drive offence compared with non-attenders (reconviction rates 0.8% and 2.9% respectively). In comparison, within the ‘older’ age group course attenders were 2.4 times less likely to be reconvicted for a drink/drive offence when compared with non-attenders (reconviction rates 1.8% and 4.3% respectively).

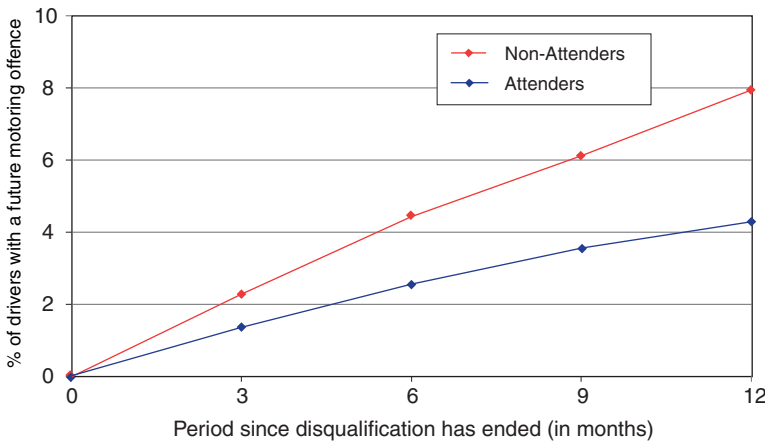


Figure 2.4 Percentage of drivers convicted of a further motoring offence since the end of their disqualification period

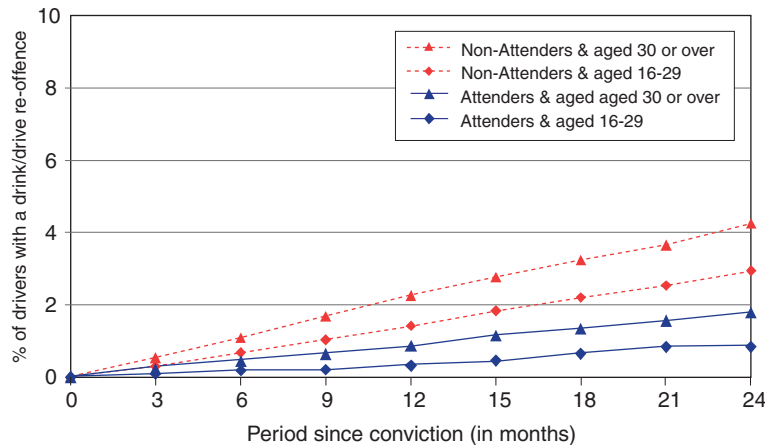


Figure 2.5 Effect of course attendance on ‘younger’ and ‘older’ offenders

Sex

Men and women both benefited from attending a DDR course. However, course attendance was slightly more effective amongst men (see Figure 2.6). Male course attenders were 2.6 times less likely to be reconvicted for a drink/drive offence compared with non-attenders (reconviction rates 1.5% and 3.9% respectively). In comparison, female course attenders were 2.3 times less likely to be reconvicted of a drink/drive offence when compared with non-attenders (reconviction rates 0.8% and 1.9% respectively).

Social classification

Figure 2.7 considers social classification for the 96% of drink/drive DVLA data for which it was possible to assign an ACORN code. This sample was split into three social categories to provide samples sufficiently large for analysis: Gp 1 ACORN classification A+B, Gp 2 ACORN C+D, and Gp 3 ACORN E+F. In all cases, course attenders were reconvicted for significantly fewer drink/drive offences than non-attenders. However, course attendance demonstrated a greater effect among the higher social classifications. For example, within the highest social classification (A+B) course attenders were 3.3 times less likely to be convicted of

a subsequent drink/drive offence than non-attenders within this group (reconviction rates 1% and 3.4% respectively). In comparison, course attenders in the lowest social classification (E+F) were half as likely to be convicted when compared with non-attenders within this group (reconviction rates 1.9% and 3.8% respectively).

Previous offending behaviour

Figure 2.8 presents reconvictions of course attenders and non-attenders comparing previous offence behaviour. The term 'previous' in this instance is specific to the two years prior to the offenders' criterion drink/drive conviction. Irrespective of previous offence behaviour, course attenders have significantly improved subsequent drink/drive conviction rates. However, the benefit of course attendance is found to be slightly greater among those offenders without a previous conviction. Course attenders within this group were shown to be 2.6 times less likely to be convicted of a subsequent drink/drive offence compared with non-attenders (reconviction rate 1.4% and 3.5% respectively). In comparison, of those offenders with a previous conviction (within the previous 2 years) course attenders were 2.2 times less likely to have a subsequent drink/drive conviction than non-attenders (reconviction rate 2.5% and 5.4% respectively).

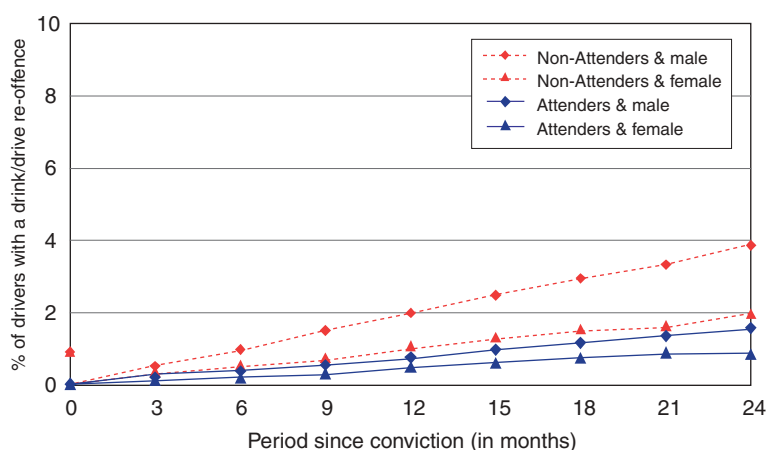


Figure 2.6 Effect of course attendance on men and women

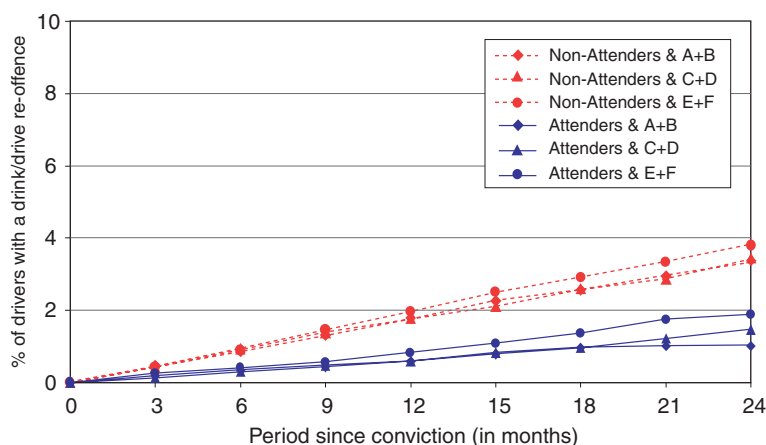


Figure 2.7 Effect of course attendance by social classification

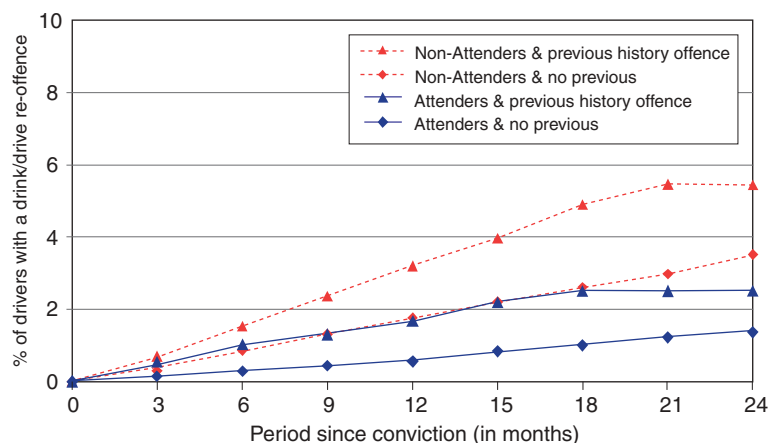


Figure 2.8 Effect of course attendance by previous offence behaviour

High Risk Offender (HRO) status

Finally, Figure 2.9 presents the effect of course attendance among those referred offenders who come under the HRO scheme compared with those who do not. The course attenders, irrespective of HRO status have a significantly lower reconviction rate for drink/drive offences compared to non-attenders. What is most noticeable from Figure 2.9 is that those offenders with a HRO marker are much more likely to have a subsequent drink/driving conviction than those without. Since the HRO marker relates to the June 2002 DVLA data the HRO value will have been a function of past behaviour and so include the convictions.

2.5 Summary

This section has presented the findings of a study to investigate the effectiveness of the DDR scheme following its national expansion. The effectiveness of the scheme and its operation has been investigated in relation to three factors (i) its use as a referral measure by court officials, (ii) the level of referred offenders who attend a course, and (iii) its effectiveness as a road safety intervention to reduce reconviction rates of those offenders who attend a DDR course. For the purposes of the current project and to

facilitate this investigation, data was collated on a national sample of convicted drink/drive offenders who had been referred to the DDR scheme during the two year period 1st April 2000 to 31st March 2002.

The findings of this study have demonstrated that the DDR scheme is operating satisfactorily overall. Based on the national sample created for this study, 59% of drink/drive offenders convicted during the two year period were referred onto the DDR scheme. However, this figure takes into account only those referrals that were matched with DVLA motoring conviction data. An alternative analysis using all, rather than just the matched referrals indicates that the national referral rate could be as high as 73%. Despite these results, some findings showed that there were wide variations in the referral rates at individual courts. In particular, referrals from Sheriffs' Courts throughout Scotland were particularly low. There could be a number of reasons for this difference, most notably the smaller number of course-providing organisations offering DDR courses in Scotland at that time. Section 4 revisits this issue as part of an investigation of court officials' operation and views of the DDR scheme.

At the time of analysis, 30% of offenders referred during the two year period had attended a DDR course.

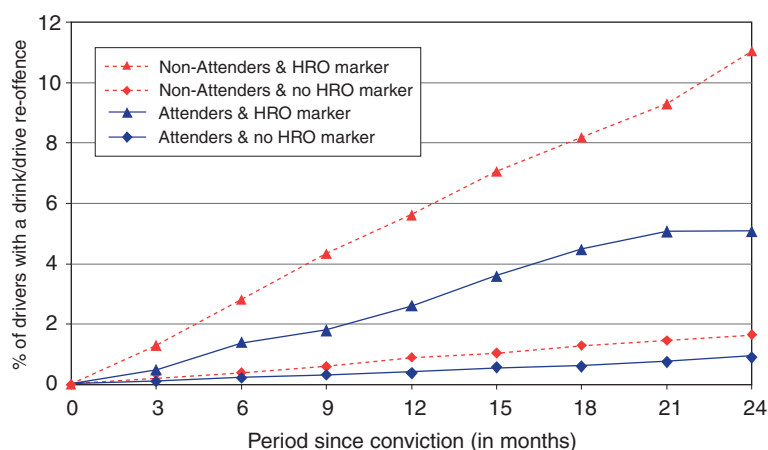


Figure 2.9 Effect of course attendance by HRO status

This national take-up rate is comparable with that achieved at the same stage within the pilot study [35% (Davies *et al.*, 1999)]. As a further 44% of the sample were still able to attend a course before their disqualification period expired, it is likely that the take-up rate of this group will increase further. Investigation of particular sub groups within the sample of referred offenders provided an indication of those groups who had an above average likelihood of attending a course once referred. Those groups that demonstrated a slightly above average take-up rate were offenders aged 40 years and over, offenders of higher social status, non-HROs and women. Section 5 discusses in more detail issues underlying some offenders' decision not to attend a DDR course once referred.

Investigation of the effectiveness of course attendance showed that up to two years after their original offence, course attenders were 2.6 times less likely to be convicted of a subsequent drink/drive offence than non-attenders. Although all course attenders benefited from attending a DDR course, attendance seemed to have a more positive effect among specific groups. In particular, course attendance appeared to be more effective with 'younger' offenders, males, higher social status groups and offenders without a previous drink/drive conviction.

3 Investigation of course provider practices

3.1 Objectives

All courses in the DDR scheme are approved by the DfT and must comply with the DfT guidelines for the operation of these courses. The DfT guidelines are designed to allow some degree of flexibility in terms of individual course-providing organisations' operation within the DDR scheme. As a result, some differences may exist in terms of the courses provided by those organisations. Furthermore, the guidelines currently cover aspects such as course content and teaching methods, the number and duration of sessions, group size, course fees and tutor background. The guidelines do not therefore cover other aspects relating to the operation of the courses, most notably, operational practices that may increase referrals from the courts, and practices that may increase the number of offenders who take-up and complete a DDR course once referred.

Given the large number of separate course-providing organisations within Great Britain³, there may be many differences in the operational practices and procedures employed by each organisation, which may in turn affect the overall operation of the DDR scheme. Additionally, there is a large amount of variability in terms of both the size and background of individual organisations, which may affect the amount of resources available to each.

The aims of this study were to investigate (i) how individual course-providing organisations operate in accordance with the DfT guidelines, (ii) what measures are implemented by organisations to encourage court referrals and offender take-up and ensure consistency and quality of the courses provided, and (iii) the similarities and differences existing between each course-providing organisation in terms of their operating practices and procedures.

3.2 Method

3.2.1 Depth interviews

In September 2000, semi-structured depth interviews were conducted with up to three appropriate members of staff (e.g. organisation manager, a course facilitator, and/or member of administrative staff within the organisation) at six course-providing organisations. The six organisations were selected as representative of both the different type and size of organisations providing a DDR course at that time.

Each depth interview explored the following areas:

- Course providers' relationships with referring Magistrates' Courts and how referrals were encouraged.
- Course providers' contact with offenders and how take-up was encouraged.
- Details of the DDR courses provided.
- Information about the qualifications, experience and training of the course facilitators employed by the organisation.
- Details of any in-house evaluation or monitoring procedures employed by the organisation.

The results from the depth interviews were used to produce a self-completion postal questionnaire to survey the operation of all course-providing organisations⁴.

3.2.2 Postal survey

The structure of the questionnaire broadly followed that used within the depth interviews, and was split into three sections. The first of these sections asked about the referral process. In particular this section asked for information about the number of Magistrates' Courts referring drink/drive offenders to the organisation, what contact they had with court officials both when the course was first introduced and on an ongoing and regular basis, and any measures that they implemented to increase referrals to their organisation.

The second section investigated aspects relating to offenders' take-up of a place on their DDR course once referred by a court. Most notably this section asked for information relating to any measures used by the organisation to advertise their course in court, and any contact they had with referred offenders after they had attended the court.

The final section asked for information relating to the DDR course provided by the organisation. In particular, information was requested about the content and teaching methods used within the course, the structure of the courses, the facilitators leading each course, course fees, and any internal monitoring of the quality and learning outcomes of the course that may have been conducted by the organisation.

In February 2002, questionnaires were sent to each organisation that provided, or were due to provide, a DDR course at that time. On this basis, 29 organisations⁵ were sent a copy of the questionnaire to be completed by the most appropriate members of staff within the organisation. Following telephone and postal reminders, we achieved a response rate of 100%. However, the three

organisations that had stopped providing DDR courses and the two organisations that started providing DDR courses after 30th April 2002 have been removed from the following analysis.

3.3 Results

The results of this survey reflect the practices operated by organisations at the end of the two year period April 2000 to March 2002. As the practices may have changed within individual organisations since then, results are presented overall and in terms of the number of organisations employing each practice rather than discussing separately the practices employed by each organisation.

3.3.1 Encouraging court referrals

As no offender may participate in the DDR scheme without being referred to a course-providing organisation by a magistrate (or sheriff) after sentencing, the level of referrals received by each organisation is important for their successful operation.

In many cases this may reflect differences in the operating size of each organisation, especially in terms of their available resources and the number of courses that they are able to run. As more than one organisation providing an approved course can actively receive referrals from a single Magistrates' Court, no one organisation is guaranteed all referrals from an individual court. The differential level of competition for referrals faced by individual organisations further increases the need for some organisations to introduce measures aimed at maximising the number of referrals received from each of their referring courts.

When asked about the courts that each organisation received referrals from, most organisations [17 (65%)] actively⁶ received referrals from 10 or less courts and only half (13) were the sole recipient of all drink/drive referrals from *any* of their referring courts. Indeed, one organisation that actively received referrals from only one court competed with other course providers for the referrals from that court. Despite the wide variation in the level of competition faced by individual organisations, only six (26%) organisations claimed to be 'dissatisfied' with the proportion of referrals received. Almost all of these organisations claimed that excessive competition in certain courts was resulting in too few referrals to make a course viable in some areas.

To investigate the level of implementation of measures to encourage court referrals, both to the national DDR scheme and specifically to their organisation, respondents were first asked about the measures their organisation had used to advertise the scheme and the existence of their courses when they had originally set up their DDR course. Based on the findings of the depth interviews, respondents were specifically asked whether they: (i) approached the referring court(s) to request a meeting with appropriate court officials, (ii) met with the clerk of court, (iii) met with magistrates'/sheriffs at the referring court, (iv) offered to provide training to court officials about their courses and/or the referral process, and (v) actually

provided any such training to court officials. Respondents answered whether they had implemented any of these at *every* court due to refer to them, *some* courts referring to them, or at *none* of their referring courts.

Only 7 (28%) organisations had introduced *all* of these measures at *every* court they were due to receive referrals from, whilst a further eight (31%) organisations had introduced *all* of these measures at *some* of their referring courts. Although some organisations had not implemented every measure, all of the 26 organisations had introduced at least one of these measures at some of their referring courts.

Representatives were next asked about any measures that their organisation used to advertise the DDR scheme and/or their DDR course when first introducing their course to a new referring court. The representatives were offered the same categories of possible measure as in the previous question. Five respondents reported that they had not introduced their course to a new referring court since the organisation began operating.

The results demonstrated that a more proactive approach was taken by the majority of course-providing organisations when approaching a 'new' referring court. In particular, 19 (90%) respondents stated that they had requested a meeting with an official at *every* new referring court. Similarly, 17 (81%) respondents stated that their organisation actively offered training on the DDR scheme and its administration to staff at *every* new court. Although course-providing organisations are dependent upon the court to accept either the offer of a meeting, or training, it is clearly a pro-active move in terms of encouraging a new court's use of the organisation for referred drink/drive offenders.

Respondents were asked about any ongoing and regular contact between themselves and the courts that they actively received referrals from. Respondents answered whether their organisation had: (i) regular face to face meetings with court representatives (at least once every 6 months), (ii) any other form of regular contact with court representatives, (iii) a designated contact at the referring court(s) to discuss any problems with specific referrals, or (iv) a designated contact for discussions relating to their own DDR course and the referral process. Overall, clear differences existed between individual organisations regarding the amount of regular contact they had with referring courts. Whilst eight (31%) organisations implemented all four measures at some or all of the courts that they received referrals from, three (12%) representatives responded that their organisation did not implement *any* of these measures at *any* of their referring courts.

Finally, representatives were asked about any materials provided to referring courts to encourage both court officials' use of the DDR scheme and referral to their organisation. Respondents answered whether their organisation provided court officials with either (i) information regarding their DDR course, (ii) blank copies of the referral form, or (iii) any other related materials.

Perhaps unsurprisingly all but one organisation [25 (96%)] provided information about its DDR course to each court it received referrals from. Seven respondents stated that their organisation provided courts with other forms of information about their DDR course, which aim to

encourage courts to refer drink/drive offenders to their organisation. This information included providing all referring courts with a newsletter and/or annual report containing information about their organisation and the courses they run, materials to help court officials calculate completion dates and/or reduction periods, and providing a list of course dates in the courts' local area. Eight organisations (31%) also claimed to provide blank referral forms for court officials' use, one of whom also provided courts with addressed freepost envelopes for the return of referral forms.

3.3.2 Encouraging offender participation

Once referred by the court to a DDR course-providing organisation, an offender's participation on a course is entirely voluntary. Following notification of referral of a drink/drive offender, it is up to the course-providing organisation to encourage the offender to take-up the offer of a place on their course. When asked about their level of satisfaction with offender take-up, only nine (35%) course providers were 'satisfied' or 'very satisfied'.

Representatives were asked about the measures implemented by their organisation to encourage referred offenders to take up the offer of a place on their course. In addition to encouraging an offender to become involved in the DDR scheme and attend a course, such measures may also be of importance in ensuring that an offender attends their course rather than that of another organisation. Therefore, those facing a greater level of competition from other organisations may place increased importance on the need to encourage offenders to attend their DDR course. The measures that may be implemented by an organisation primarily focus on contact with the offender. On this basis, such contact was discussed in terms of whether it occurred either at the court or after the offender's court appearance.

To investigate the level of contact their organisation had with drink/drive offenders in court, representatives were asked whether they provided any written information about the DDR scheme and/or their course to the courts with the expressed intention of it being made available to offenders. Although the course-providing organisations cannot control how any such materials may be distributed by the courts, only those providing information for the benefit of offenders can be considered as actively encouraging offender take-up in the court.

Almost all representatives [24 (94%)] stated that their organisation did provide courts with written information for dissemination to drink/drive offenders in court. These respondents were then asked about the information provided within this written material. Most [19 (79%)] claimed that their written material contained (i) general information relating to the DDR scheme, (ii) an outline of the offender's role on the DDR course, (iii) details of the course objectives, and (iv) cost information relating to the course. Slightly fewer [15 (63%)] organisations provided offenders with information on how to apply for a place on their DDR course. However, only four (19%) organisations included an application form within the written material. Three respondents (13%) stated that a representative from their organisation would attend a

referring court some of the time to discuss their course with referred offenders. However, no organisation had a dedicated member of staff permanently based at any court.

Finally, representatives were asked what contact they had with referred offenders following the receipt of a court referral notice. All 26 representatives stated that their organisation contacted offenders in writing at least once to offer a place on their DDR course. Twenty-four (92%) of these organisations claimed to send out a first contact letter upon receipt of the court referral form. Each of these organisations sent out first contact letters within one month of receiving the court referral form, although most [19 (79%)] aimed to send it out within the first week. Of the two organisations that did not send a first contact letter in response to receipt of the court referral form, one sent it out 6 weeks in advance of their next course and the other sent it out 6 months before the offender's completion date.

The number of organisations making further contact beyond the initial letter reduced gradually, with 23 (88%) organisations issuing a second letter, 12 (46%) a third letter, and eight (31%) more than three letters. This was reported as standard practice if an offender had not booked a place in response to the previous contact letters. Of the eight organisations who issued more than three follow-up letters, all who gave additional information stated that these letters were sent to the referred offender at regular intervals until their completion date. Of the 23 organisations that sent more than one contact letter, 6 did not specify the timescale over which the follow-up letters were sent. Of the remaining 17, 13 (76%) sent a follow-up letter at a date tied to the offender's completion date. Dates ranged from 1½ to 6 months ahead of the offender's completion date. The other four organisations claimed that they sent follow-up letters at a set length of time after the original court date rather than a set time before the completion date. Of the 26 organisations, only nine (35%) attempt to contact referred offenders by phone in order to encourage them to attend the DDR course.

Although differences exist between individual organisations in terms of the level of contact they attempt with referred offenders to encourage them to attend a DDR course, such measures are very likely to be dependent upon both financial and staff resources within each organisation. Despite this fact, the importance of DDR course-providing organisations' role in encouraging referred drink/drive offenders to attend a DDR course cannot be understated, particularly in the context of the scheme as it currently operates.

3.3.3 Course operation

Course content

The DfT guidelines are intended to allow a certain amount of flexibility in the approach taken by individual course providers.

In order to investigate differences in the actual course operation, representatives from each organisation were asked about each of the following aspects relating to the DDR course they provide:

- use of a standard syllabus;
- teaching methods;

- teaching materials and resources;
- use of specialist knowledge/guest speakers;
- format (e.g. number/duration of sessions);
- group size;
- fees.

Overall the results of the survey demonstrated a generally consistent approach taken by all course providers in the content and teaching methods incorporated into their course. All 26 organisations stated that their organisation produced a standardised syllabus, which is issued to every course facilitator. In terms of teaching methods, every organisation uses tutor led talks/lectures, group discussions, emotion/drink diaries, and written exercises within their DDR course. Three organisations (12%) also used interactive exercises and quizzes within the sessions of their course. All 26 organisations used written handouts and blackboard/flipchart presentations within their courses. Most organisations also incorporated other presentation materials including; video-based stimuli [24 (93%)], other (non-video) stimuli [23 (88%)], and OHP stimuli [20 (77%)]. Two organisations (8%) also incorporated PowerPoint within their teaching sessions. Over half of the organisations [15 (58%)] also included guest speakers within their DDR course. Representatives from the Police were most commonly invited [13 (96%)] by these organisations. Almost half of these organisations also invited other legal representatives and medical professionals [6 (43%)] as guest speakers. ‘Other’ invited guest speakers included representatives from the fire service, road safety officers, relatives of drink/drive victims, and previously convicted drink/drive offenders.

Course layout

An additional issue, about which the course providers were asked, relates to the ‘layout’ of the courses provided by the organisation. By ‘layout’ this report refers to how the course is structured in terms of (a) number of sessions, (b) hours per session, and (c) number of weeks over which the course is conducted. The original DfT guidelines for DDR course operation recommended that courses should provide a minimum 16 hours and maximum 30 hours contact time held within a minimum of two sessions but preferably more. The guidelines also recommended that courses be offered during the daytime, evenings and weekends. Since the original guidelines were produced, discussions have highlighted the different approaches to course layout taken by individual course providers. In September 2002, revised guidelines were introduced by DfT which stated that course layout should provide between 16 and 30 hours contact time, held within a minimum of 3 sessions each including a maximum of 6 hours ‘teaching’ contact.

The course provider survey investigated the course layout operated by each organisation. Drawing clear conclusions based on the information provided is extremely difficult, most notably due to organisations providing more than one form of course layout and a lack of consistency in the number of hours per session and

number of sessions etc. For reporting purposes, an organisation has not been classed as providing more than one course layout if the number of sessions, weeks and session duration are broadly similar but offered on different times of the week, e.g. mornings, afternoons, evenings and on weekdays or at weekends. For ease of reporting, course providers’ responses were categorised according to the following criteria; (i) the number of different course layouts operated by the organisation, and (ii) whether any of the course layouts operated by each organisation were in accordance with the recommendations within the revised guidelines (September 2002⁷). As the survey did not investigate whether break times were included within the reported total duration of each session, ‘compliant’ formats have been accepted if the total hours per session were up to 6.5 hours.

On this basis, eight (31%) organisations offered only one type of course layout. Six (75%) of these offered a layout in accordance with the revised DfT recommendations of a minimum three sessions, each with a maximum duration of 6 hours. All of the 18 course providers offering courses of more than one form of layout offered *at least one* layout that was in accordance with the September 2002 recommendations. Two (11%) of these organisations also offered a course layout that did not fully comply with the principles of the revised recommendations.

Group size

The DfT guidelines state that the optimum group size for any DDR course is between 8 and 10 offenders, but that no more than 20 should be allowed on any one course. Representatives were asked about the number of drink/drive offenders attending an individual session on their organisation’s DDR course. When asked about the minimum number of offenders that an organisation would allow a course to be run for, 20 (77%) respondents stated that they would run a course for less than eight people. Indeed, two of those representatives stated that their organisation had provided a one-on-one DDR course in the past. Three (12%) organisations would not run a course for less than 10 offenders. Three (12%) organisations would run a course with more than 20 offenders per session. Maximum numbers accepted by each organisation on any individual course ranged from 12 to 30.

Course fees

The DfT guidelines state that ‘an important aim is to keep the cost of courses within the means of the majority of offenders’. Although the DfT did not wish to set maximum or minimum fees, the guidelines did recommend a minimum of £50 and a maximum of £250.

Most [18 (69%)] organisations were VAT exempt due to either their organisational status (e.g. charity) or annual income. Representatives of each organisation were therefore asked for their organisation’s standard course fee excluding VAT. At the time of the survey (February 2002) the average charge for a course was £168.92. However, individual fees among the 26 organisations ranged from £125 to £250. All

but one of the course-providing organisations allowed course attenders to pay the full course fee in instalments if they wished. Nineteen (73%) organisations offered reduced rates for low income groups (e.g. unemployed, those in full-time education or retired). On average, the reduced rate was £95.06. When the ratio of full charge to reduced charge was calculated at each of these organisations, the reduced rate represented an average of ½ the original fee. The actual reduced rate charged by each of the 19 organisations ranged from £70 to £125.

Non-completion certificates

The DfT guidelines state that 'Notices of Non-Completion' should be 'sent to those people who fail to correspond with the course organiser, pay the fee or attend a course after being referred by the court'. Additionally, a Notice of Non-Completion must also be issued to an offender who attends the course but does not complete it satisfactorily.

Representatives were asked whether they issued Notices of Non-Completion for each of the following groups of referred drink/drive offenders:

- i those who have made no attempt to book a place on, or attend the DDR course;
- ii those who have booked a place, but fail to attend *any* sessions by the court set completion date;
- iii those who have booked a place, but fail to attend *all* sessions by the court set completion date;
- iv those who have completed the DDR course, but have not paid the course fees in FULL by the court set completion date.

Notices of Non-Completion should, according to the DfT guidelines, automatically be issued to each of the above groups of referred offender. Overall, the results demonstrate that course-providing organisations are failing to consistently issue Notices of Non-Completion in line with the DfT guidelines. Only 5 (19%) organisations claimed to issue notices to all 4 groups. However, only one organisation (4%) did not issue notices to any of the four groups, although this organisation had issued notices to those offenders who were excluded from the course for any reason. Almost all organisations did issue notices to those offenders in category iii [24 (92%)], but the least likely group to be issued with a Notice of Non-Completion were those in category i [9 (35%)]. This finding probably reflects the burden placed on organisations by having to issue notices to this sizeable group.

Course facilitators

As part of the survey, representatives were also asked questions about the course tutors, or *facilitators*, employed by their organisation. The mean number of facilitators employed by the 26 organisations was 12 (to the nearest whole person). However, this ranged from 2 to 42 facilitators within any single organisation. Almost all organisations [24 (92%)] would attempt to use the same combination of facilitators for every session on each DDR course.

Representatives were also asked about qualifications or previous experience required of facilitators employed

within their organisation. All organisations employed facilitators with previous experience/qualifications in group working. The majority of organisations also employed facilitators with experience/qualifications in any of the following; working with offenders [25 (96%)], alcohol education [25 (96%)], adult education [22 (85%)], social work [17 (65%)], health profession [17 (65%)], or the legal profession [14 (54%)]. Once recruited, 20 (77%) organisations provide facilitators with additional training. Unsurprisingly, the most common aspects that newly recruited course tutors are trained in by the organisations are presentational skills [19 (73%)], and alcohol knowledge [18 (69%)]. The most commonly used method for training newly recruited course tutors is through shadowing existing tutors within the organisation [19 (95%)], whilst 18 (90%) organisations provide newly recruited tutors with other forms of internal training not considered by the respondents to be on-the-job training or shadowing of other employees.

Course monitoring

Finally, respondents were asked about any measures incorporated into the operation of their courses to monitor quality and effectiveness. Only one representative claimed that their organisation did not regularly monitor the quality of their tutors. Of those that did, 24 (96%) claimed that their organisation investigated their tutors' performance using feedback from course attenders, most commonly in the form of a post-course evaluation questionnaire. Fifteen (60%) monitored tutor performance by having another tutor sit in on a course, whilst almost half [12 (48%)] used formal performance assessments by others within the organisation. In contrast, only two organisations (8%) pursued a formal performance assessment by an external body. One organisation utilised 'mystery shoppers' on some of their courses to monitor the performance of their tutors, whilst another claimed to hold pre- and post- course meetings with the tutors for each course. Although there are clear benefits of adopting such an approach, the potential negative influence on the openness of group discussions and attender confidentiality must be considered.

Twenty-two (85%) respondents claimed that they evaluated attenders' alcohol-related knowledge both before *and* after the course to investigate the effect of course attendance. Two organisations (8%) claimed only to investigate attenders' alcohol-related knowledge at the end of the course. The remaining two organisations (8%) had no measures in place to investigate any changes in alcohol knowledge.

Respondents were also asked whether their organisation measured attenders' attitudes towards alcohol and/or drinking and driving as part of their course, and consequently whether any changes had occurred as a result of attendance on their DDR course. Eighteen (69%) respondents claimed their organisation did measure course attenders' attitudes both before and after the course in order to evaluate any changes occurring as a result of attending their course. A further three (12%) claimed that their courses included a measure of attenders' attitudes after the course had been completed, but not before. The remainder [5 (19%)] did not incorporate any such measures.

3.4 Summary

This section has reported a survey of representatives from 26 organisations providing DDR courses in Great Britain. The aim of this survey was to investigate the operational practices employed by each organisation in their provision of DDR courses and operation within the DDR scheme.

Although the DfT must approve all course-providing organisations before they are able to receive referrals from Magistrates' Courts in England and Wales and Sheriffs' Courts in Scotland, the DfT produced guidelines for accreditation allow some flexibility between organisations in relation to the courses each provides. Additionally, the guidelines provide very little information regarding procedures for both maximising the number of referrals received from appropriate courts, and the number of referred offenders who go on to take-up a place on their DDR course. On this basis, the survey aimed to identify similarities and differences that exist in the way individual course-providing organisations operate within the DDR scheme.

The survey investigated organisations' operational practices in relation to: (i) maximising courts' use of the DDR scheme, (ii) maximising offenders' use of the DDR scheme, (iii) the content and structure of the courses provided by each organisation, (iv) the recruitment and training of the facilitators providing the courses, and (v) monitoring the quality and effectiveness of the course they provide.

The main findings of the survey can be summarised as follows:

Court referrals

- There is a large amount of variability between individual organisations in terms of both the number of courts each actively receives referrals from and the level of competition faced within certain courts. Despite this, most representatives were satisfied with the level of referrals received from their referring courts.
- Many practices have been identified to encourage courts' use of the DDR scheme as a referral measure. These measures can be implemented either when a new organisation first starts providing DDR courses, when an existing organisation first starts providing their course at a new referring court, or on an ongoing basis within each court.
- The survey found that the number of measures used by individual organisations to encourage increased referrals varied considerably between organisations.

Offender take-up

- Only a third of organisations claimed to be satisfied with the number of offenders who took-up the offer of a place on their course.
- As with encouraging referrals, the measures implemented by organisations to increase the level of offender take-up varied widely.

Course operation

- Most organisations' course content etc. was found to be in line with the content of the DfT guidelines.

However, a large number of course providers' practices differed from the recommendations outlined within the DfT guidelines. In a number of cases the group sizes on individual courses, the duration of individual sessions, the number of sessions on individual courses and the length of time between individual sessions were contrary to the DfT guidelines. In addition, a relatively large number of course-providing organisations fail to send notices of non-completion to all groups of non-attenders as outlined in the guidelines.

Facilitators

- The survey findings showed wide variations to exist in the previous experience and qualifications held by the course facilitators employed by the different organisations. However, all organisations claimed that at least *some* of their facilitators had previous experience of, or qualifications in, group working.
- Most organisations provided new recruits with additional training, which was most commonly provided by shadowing existing personnel or other internal training. When provided, training predominantly focused on presentational skills, course content, and alcohol knowledge.

Quality monitoring

- All but one of the organisations claimed to regularly monitor the performance of their facilitators. The most commonly implemented measure was a post-course evaluation form given to all course attenders.
- Many providers also required attenders to complete a knowledge and attitude questionnaire at the start and end of the course as a measure of course effectiveness.

In conclusion, this survey has provided detailed information relating to the operational practices implemented by all DDR course-providing organisations in Great Britain. The results of the survey have clearly demonstrated wide variations in the measures adopted within the operation of individual organisations. However, almost all organisations implement at least some measures to increase referral and take-up rates.

4 Investigation of court officials' views on the DDR scheme

4.1 Objectives

Drink/drive offenders can only qualify for a reduction in their disqualification if a court has referred them to an approved course. Therefore, a key factor in the successful operation of the DDR scheme is to ensure that courts are making maximum use of the scheme and referring all appropriate drink/drive offenders to a course-providing organisation.

Many factors can affect an individual court's use of the scheme, including knowledge of its operation, opinions on the effectiveness of course attendance, and accessibility of local course providers. Little is currently known regarding

how the scheme has been perceived and used by those court officials responsible for issuing referral notices to drink/drive offenders, and whether there is a great level of variability between courts in their use of the scheme.

This section reports the findings of a survey of court officials investigating their views on the DDR scheme, its operation and their referral policies.

4.2 Method

4.2.1 Depth interviews

In October 2000, semi-structured depth interviews were conducted with a clerk and magistrate at five Magistrates' Courts. These courts were selected on the basis of referring offenders to at least one of the six course-providing organisations that had been interviewed during the initial phase of the course provider survey (reported in Section 3.2.1).

Each depth interview explored the following issues:

- Knowledge of the rehabilitation scheme.
- Information regarding the scheme that they felt was absent and/or desirable.
- Views on the scheme.
- Use of the scheme as a referral measure.
- Views on how referral rates could be improved.

The results from the depth interviews were used to produce a self-completion questionnaire⁸ to investigate court officials' experiences and opinions regarding the DDR scheme.

4.2.2 Survey

Questionnaire design

The structure of the questionnaire broadly followed that used within the depth interviews, and was split into four sections.

The first of these asked about the referral procedures advocated within the court. In particular, this section asked for information about how referrals were made if more than one course-providing organisation offered courses to which they could refer drink/drive offenders. Section B asked for details about the information that court officials had received about the DDR scheme, its operation and their opinions on whether they would wish to receive more information. Section C asked specifically about which offenders they would refer to a DDR course. Section D investigated court officials' opinions on the DDR scheme.

As it was believed that the scheme had expanded more slowly in Scotland, separate methods were chosen for conducting the survey of Scottish Sheriffs' Courts. However, the questionnaire remained largely unchanged⁹.

Sampling

Before conducting the surveys, approval was sought from the Lord Chancellor's Department, Magistrates' Association and Justices Clerks' Society for the survey of Magistrates' Courts, and the Scottish Executive for the survey of Sheriff's Courts.

165 Magistrates' Courts in England and Wales were randomly sampled from those referring to each of the 29

course-providing organisations. In March 2002, self-completion questionnaires were sent to each court.

Only 11 Sheriff's Courts were contacted to participate in the survey. This number was much smaller than the survey of Magistrates' Courts in England and Wales as permission to survey a court had to be sought individually from the court concerned after the receipt of Scottish Executive approval. As the scheme did not operate as fully in Scotland, indeed there were only two course-providing organisations running a DDR course in Scotland at the time of the survey, a smaller number of courts was sampled. These courts were selected as being locally situated in relation to the courses available in Scotland at that time.

Gaining approval for the survey of Sheriffs' Courts was a more lengthy process than that required for the survey of Magistrates' Courts. As a small number of Sheriffs' Courts were sampled, telephone interviews, rather than a postal survey, were conducted with officials at the Scottish Courts. The telephone interviews were conducted in November 2002.

4.3 Results

After reminder letters, 88 responses (53%) were received from Magistrates' Courts in England and Wales. In a number of cases several sampled Magistrates' Courts operated from a single administrative court. In these instances only one questionnaire was returned in relation to the practices at each of the courts operating from that administrative centre. On this basis, the response rate can be assumed to be higher than the stated 53%. Approval to contact the court was received from all 11 Sheriffs' Courts selected for telephone interview. Once contacted, all 11 courts agreed to participate.

As a number of clerks can operate within an individual court, and the number of magistrates and sheriffs within an individual court will be even greater, it is not possible to conclude that the views expressed by a single response to a question will in fact represent the views of all clerks, magistrates or sheriffs within that court. On this basis, the results of the surveys should only be taken as indicative of the views and practices within those courts surveyed.

Where some respondents have not answered a particular question, percentages have been reported using the actual number of responses to the question under consideration.

4.3.1 Courts' referral policies

Referrals to competing organisations

All 88 respondents to the Magistrates' Courts survey and all but one of the 11 Sheriffs' Courts interviewed claimed to refer drink/drive offenders to a course-providing organisation. The remaining sheriff claimed that although they did not get many drink/drive cases¹⁰, they never referred offenders to any DDR course-providing organisation. This official stated that, although social service reports were requested for repeat drink/drive offenders, no referral orders would be made in addition to the sentencing measures used. The reason given by the respondent was particularly vague, and seemed largely

based upon the premise that it had never been done within their court, even though they were aware that other courts did refer drink/drive offenders. In addition, it was claimed that sheriffs within the court felt that identifying a course providing organisation, and taking up a place on a course, was up to the offender. This was despite the statutory requirement that an offender may qualify for a reduction in disqualification only by attending a DDR course following referral by a court.

When asked how they decided which course provider to refer an individual offender to, 38 respondents to the magistrates' survey (44%) claimed they only had one course provider to refer offenders to. The remaining 48 (56%) were asked how they selected between competing organisations when making a referral. The most common reasons for a court's referral to a particular course-providing organisation were based on either the offender's location in proximity to those courses provided by available organisations [19 (40%)] or to leave the decision to the individual offender [19 (40%)]. Ten courts (21%) claimed that the organisation they referred to charged the lowest fees, whilst six (13%) claimed to refer offenders to the provider with which they had the best working relationship. Only one respondent (2%) claimed to randomly select between organisations. One respondent (12%) claimed that they had 'received a county-wide instruction' to only refer drink/drive offenders to a particular course-providing organisation. Further information regarding this instruction was not provided.

Of the 10 Sheriffs' Courts that *actively* referred drink/drive offenders, two (20%) claimed that only one organisation provided courses in their area. Of the remaining eight courts, half claimed to refer offenders to the organisation providing courses in their area, whilst one court referred offenders to the course provider charging the lowest fees and another referred to the organisation with which they enjoyed the best working relationship. The two remaining courts selected an organisation based on a discussion with the offender's solicitor.

Referral of first time offenders and HROs

Although the DDR courses were originally thought to be more suitable for first time drink/drive offenders who were not convicted at very high blood alcohol levels, it has since been stated that offenders coming within the criteria laid down for the High Risk Offenders (HRO) scheme were not necessarily to be excluded (Davies *et al.*, 1999). When the DDR scheme was expanded, the DfT guidelines stated that an HRO offender (i.e. a person who is disqualified for having an alcohol level two and a half times or more over the prescribed limit, or for committing a second drink/drive offence in 10 years, or for refusing to provide a specimen) may also be referred to a DDR course.

In order to investigate court officials' use of the DDR scheme with these groups of drink/drive offenders, respondents were asked how often they would refer each group to a DDR course¹¹. The number of sheriffs responding to this question was too small to be meaningful. However, in almost all cases [83 (98%)] court officials at Magistrates' Courts *always* referred first time offenders with a BAC less

than 2 ½ times the legal limit to a DDR course in line with the DfT guidelines. In contrast, a less clear picture emerges in relation to referrals of drink/drive offenders coming under the HRO scheme. Whereas only 1% of court officials would '*never*' refer HROs with either a high BAC level or repeat offenders who had not previously attended a DDR course, a greater proportion of respondents [14 (16%)] stated that they would '*never*' refer an HRO who had refused to give an evidential sample.

Disqualification reductions

The DfT guidelines state that when making a referral 'the court is required to explain to offenders that, on successful completion of the course, they will be entitled to a reduction in the period of disqualification imposed by the court as set out in the order. In the case of a (minimum) 12 month period of disqualification, the reduction will be 3 months' (DfT, 2002).

Overall, it is clear that almost all respondents [both magistrates [83 (98%)] and sheriffs [6 (86%)]] '*always*' or '*nearly always*' offered the 3 months' reduction to a referred offender with the minimum 12 months disqualification. However, it is perhaps surprising that this figure is not 100% given that this is a statutory requirement, especially when this figure is investigated further. For example, only three quarters [64 (75%)] of magistrates '*always*' gave the required 3 month reduction to this group in accordance with the legislation. In addition, one magistrate and one sheriff explicitly stated that they would '*never*' give the standard 3 month reduction to such an offender.

4.3.2 Information and training on the DDR scheme

In order to maximise officials' use and understanding of the DDR scheme, the level of information regarding the scheme, and possibly training in the use of the scheme when it was originally introduced, is an important factor. In addition, once a court has started referring drink/drive offenders, the level of contact with, and information received from, course-providing organisations may be an important factor in ensuring continued support for the scheme within an individual court.

Almost half [40 (47%)] of the responding court officials in England and Wales claimed that they had received additional training in the scheme and its operation in addition to the DfT guidelines. In contrast, no Sheriffs' Court officials had received any such training. Of the court officials who claimed to have received additional training, almost all [37 (93%)] had received training from a course provider. In addition, none of the surveyed Sheriffs' Court officials received additional information about the scheme, such as information on the courses available. This compares with 84 (98%) Magistrates' Court officials who had received further information. All but one of these [83 (99%)] received information from a course-providing organisation. Of these respondents, almost three-quarters [58 (72%)] received additional details of DDR course content and almost half [35 (43%)] had received information relating to the take-up rates on the DDR

courses available to them. However less than 1 in 5 [12 (15%)] had received information about the effect of course attendance in terms of reconviction rates.

The survey also investigated whether court officials were satisfied with the level of information available to them. Forty-one Magistrates' Court officials (58%) wished to receive more information on the national DDR take-up rate and 52 (70%) wished to receive more information on the effectiveness of the DDR scheme in terms of reconviction rates. Just over a third of respondents [29 (36%)] claimed they would also like to receive more information on the content of the courses they refer to.

Court officials were also asked about any regular contact they may have with any course-providing organisations they refer drink/drive offenders to. Eight (90%) Sheriffs' Court officials did not have any regular contact with the organisations they actively referred drink/drive offenders to. In contrast, just over two thirds [57 (68%)] of Magistrates' Court officials claimed to have regular contact with all, or at least some, of those organisations they referred offenders to. Of these respondents, almost three quarters [41 (72%)] maintained regular administrative contact, 24 (42%) received regular course performance updates, 18 (32%) had regular face to face meetings with the course providers and 17 (30%) received regular course provider-produced 'newsletters'.

4.3.3 Views on the DDR scheme

Finally, court officials were asked for their views on particular aspects of the DDR scheme and its operation. In particular, respondents were asked how they felt about the DDR scheme and referral process overall, and their level of agreement or disagreement with a number of statements relating to these aspects.

Although the number of responses from the officials at the Sheriffs' Courts was very small, and therefore results can only be taken as indicative, there is a clear difference in their perceptions of the DDR scheme's operation when compared with those of the Magistrates' Court officials. In relation to referral practices, the vast majority of respondents from the Magistrates' Courts in England and Wales [81 (94%)] agreed that all appropriate drink/drive offenders were actively referred to a DDR course. Unsurprisingly, given other findings in relation to the operation of the scheme in Scotland (*see Section 2*), four (44%) Sheriffs' Court officials who responded disagreed with this fact. This finding corresponds with the additional result that 4 (44%) respondents did not believe that DDR courses are effective in reducing reconviction rates.

In contrast, almost half [38 (45%)] of those officials responding to the survey of Magistrates' Courts believed that DDR courses were effective. As the other half of respondents [44 (51%)] neither agreed nor disagreed with this statement, there is a clear need for increased dissemination of literature highlighting the effectiveness of DDR courses in reducing the subsequent reconvictions of drink/drive offenders.

Overall, 70 (81%) respondents to the Magistrates' Court survey and 8 (89%) respondents to the survey of Sheriffs' Court officials believed that the referral process was easy

to use. Furthermore, only four (5%) of the Magistrates' Court officials, and no Sheriffs' Court officials, actually disagreed with the statement.

4.4 Summary

This section has presented the results of a postal survey of officials at Magistrates' Courts in England and Wales, and a small-scale telephone survey of officials at Sheriffs' Courts in Scotland. The survey investigated courts' use of the DDR scheme as a referral measure for drink/drive offenders, the amount of information they have received in relation to the scheme and its operation, and their general views on the scheme. The aim of this survey was to investigate whether courts were making maximum use of the scheme as a referral measure, and to investigate whether any issues were creating a barrier to its successful use.

Although the response rate was good, both surveys sampled only a small number of courts. As a result the surveys' findings, whilst informative, should only be taken as indicative. The main findings of the surveys are:

Referral policy

- All Magistrates' Courts and all but one of the Sheriffs' Courts claimed to actively refer drink/drive offenders to a course-providing organisation.
- For those with access to more than one organisation providing DDR courses in their area, the most common reason for a court's selection of a particular course provider was the proximity of its courses to the offender's area of residence. However, the same proportion left the selection of course provider to the referred offender.
- Almost all Magistrates' Court officials claimed that they would 'always' or 'nearly always' refer a first time drink/drive offender with a BAC less than 2.5 times the legal limit. Both Magistrates' and Sheriffs' Court officials were less likely to refer offenders who had either committed a previous drink/drive offence and had already attended a DDR course or those who had refused to give an evidential sample.
- Most, but surprisingly not all, respondents from both Magistrates' and Sheriffs' Courts would offer a 3 month reduction to offenders given a 12 month disqualification period.

DDR scheme information

- Clear differences were found to exist in the amount of training and information regarding the DDR scheme and its operation received by court officials in Scotland compared with those in England and Wales.
- Whilst almost all Magistrates' Court officials claimed they had received information on the DDR scheme and its operation beyond the DfT-produced guidelines, no Sheriffs' Court officials claimed to have received similar information. A large proportion of the Magistrates' Court officials claimed that they would like to receive more information in relation to the scheme, most notably on reconviction rates and the effectiveness of the scheme.

- Almost half of the Magistrates' Court officials claimed to have received training in the scheme, its operation, and the courses available. Again, no Sheriffs' Court officials had received such training.

Court officials' views on the DDR scheme

- Differences were also found to exist between Magistrates' and Sheriffs' Court officials in terms of their views on the scheme. Whilst almost all Magistrates' Court officials felt that all appropriate drink/drive offenders were being referred to a DDR course, less than half of the Sheriffs' Court officials agreed that this was the case in their court.
- Both surveys demonstrated that court officials were unaware of the beneficial effect of course attendance. This finding demonstrates a clear lack of such information being provided to courts and/or being disseminated to all appropriate individuals within the courts.
- Most court officials did not believe that the DDR referral system was difficult to use.

5 Investigating the reasons for 'non-attendance'

5.1 Objectives

A place on a DDR course is offered to an offender at the discretion of the court and, if completed, should result in the period of disqualification from driving being reduced by up to a quarter. The course is not compulsory and the offender is expected to pay a course fee. Previous research has indicated that over half the offenders referred to a drink/drive rehabilitation course later decide not to attend ('non-attenders') (Davies *et al.*, 1999). This survey of non-attenders was carried out to explore the reasons behind that decision. Detailed results of this survey have been previously reported in Stone, Buttress and Davies (2003). The main findings are briefly discussed in this section.

The aims of the survey were to investigate:

- the experiences of the offenders in court;
- what pressures they felt were put on them to accept a referral;
- the amount of information they were given about the course;
- the amount of contact they had with the course organiser; and
- the reasons why they decided not to attend a course.

5.2 Method

Earlier research into drink/drive offenders had indicated that this population is highly mobile and difficult to contact (Davies *et al.*, 1999). Before carrying out this larger study, a pilot study was conducted to assist with questionnaire development and sampling. The pilot study indicated that data about the reasons why the offender did not attend a course could be obtained from the

questionnaire and also highlighted issues which needed to be considered for sampling.

To obtain a target sample of 100 completed interviews in the full survey, names and addresses of 401 people who had been offered courses but failed to attend were provided by five course providers. All the course providers had data protection disclaimers on their course invitation letters stating that basic information provided by the course participants would be transmitted to TRL in order for courses to be monitored and evaluated. The offenders were selected while they were disqualified, and when they reached the point where they could no longer apply for the course.

The sample was geographically widely spread, and determined by the catchment area of those organisations providing sampling data. It covered areas in the South East, South West, Midlands, North West and North East.

A total of 106 face to face interviews were completed with drink/drive offenders who had been referred to a rehabilitation course but had not attended and who were happy to participate in the survey. The interview sought information on the amount of contact the offender had with the course organiser and the reasons why they decided not to attend a course.

5.3 Results

The majority of respondents were male, aged under 35, and were from lower socio-economic groups. Most of the respondents were first time offenders and the majority had received a disqualification period of 18 months or less. Due to the relatively small sample and low response rate the results can only be indicative.

5.3.1 Respondents' knowledge of DDR courses

The vast majority of non-attenders had been told about the course in court and most knew that completion would result in a reduction in their disqualification period. Just over half of the offenders felt they had been given sufficient information to make a decision on accepting an offer of a referral to a course. The majority had been verbally told about the course. Some offenders would have liked more comprehensive information about the course before making a decision.

Many respondents would have liked more time to consider whether to accept the offer of a place on a course, and around a quarter of the offenders said they felt under pressure to accept the referral. A number of offenders felt obliged to accept a referral to a course; they felt it was the 'right thing' to do. Others had been advised that acceptance would be regarded favourably by the court. Over a third had accepted the offer to gain a reduction in their disqualification period upon completion. However, nearly a quarter of respondents said they had not agreed to attend a course in court. This may reflect the 'blanket referral policy' applied by some courts. Some courts refer offenders who are undecided so they can decide later about whether or not to attend. The offender may also not have recalled accepting a referral due to the confusion or stress they felt during their court appearance.

5.3.2 Contact with the course provider

Nearly a fifth of offenders did not recall being contacted by the course provider following their court appearance. Those that did remember being contacted said it was in the first few months of their disqualification period, although many said they had only received a single letter. Regular contact with a course provider appears to be important as a number of offenders did not attend because they 'forgot about it'.

5.3.3 Decisions not to attend a DDR course

A minority of the offenders appeared to have had no intention of attending a course but had accepted the offer to gain a lesser sentence. Others 'couldn't be bothered'. In some cases the offenders found they were able to cope without driving so the reduction in disqualification period was no longer an incentive. It is unlikely that these offenders could be encouraged to attend a course.

For those who did want to attend a course, the main barrier to attendance appears to be cost. They said the course was too expensive, especially after having to pay a fine. Many of the offenders were unaware that they could pay by instalments. Three-quarters of the offenders would have been willing to pay a course fee, although lower than the current fee.

Other issues for non-attendance were work or family commitments and the difficulties of getting to the course venue. It was also clear that some offenders' perceptions of the course were a barrier to attendance. If an offender thought their offence was a 'one-off', they did not see what they could gain from attendance. Some offenders felt that the course was 'a good idea' but thought it was more suitable for repeat offenders or people 'with a drink problem'.

This survey has provided a useful insight into the reasons why some offenders accept a referral to a course in court and later decide not to attend. The main benefits of attendance, as viewed by referred offenders, were the reduction in their disqualification period and/or cheaper car insurance. Therefore, a value was placed on the reduction in disqualification period or insurance costs and offenders calculated whether it was worth attending. If an offender thought their offence was a 'one-off' they did not see what else they could gain from attendance. It was also clear that some offenders did not have a clear understanding of the course: who it was for or what it covered. There was an assumption that it was for more serious offenders or those with 'a drink problem'.

6 Discussion and conclusions

The aim of the current project has been to monitor and evaluate the operation of the DDR scheme following its expansion in January 2000. As a number of separate organisations are responsible for providing DDR courses throughout Great Britain, the project has also investigated possible similarities and differences in the individual organisations' operation within the scheme.

The main component of this project has been the creation of a Rehabilitation Database in order to allow an

investigation of the number of referrals to the DDR scheme, the level of offender take-up on a course once referred, and the relative reconviction rates of course attenders and non-attenders. The analyses contained within this report were based on data received about all drink/drive offenders who were convicted of a drink/drive offence between April 1st 2000 and March 31st 2002 and referred to a DDR course provider. During this period over 107,000 drink/drive offenders had been referred to a course provider and entered onto the database. Matching with DVLA motoring conviction data was successful in over 80% of cases, hence a national sample of over 87,000 referred drink/drive offenders was produced for the purposes of the study.

In addition to the main data collection exercise, the current project has included 3 separate surveys. The first survey investigated the operational procedures utilised by each course provider, in order to allow an investigation of the similarities and differences that exist between each organisation. The second survey has investigated courts' experiences and opinions of the DDR scheme and its operation. The third survey has investigated the reasons behind some referred drink/drive offenders' decision not to attend a DDR course once referred by a court. The purpose of these surveys has been to investigate how the scheme operates, and how its use by the courts and referred offenders can be maximised.

The findings of the current project have shown that, overall, the DDR scheme is operating satisfactorily in terms of (i) courts' use of the scheme as a referral measure, (ii) the number of offenders attending a course once referred, (iii) course operation in line with DfT guidelines and recognised good practice, and (iv) the relative reconviction rates of offenders completing the course compared with offenders not attending a course. The rest of this section discusses each aspect in turn.

6.1 Court referrals

On average, during the period 1st April 2000 to 31st March 2002, courts within Great Britain referred 59% of all drink/drive offenders to a DDR course. When other factors are considered the rate may be in excess of 70%.

Although most course providers were satisfied with the level of referrals received, almost all of the small number of dissatisfied providers complained about the strong competition they faced from other course-providing organisations for referrals from specific courts. In some cases this meant that these course providers were receiving too few referrals to make a course viable in some locations.

In order to increase the number of referrals made by Magistrates' and Sheriffs' Courts, almost all course-providing organisations claimed that they implemented some measures to encourage use of the DDR scheme and referral to the courses they provide. Despite this, the actual use of such measures varied considerably between individual course providers, and few course-providing organisations implemented all possible measures to encourage increased referrals. Additionally, whereas some organisations would implement some measures at all referring courts, others only implemented such measures at

particular courts. The study has also found that a very small number of organisations did not implement some of the identified referral-encouraging measures within any courts.

Court officials' views on the DDR scheme and its operation were largely favourable. However, clear differences were found to exist in the scheme's operation in England and Wales when compared with Scotland. When a sample of officials at Magistrates' Courts in England and Wales were surveyed, no respondents felt that they did not refer *all* appropriate drink/drive offenders to a DDR course. In contrast, only a small proportion of Sheriffs' Court officials felt they referred all appropriate offenders. Although the sample size was very small and therefore the findings should only be taken as indicative, this finding did reflect the much lower referral rates found at Scottish Courts (less than 18%). The level of information court officials claimed to have received about the DDR scheme from course-providing organisations also varied considerably between officials in England and Wales when compared with those at Scottish Courts. In particular, no Sheriffs' Court officials had received additional information on, or training in, the scheme and its operation beyond the DfT guidelines. However, a large proportion of the officials at Magistrates' Courts would have liked to receive more information about the effectiveness of the DDR scheme in terms of reconviction rates.

Despite these findings, almost all Magistrates' and Sheriffs' Courts' officials surveyed felt that the referral process was easy to use. However, when court officials' use of the scheme was investigated, some inconsistencies were identified. For example, contrary to the DfT guidelines' assertion that all drink/drive offenders with a minimum 12 month disqualification period must by law be offered a 3 month reduction if they complete a DDR course, only three quarters of Magistrates' Court officials always offered this reduction to such offenders.

The results of the surveys outlined in this report have shown that, despite the scheme's successful operation, there are some limitations in court officials' use of the scheme and inconsistencies in the operational practices implemented by individual course-providing organisations to increase courts' use of the scheme. By addressing these issues courts' use of the scheme as a referral measure could be further increased.

6.2 Course take-up

Based on the data collected during the period April 2000 to March 2002, it has been estimated that almost a third of referred offenders went on to complete a DDR course. However, the actual take-up rate may increase further over time as almost half of those offenders within the sample were still able to attend a course at the time of analysis.

Overall, course providers' satisfaction with the level of referred offenders who actually attend their course is relatively low. Course provider measures to increase the level of course attendance included provision of written information for offenders in court, and written contact with referred offenders after their referral. As with measures to increase referral rates, the level of implementation of take-up increasing measures varied between providers.

Information provided to offenders in court typically included general DDR scheme information, course objectives and details relating to cost of attendance. Additionally, whereas all organisations contacted referred offenders in writing once their details had been received, the number of organisations who attempted to make additional contact if the offender did not book a place on their course reduced. As referred offenders' knowledge of the scheme has been shown to be limited and many offenders claim to have forgotten about the scheme when asked why they failed to attend a course, the importance of these measures is clear.

When referred offenders who had not gone on to complete a DDR course were interviewed to find out their reasons for not attending, nearly a fifth claimed to have simply forgotten before the completion date had passed. The most common reason given by offenders who claimed they would have liked to attend a course was cost, however few of these individuals realised that they may have been able to pay for the course in instalments. Despite this, three quarters claimed that they would have been willing to pay to attend a course, but these individuals claimed that the actual cost was too high. These findings have clearly shown that more could be done by some organisations to increase the number of referred offenders attending their course.

6.3 Course operation

The survey of course provider practices identified aspects of course operation that either went against the DfT-produced guidelines, or were not addressed by the current guidelines and may be enhanced within the operational practices of some organisations. Two areas addressed within the DfT's guidelines were not adhered to by all course-providing organisations. These were the issuing of non-completion certificates to referred offenders who failed to attend a course, and the formatting of courses in terms of the number, duration and frequency of sessions. The requirements for both aspects are clearly defined by the DfT guidelines, however a number of course providers were found not to be operating in accordance with the guidelines. Based on the results of the surveys alone, the reasons for organisations' failure to adhere to these guidelines are not clear. Although, it may in some cases be a lack of knowledge or resources, in other cases it may simply be an active decision on the part of the provider. Whatever the underlying reasons, there is a clear need for the DfT to ensure that course providers are able to meet the requirements of the DDR scheme's operation.

The results of the survey of course provider practices have also highlighted the need for a number of organisations to introduce or improve existing measures to monitor the quality and effectiveness of their courses. Although a number of organisations currently implement measures to investigate the effectiveness of their course in terms of improvements to alcohol knowledge and attitudes, other organisations do not. In addition, of those who do measure offenders' knowledge and attitudes at the end of a course, some organisations do not collect baseline information before their courses in accordance with recognised good practice within evaluation research.

Without such an investigation course effectiveness cannot be ascertained in terms of improving attenders' alcohol and drink/drive-related knowledge and attitudes.

Similarly, a number of organisations do not implement any measures to enable the quality of their courses to be monitored, and hence improved or maintained as appropriate. Measures to allow the monitoring of consistent tutor performance and of client satisfaction are notable examples that could be recommended to course-providing organisations for inclusion within their operating practices.

6.4 Effect of course attendance

This study has found a marked benefit experienced by all offenders, regardless of social classification, age or gender, of attending a DDR course. Overall, course attenders were 2.6 times less likely to be convicted of a subsequent drink/drive offence and 1.7 times less likely to be convicted of a subsequent motoring offence.

Course attendance was also shown to be more beneficial within some offender groups. In particular, male offenders, younger offenders, offenders in a higher social categories and offenders without a previous drink/drive conviction, all demonstrated a more positive effect of course attendance.

7 Good practice recommendations

Based on the findings presented in the previous sections, it is possible to identify a number of recommendations that can be made to further improve the operation of the DDR scheme. The proposed good practice recommendations aim to improve the operation of the scheme in terms of increasing court referral rates, increasing offender take-up rates, and ensuring increased quality of individual courses.

The recommendations are based upon practices already implemented by some course-providing organisations, which can be taken as examples of good practice and recommended to other organisations. Other recommendations are based upon areas that have been identified as lacking or not in accordance with existing DfT guidelines. Consequently, some organisations have already incorporated many of the recommended practices into their operation within the DDR scheme. However, whilst the recommendations may help to encourage other organisations to adopt such practices, there may still be a need for even those organisations that have already implemented such measures to review and enhance their current practices.

7.1 Encouraging court referrals

The introduction of the following measures could increase the proportion of referrals made by court officials, both to the DDR scheme in general, and to a particular DDR course provider:

- Request a meeting with appropriate court officials or representatives when starting to provide a DDR course in a new area, or to a new referring court.
- Regularly offer referring courts the opportunity to receive training in the administration and operation of

the DDR scheme for all appropriate officials. Training can act as either a refresher to long serving officials whereby latest practices or research knowledge can be discussed, or it can act as an introduction to the scheme for new officials or courts.

- Produce written information to be distributed to all appropriate court officials at referring courts. The information should be targeted specifically for officials' use, and include information on:
 - the aims and objectives of the DDR scheme;
 - the administrative procedures and requirements of the scheme;
 - the target population for the courses;
 - research findings demonstrating the national take-up and effectiveness of the scheme;
 - the content and outcomes of the course-providing organisation's DDR course; and
 - other course related information, including fees, venues, duration etc.
- Those providing courses in Scotland should ensure that all materials are targeted specifically at a Scottish audience.
- Arrange and liaise closely with a nominated contact at each referring court. Ensure that arrangements for both regular and ad-hoc contact are implemented to facilitate a two-way dialogue between referring courts and individual course providers. In addition to maintaining a raised profile for the scheme within each court, this will allow up to date information relating to both the scheme and individual courses to be passed to the appropriate individual within the court. Similarly, it will allow the court to access information as required. It will also enable all parties to raise problems and/or queries as they arise.
- Provide each referring court with regular newsletters/updates for distribution to court officials. These materials should provide refresher material on the operation of the scheme, particularly in relation to any administrative problems experienced/issues raised. The materials may also contain information of interest, e.g. latest figures on the offender take-up at a particular organisation, or updated course dates. This material will help reinforce information contained in a general handout, but will also help maintain increased awareness of the scheme.
- Provide each referring court with additional materials and resources that may encourage use of a specific DDR course, e.g. blank referral forms with organisation address, addressed freepost envelopes for referral returns.

7.2 Encouraging offender take-up

The following measures could increase the proportion of referred drink/drive offenders who go on to complete a DDR course. A number of these recommendations have been reported previously by Stone *et al.* (2003):

In court

- Provide written information about the course to courts for distribution to offenders following a referral notice. Written information should be presented in an easy-to-read format e.g. leaflet, and include information on:
 - the DDR scheme;
 - what the organisation's DDR course covers and how the offender should participate;
 - the aims of the course and who it is aimed at;
 - future course dates, and venues (including public transport information);
 - payment plans and reduced fee rates for low-income groups;
 - what will happen next, e.g. the course provider will contact them with an application form.
- Ensure that written materials aimed at offenders are made available within court and that courts are provided with adequate supplies.
- Ensure a person with detailed knowledge of the courses' content, venues and times is available to speak to the offender in court so they are referred to the most suitable course. This may involve training court officials.

Out of court

- Contact referred offenders in writing as soon as possible after the referral notice has been received. Provide written information as in the court handout recommended previously. Enclose application form and last date for a course to be started for disqualification period reduction to be received.
- Offenders who do not apply in response to the first contact should be contacted regularly to offer them a place on different courses, and in writing on at least one further occasion.
- Contact offenders by telephone to discuss the course in more detail.
- Assuming the offender has not arranged to attend an earlier course, offer the offenders a place on the last course they could attend before non-completion.

In relation to course operation

- Provide a transport service to help people get to the venue such as a mini-bus, shared taxis or lifts from people with transport from the same area.
- Offer a number of options for course sessions: weekends, evenings and weekdays.
- Provide information on low cost child-care for single parents or provide crèche facilities.
- Publicise assistance for people with literacy problems. This should also involve the court so that people with literacy problems are not solely given written information on which to base their decision on whether or not to attend.

- Encourage offenders to place a refundable deposit on a course once their referral notice has been received from the court.
- Reduce the course fee for people with low incomes.
- Provide and publicise the availability of payment plans and option to pay course fees in instalments.
- Allow offenders to pay by direct debit.

7.3 Enhancing course operation

The following recommendations are made to ensure course consistency and quality are maintained:

- Ensure that all provided course formats conform to the DfT's current guidelines (dated September 2002):
 - each course should include a minimum of three sessions;
 - each session should be a maximum duration of six hours;
 - total amount of tutor contact time should be between 16 and 30 hours.
- Ensure that non-completion certificates are issued to referred drink/drive offenders within each of the following groups:
 - offenders who have made no attempt to book a place on, or attend, a DDR course;
 - offenders who have booked a place, but fail to attend *any* sessions by the court set completion date;
 - offenders who have booked a place, but fail to attend *all* sessions by the court set completion date;
 - offenders who have completed a DDR course, but have not paid the course fees in *full* by the court set completion date.
- In order to monitor the effect of the DDR course, it is recommended that each course-providing organisation introduce an alcohol knowledge and attitude questionnaire. All course participants should be asked to complete a copy of the questionnaire both before *and* after the course (rather than each session). Before and after results should be compared in order to investigate improvements in knowledge and attitudes.
- In order to monitor and manage course consistency and the quality of teaching, course providers should introduce a system for regularly monitoring and assessing the performance of their course facilitators. This may include either internal or external assessments of tutor quality or feedback from course attenders, or a combination of each.

8 Further investigation of the national sample

The findings from the current study have demonstrated the positive benefit of attending a DDR course. Based on the findings of this study, good practice guidelines have been produced for the effective operation of DDR courses in terms of measures that can be implemented in order to maximise court referrals, offender take-up, and result in increased effectiveness in terms of reconvictions.

As this report is based upon an analysis of drink/drive offender data up to two years after conviction for the drink/drive offence for which they were referred to the DDR scheme, monitoring the use of the scheme over a longer follow-up period is recommended. The current two years of follow-up allows only limited conclusions to be drawn in relation to take-up rates due to longer disqualification periods having not expired, hence current 'non-attenders' could still have time to complete a course.

Continued investigation of the reconviction rates of the early sample of drink/drive offenders over a 6-year period (Smith and Davies, 2002; Davies and Smith, 2003) has demonstrated the positive longer term effect of DDR course attendance. Following the investigation reported here, the DfT have commissioned further research to evaluate the longer term effect (up to five years after conviction) of course attendance within the national sample of drink/drive offenders referred during the two year period up to April 2002.

9 Acknowledgements

The authors would like to thank all those who have helped with this research. In particular, the authors are grateful for the co-operation and help provided by staff at each course-providing organisation.

10 References

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Notes

- ¹ Total does not equal 100% due to minor rounding errors.
- ² However, this may not reflect proportions within the driving population alone.
- ³ At the time of the original analysis (March 2003) there were 26 operating course providers.
- ⁴ Presented in Appendix A.
- ⁵ This included all course providers who have provided, or were due to provide, a course since the scheme was expanded, except one provider who ceased to provide courses in December 2000.
- ⁶ Defined as having 'enough offenders referred to your organisation to allow you to provide at least one course in the court's area in any 6 month period'.
- ⁷ It should be noted that the survey was conducted before the guidelines were revised. The reported results are therefore intended to be indicative only of the level of possible compliance without changes being required within individual course providers practices following the implementation of the revised guidance. Further work is planned to address this issue in more detail.
- ⁸ Presented in Appendix B.
- ⁹ The slightly revised questionnaire used for the Sheriff's Court survey is presented in Appendix C
- ¹⁰ This court was located in a small coastal town.
- ¹¹ In cases where, apart from minor document offences, there were no other serious offences associated with the case.

Ref no.



DRINK / DRIVE REHABILITATION SCHEME COURSE PROVIDER SURVEY

Please complete the questionnaire by ticking the appropriate boxes and filling the spaces as required.

SECTION A: THE REFERRAL PROCESS

Q1 How many Magistrates' Courts do you serve in the area(s) covered by your organisation?
(By 'serve' we mean all Magistrates' Courts that could refer drink/drive offenders to you, whether or not they actively or regularly refer any such individuals)

- 1 ☐
- 2 ☐
- 3 ☐
- 4 ☐
- 5 ☐
- 6-10 ☐
- 11-20 ☐
- More than 20 ☐

Q2 How many Magistrates' Courts do you actively receive drink/drive referrals from?
(By 'actively' we mean all Magistrates' Courts that refer enough offenders to your organisation to allow you to provide at least one course in their area in any 6-month period).

- 1 ☐
- 2 ☐
- 3 ☐
- 4 ☐
- 5 ☐
- 6-10 ☐
- 11-20 ☐
- More than 20 ☐

Q3 Are you the ONLY drink/drive rehabilitation (DDR) course provider receiving referrals from any individual Magistrates' Court?

Yes ☐

No ☐ ➡ IF 'NO' GO TO Q5

Q4 For how many Magistrates' Courts are you the only DDR course provider?

- 1 ☐
- 2 ☐
- 3 ☐
- 4 ☐
- 5 ☐
- 6-10 ☐
- 11-20 ☐
- More than 20 ☐

Q5 How satisfied or dissatisfied are you with the total number of referrals that your organisation receives? *(Tick one box only)*

- Very Satisfied ☐
- Satisfied ☐
- Neither Satisfied nor Dissatisfied ☐
- Dissatisfied ☐
- Very Dissatisfied ☐

If you are 'dissatisfied' or 'very dissatisfied' please explain why:

Q6 When you originally set up your DDR course, did you...?
(Tick one box for each line)

- | | Yes –
At every
referring
Court | Yes -
At some
referring
Courts | No | Don't
know |
|--|---|---|--------------------------|--------------------------|
| (a) ..approach the referring Court(s) to request a meeting with appropriate representatives | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (b) ..meet with the Clerk of Court at the referring Court | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (c) ..meet with Magistrates at the referring Court | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (d) ..offer to provide training to Court representatives about your course and/or the referral process | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (e) ..provide training to Court representatives about your course and/or the referral process | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Q7 When you first introduce your DDR course to a new Magistrates' Court, do you...?
(Tick one box for each line)

	Yes – At every new referring Court	Yes - At some new referring Courts	No	Don't know
(a) ..approach the referring Court(s) to request a meeting with appropriate representatives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) ..meet with the Clerk of Court at the referring Court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) ..meet with Magistrates at the referring Court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) ..offer to provide training to Court representatives about your course and/or the referral process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) ..provide training to Court representatives about your course and/or the referral process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please tick this box if you have never received referrals from a new Magistrates' Court since you originally set up your DDR course. ☐

Q8 Do you currently have any of the following?

	Yes – At every referring Court	Yes - At some referring Courts	No
(a) .. regular face to face meetings (at least once every 6 months) with Court representatives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) .. other regular contact with representatives of the Court(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) .. a designated contact at the referring Court(s) to discuss any problems with specific referrals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) .. a designated contact at the referring Court(s) to discuss your course and/or the referral process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q9 Do you currently provide referring Courts with any of the following? (Tick one box per line)

	Yes – To every referring Court	Yes - To some referring Courts	No
(a) ..information for Court officials outlining your DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) ..blank copies of the referral form	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) Other (<i>Please specify</i>) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION B: TAKE UP OF DDR COURSES

Q10 Do you monitor the number of referred drink/drive offenders who do not take up the offer of a place on your DDR course?

Yes ☐

No ☐ ➔ IF 'NO' GO TO Q12

Q11 How often would you say that you monitor the number of referred drink/drive offenders who have not taken up a place on your DDR course?

Daily ☐

At least once a week ☐

At least once a fortnight ☐

At least once a month ☐

At least once a quarter ☐

At least once ever 6-months ☐

At least once a year ☐

Q12 How satisfied or dissatisfied are you with the number of referred offenders who go on to take up a place on your DDR course?

Very satisfied ☐

Satisfied ☐

Neither satisfied nor dissatisfied ☐

Dissatisfied ☐

Very dissatisfied ☐

Q13 Do you provide referring Magistrates' Courts with written material (e.g. leaflets) to be handed out to referred drink/drive offenders?

Yes ☐

No ☐ ➔ IF 'NO' GO TO Q15

Q14 Which of the following information does this written material include? (Tick all that apply)

An outline of the content of your DDR course ☐

Objectives of your DDR course ☐

Course cost and payment information ☐

Information about the offenders role on your DDR course ☐

Other information about your course ☐

Application form for a place on your DDR course ☐

Details on how to apply for a place on your DDR course ☐

General information about the DDR scheme ☐

Other (Please specify) ☐

Q15 Does a representative from your organisation attend referring Magistrates' Courts to discuss your course with referred offenders?

Yes - all of the time ☐

Yes - some of the time ☐

No ☐

Q16 After receiving a referral form for a drink/drive offender, which of the following will you do? (Tick all that apply and state when you would typically send any letter to a referred offender)

When would you typically do this?
(e.g. one month before Court completion date)

Send a first letter offering them a place on your DDR course ☐

Send a second letter if they have not already booked a place on your DDR course ☐

Send a third letter if they still have not booked a place on your DDR course ☐

Send more than 3 letters if they have not booked a place on your DDR course ☐

Attempt to contact them by phone ☐

None of the above ☐

SECTION C: YOUR DDR COURSE

Q17 Does your DDR course follow a standardised teaching syllabus?

Yes ☐

No ☐ ➡ IF 'NO' GO TO Q19

Q18 Is this syllabus issued to all tutors who provide your DDR course?

Yes ☐

No ☐

Q19 Which of the following teaching methods do you use within your DDR course?
(Tick all that apply)

- Lectures/ Tutor lead talks ☐
- Group discussions ☐
- Role play exercises ☐
- Written exercises ☐
- Videos ☐
- Emotion/drink diaries ☐
- Other homework exercises ☐

Other (Please specify) _____

Q20 Which of the following materials do you use within your DDR course?
(Tick all that apply)

- Powerpoint presentations ☐
- Blackboard/ flipchart presentations ☐
- OHP presentations ☐
- Video- based material ☐
- Non- video based teaching aids (e.g. bottles, glasses) ☐
- Written handouts ☐

Other (Please specify) _____

Q21 Do you use guest speakers within your DDR course?

Yes ☐

No ☐ ➡ IF 'NO' GO TO Q23

Q22 Which of the following attend your DDR course as guest speakers?
(Tick all that apply)

- Police ☐
- Legal representatives (e.g. Magistrates) ☐
- Victims of drink/drive crimes (or their relatives) ☐
- Medical professionals ☐

Other (Please specify) _____

Q23 In what timetable format(s) do you provide your DDR course?
Please fill in the table below to show all formats in which you offer your DDR course.

For EACH format that you offer, please include the following information:

- (a) On what days and times are the sessions held throughout the DDR course? (e.g. Friday evenings and Saturday afternoons)*
- (b) How many hours are there per session? (e.g. 2 hours on a Friday and 3 hours on a Saturday)*
- (c) How many sessions are there per week?*
- (d) How many weeks does the DDR course run over in this format?*
- (e) What is the total duration (excluding breaks in teaching) of the DDR course in this format (in hours)?*
- (f) How many tutors are there for each session in this format?*

Format 1

--

Format 2

--

Format 3

--

Format 4

--

Q24 Thinking about the number of offenders that attend the DDR course that you provide:

(a) What is the minimum number of offenders that you would allow on your DDR course?

(b) What is the maximum number of offenders that you would allow on your DDR course?

(c) What is the average number of offenders that you have on the DDR courses that you run?

Q25 Do you attempt to use the same tutors for all sessions in a DDR course?

Yes ☐

No ☐

Q26 In total, how many tutors are currently employed by your organisation to run its DDR courses?

Q27 Thinking about the tutors that currently work for your organisation, how many have qualifications or previous experience in each of the following areas: *(Tick one box per line)*

	All	Most	Some	None	Don't know
(a) Social work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Working with groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) Working with offenders (excluding police)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Working in adult education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) Working in alcohol education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(f) Health profession	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(g) Legal profession (including police)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(h) Other <i>(Please specify)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q28 Once recruited do you provide any additional training for your tutors?

Yes ☐

No ☐ ➡ IF 'NO' GO TO Q31

Q29 Which of the following do you train new tutors in? (Tick all that apply)

- Alcohol knowledge ☐
- Legal knowledge ☐
- Working with groups ☐
- Working with offenders ☐
- Working in adult education ☐
- Presentational skills ☐
- Content of your DDR course ☐

Other (Please specify) _____

Q30 How do you train your new tutors? (Tick all that apply)

- Shadowing existing tutors ☐
- Other 'on-the-job' training ☐
- Training provided by others within your organisation ☐
- Externally provided training courses not leading to an accredited qualification ☐
- Externally provided training courses leading to an accredited qualification ☐

Other (Please specify) _____

Q31 Do you monitor your tutors regularly?

Yes ☐

No ☐ ➔ IF 'NO' GO TO Q33

Q32 How do you monitor your tutors? (Tick all that apply)

- Another tutor sits in on a DDR session ☐
- Feedback from course attenders (e.g. end of course questionnaires) ☐
- Formal performance assessments by others within the organisation ☐
- Reviewing video recording of tutor conducting a DDR session/course ☐
- Formal performance assessment by external body ☐

Other (Please specify) _____

Q33 How much do you currently charge a referred drink/drive offender to attend your DDR course?

£ _____ (excluding VAT)

Q34 Is your organisation VAT exempt?

Yes ☐

No ☐

Q35 Do you offer a reduced rate for any categories of individuals?

Yes ☐

No ☐ ➔ **IF 'NO' GO TO Q38**

Q36 How much is your reduced rate?

£ _____ (excluding VAT)

Q37 What groups are offered this reduced rate? (Tick all that apply)

Unemployed individuals ☐

Individuals on low income/benefits ☐

Individuals in full time education ☐

Retired individuals ☐

Other (Please specify) _____ ☐

Q38 Do you allow those attending the DDR course to pay the fees in instalments?

Yes ☐

No ☐

Q39 Following receipt of a referral form, which of the following groups do you issue non-completion certificates to? (Tick all that apply)

Offenders who have made no attempt to book a place on, or attend, your DDR course by the Court set completion date ☐

Offenders who have booked a place on your DDR course but have failed to attend ANY of the sessions by the Court set completion date ☐

Offenders who have booked a place on your DDR course but have failed to attend ALL of the sessions by the Court set completion date ☐

Offenders who have completed your DDR course but have not paid the course fees in full by the Court set completion date ☐

Other (Please specify) _____ ☐

Q40 Do you assess course attenders' alcohol related knowledge....

- (a) Before they start the DDR course? Yes ☐
No ☐
- (b) After they have completed the DDR course? Yes ☐
No ☐

Q41 Do you assess course attenders' attitudes towards alcohol and/or drink/driving

- (a) Before they start the DDR course? Yes ☐ No ☐
- (b) After they have completed the DDR course? Yes ☐ No ☐

Q42 Is your organisation accredited by an external body for.....?

- (a) The training of your tutors**

Yes ☐

No ☐

- (b) The training that you provide on your DDR course**

Yes ☐

No ☐

- (c) Management quality**

Yes ☐

No ☐

IF 'YES' Please state what accreditation your organisation is in possession of:

--

Q43 If you wish to make any further comments about the issues raised by this survey or the DDR scheme in general, please use the space below.

Please return the completed questionnaire in the pre-paid envelope provided.

MANY THANKS FOR YOUR HELP

Ref. No.:



DRINK / DRIVE REHABILITATION SCHEME SURVEY OF CLERKS OF COURT

Please answer all questions in relation to how your Magistrates' Court utilises the DDR scheme, by ticking the appropriate boxes or filling in the spaces as required. Any information you provide will be treated in the **strictest confidence** and used for research purposes only.

SECTION A: DRINK/DRIVE REHABILITATION COURSE PROVIDERS

Q1 Below is a list containing all organisations currently providing Drink Drive Rehabilitation (DDR) courses in Great Britain.

- In column (a) please place a tick against all of those organisations that currently provide DDR courses in the area covered by your Magistrates' Court, which you *could* refer drink/drive offenders to.
- In column (b) please place a tick against all of those organisations that you *actively* refer drink/drive offenders to.

	(a)	(b)
(i) Albert Centre (Alcohol Counselling Service) (Middlesbrough)	<input type="checkbox"/>	<input type="checkbox"/>
(ii) Alcohol Advice Centre (Herts)	<input type="checkbox"/>	<input type="checkbox"/>
(iii) Alcohol Advisory and Counselling Service (Aberdeen)	<input type="checkbox"/>	<input type="checkbox"/>
(iv) Aquarius D.R.I.V.E (Birmingham)	<input type="checkbox"/>	<input type="checkbox"/>
(v) Bromley Alcohol Advisory Service (BAAS) (Kent)	<input type="checkbox"/>	<input type="checkbox"/>
(vi) Berkshire Health Promotion (Reading)	<input type="checkbox"/>	<input type="checkbox"/>
(vii) Charing Cross Clinic (Glasgow)	<input type="checkbox"/>	<input type="checkbox"/>
(viii) Drink Driver Education (DDE) (Reading)	<input type="checkbox"/>	<input type="checkbox"/>
(ix) Driver's S.E.A.T (Berkshire)	<input type="checkbox"/>	<input type="checkbox"/>
(x) DriveWise (London) Ltd (Kent)	<input type="checkbox"/>	<input type="checkbox"/>
(xi) Devon County Council (Road Safety Unit)	<input type="checkbox"/>	<input type="checkbox"/>
(xii) Gloucestershire County Council (Gloucester)	<input type="checkbox"/>	<input type="checkbox"/>
(xiii) HAPAS (Herts)	<input type="checkbox"/>	<input type="checkbox"/>
(xiv) Inner London Probation Service (ILPS) (London)	<input type="checkbox"/>	<input type="checkbox"/>
(xv) Kent Probation Service (Maidstone)	<input type="checkbox"/>	<input type="checkbox"/>
(xvi) Lincolnshire Probation Service (Lincoln)	<input type="checkbox"/>	<input type="checkbox"/>
(xvii) Merseyside Probation Service (Liverpool)	<input type="checkbox"/>	<input type="checkbox"/>
(xviii) Northamptonshire Drink/Drive Rehabilitation Course (Northampton)	<input type="checkbox"/>	<input type="checkbox"/>
(xix) North East Council on Addictions (NECA) (Newcastle)	<input type="checkbox"/>	<input type="checkbox"/>
(xx) North Staffordshire Health Authority (Stoke On Trent)	<input type="checkbox"/>	<input type="checkbox"/>
(xxi) Ogwr DASH (Mid Glamorgan)	<input type="checkbox"/>	<input type="checkbox"/>
(xxii) Powys Probation Service (Powys)	<input type="checkbox"/>	<input type="checkbox"/>
(xxiii) PRISM (Carmarthen)	<input type="checkbox"/>	<input type="checkbox"/>
(xxiv) ReForm Courses (Sheffield)	<input type="checkbox"/>	<input type="checkbox"/>
(xxv) Renfrew Council on Alcohol (Paisley)	<input type="checkbox"/>	<input type="checkbox"/>
(xxvi) Roehampton Priory Hospital (London)	<input type="checkbox"/>	<input type="checkbox"/>
(xxvii) Suffolk Probation Service (Ipswich)	<input type="checkbox"/>	<input type="checkbox"/>
(xxviii) Telford Training Consultants (TTC) (Telford)	<input type="checkbox"/>	<input type="checkbox"/>
(xxix) Vernon Manfield (Consultancy) Ltd (Swindon)	<input type="checkbox"/>	<input type="checkbox"/>
(xxx) Woodbourne Priory Hospital (Birmingham)	<input type="checkbox"/>	<input type="checkbox"/>

Q2 How do you decide which DDR course provider to refer individual drink/drive offenders to?
(Tick all that apply)

Refer to the course provider(s) with the lowest fees

☐

Refer to different course providers on a random basis

☐

Refer to the course provider(s) nearest to the offender

☐

Allow the offender to decide which course they will attend

☐

Refer to the course provider(s) with which you enjoy the best working relationship

☐

Refer to the only DDR course provider in your area

☐

Other (please specify)

☐

Q3 Are you in regular contact with the DDR course provider(s) that you actively refer drink/drive offenders to?

Yes - with ALL that you actively refer offenders to

☐

Yes - with SOME that you actively refer offenders to

☐

No - not with any that you actively refer offenders to

☐

➡ GO TO Q5

Q4 What regular contact do you have with these course providers?
(Tick all that apply)

Administrative contact

☐

Course performance updates

☐

Face to face meetings

☐

Course provider produced 'newsletters'

☐

Other (please specify)

☐

SECTION B: INFORMATION ON THE DDR SCHEME

Q5 Have you ever received training in the DDR scheme and its operation in addition to the DTLR (formerly DETR) produced guidelines?

Yes ☐

No ☐ ➔ GO TO Q7

Q6 Who provided this training?
(Tick all that apply)

Please state the year in which you received any such training:

A DDR Course Provider ☐

The Magistrates' Association ☐

Other (please specify) ☐

Q7 Which of the following information (if any) do you receive from..... (Tick all that apply for both (a) and (b))

(a) a DDR course provider?

Offender take-up rates ☐

Offender reconviction rates ☐

DDR course content ☐

None of the above ☐

(b) a source other than a DDR course provider?

Offender take-up rates ☐

Offender reconviction rates ☐

DDR course content ☐

None of the above ☐

Q8 Please indicate whether you would you like to receive more, less or about the same level of information on each of the following?
(Tick all that apply)

	More information	About the same level of information	Less information
(a) Offender take-up rates on the DDR course(s) that your Court actively refers drink/drive offenders to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Average offender take-up rates on all DDR courses across England and Wales	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) Average reconviction rates of offenders attending each of the courses that you actively refer to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Average reconviction rates of offenders attending all DDR courses across England and Wales	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) Content of the courses that you actively refer drink/drive offenders to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(f) Content of other courses available in your area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION C: REFERRAL POLICY

Q9 In those cases where, apart from minor document offences, there are no other serious offences associated with the case:

(a) How often would each of the following drink/drive offenders be offered a DDR course? *(Tick one box per line)*

	Always	Nearly always	Some -times	Never
(i) A first time offender with a BAC level less than 2 ½ times the legal BAC limit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(ii) A first time offender with a BAC level over 2 ½ times the legal limit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iii) An offender who has committed their second offence in less than 10 years, but has not previously attended a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iv) An offender who has committed their second offence in less than 10 years, and who completed a DDR course following their first conviction	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(v) An offender who has refused to give an evidential sample	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) How often would the maximum 25% reduction to the disqualification period (dependent upon successful completion of the course) be offered to each of the following? *(Tick one box per line)*

	Always	Nearly always	Some -times	Never
(i) A drink/drive offender with a disqualification period of 12 months	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(ii) A drink/drive offender with a disqualification period greater than 12 months but less than 2 years	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iii) A drink/drive offender with a disqualification period of 2 years or greater	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q10 Is there a Probation Order course for drink/drive offenders available to your Magistrates' Court as a sentencing measure?

Yes ☐

No ☐ ➡ GO TO Q12

Q11 In a case where an individual was sentenced to a Probation Order course for drink/drive offenders, would a place on a DDR course also be offered?

Yes -Always ☐

-Sometimes ☐

No ☐

SECTION D: OPINIONS ON THE DDR SCHEME

Q12 To what extent do you agree or disagree with each of the following statements relating to the DDR scheme?

(Tick one box per line)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
(a) Having access to more than one DDR course provider encourages 'healthy' competition	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Course fees should be standardised across all course providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) In this area all appropriate drink/drive offenders are actively referred to a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Course fees should be means tested	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) Having access to more than one DDR course provider unnecessarily complicates the referral system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(f) Course fees are a major disincentive for offenders to take up a place on a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(g) I believe that the referral process is easy to use	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(h) Drink/drive offenders should not be expected to pay for the course fees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(i) I believe that DDR courses are effective in reducing reconviction rates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q13 If you have any further comments on the issues raised by this survey, or about the DDR scheme more generally, please use the space provided below:

PLEASE RETURN THE QUESTIONNAIRE IN THE PRE-PAID ENVELOPE PROVIDED
MANY THANKS FOR YOUR HELP.

Ref. No.:



DRINK / DRIVE REHABILITATION SCHEME SURVEY OF CLERKS OF COURT

Please answer all questions in relation to how your Sheriff Court utilises the DDR scheme, by ticking the appropriate boxes or filling in the spaces as required. Any information you provide will be treated in the **strictest confidence** and used for research purposes only.

SECTION A: DRINK/DRIVE REHABILITATION COURSE PROVIDERS

Q1 Below is a list containing all organisations currently providing Drink Drive Rehabilitation (DDR) courses in Scotland.

- In column (a) please place a tick against all of those organisations that currently provide DDR courses in the area covered by your Sheriff Court, which you *could* refer drink/drive offenders to.
- In column (b) please place a tick against all of those organisations that you *actively* refer drink/drive offenders to.

		(a)	(b)
(i)	Alcohol Advisory and Counselling Service (Aberdeen)	<input type="checkbox"/>	<input type="checkbox"/>
(ii)	Charing Cross Clinic (Glasgow)	<input type="checkbox"/>	<input type="checkbox"/>
(iii)	Renfrew Council on Alcohol (Paisley)	<input type="checkbox"/>	<input type="checkbox"/>
(iv)	Vernon Manfield (Consultancy) Ltd (Edinburgh)	<input type="checkbox"/>	<input type="checkbox"/>

Q2 How do you decide which DDR course provider to refer individual drink/drive offenders to?
(Tick all that apply)

- Refer to the course provider(s) with the lowest fees ☐
- Refer to different course providers on a random basis ☐
- Refer to the course provider(s) nearest to the offender ☐
- Allow the offender to decide which course they will attend ☐
- Refer to the course provider(s) with which you enjoy the best working relationship ☐
- Refer to the only DDR course provider in your area ☐
- Other (please specify) ☐

Q3 Are you in regular contact with the DDR course provider(s) that you actively refer drink/drive offenders to?

Yes - with ALL that you actively refer offenders to ☐

Yes - with SOME that you actively refer offenders to ☐

No - not with any that you actively refer offenders to ☐ ➡ **GO TO Q5**

Q4 What regular contact do you have with these course providers?
(Tick all that apply)

Administrative contact ☐

Course performance updates ☐

Face to face meetings ☐

Course provider produced 'newsletters' ☐

Other (please specify) ☐

SECTION B: INFORMATION ON THE DDR SCHEME

Q5 Have you ever received training in the DDR scheme and its operation in addition to the DTLR (formerly DETR) produced guidelines?

Yes ☐

No ☐ ➡ **GO TO Q7**

Q6 Who provided this training?
(Tick all that apply)

Please state the year in which you received any such training:

A DDR Course Provider ☐

Other (please specify) ☐ _____

Q7 Which of the following information (if any) do you receive from..... (Tick all that apply for both (a) and (b))

(a) a DDR course provider?

Offender take-up rates ☐

Offender reconviction rates ☐

DDR course content ☐

None of the above ☐

(b) a source other than a DDR course provider?

Offender take-up rates ☐

Offender reconviction rates ☐

DDR course content ☐

None of the above ☐

Q8 Please indicate whether you would you like to receive more, less or about the same level of information on each of the following?
(Tick all that apply)

	More information	About the same level of information	Less information
(a) Offender take-up rates on the DDR course(s) that your Court actively refers drink/drive offenders to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Average offender take-up rates on all DDR courses across Great Britain	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) Average offender take-up rates on Scottish* DDR courses ONLY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Average reconviction rates of offenders attending each of the courses that you actively refer to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) Average reconviction rates of offenders attending all DDR courses across Great Britain	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(f) Average reconviction rates of offenders attending Scottish* DDR courses ONLY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(g) Content of the courses that you actively refer drink/drive offenders to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(h) Content of other courses available in your area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

* By 'Scottish DDR courses' we mean courses run in Scotland by any of the 4 Course Providers listed in Q1.

SECTION C: REFERRAL POLICY

Q9 In those cases where, apart from minor document offences, there are no other serious offences associated with the case:

(a) How often would each of the following drink/drive offenders be offered a DDR course? *(Tick one box per line)*

	Always	Nearly always	Some -times	Never
(i) A first time offender with a BAC level less than 2 ½ times the legal BAC limit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(ii) A first time offender with a BAC level over 2 ½ times the legal limit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iii) An offender who has committed their second offence in less than 10 years, but has not previously attended a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iv) An offender who has committed their second offence in less than 10 years, and who completed a DDR course following their first conviction	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(v) An offender who has refused to give an evidential sample	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) How often would the maximum 25% reduction to the disqualification period (dependent upon successful completion of the course) be offered to each of the following? *(Tick one box per line)*

	Always	Nearly always	Some -times	Never
(i) A drink/drive offender with a disqualification period of 12 months	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(ii) A drink/drive offender with a disqualification period greater than 12 months but less than 2 years	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(iii) A drink/drive offender with a disqualification period of 2 years or greater	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q10 Are there any other courses for drink/drive offenders available to your Sheriff Court as a sentencing measure?

Yes ☐

No ☐ ➡ GO TO Q12

Q11 In a case where an individual was sentenced to another course for drink/drive offenders, would a place on a DDR course also be offered?

Yes -Always ☐

-Sometimes ☐

No ☐

SECTION D: OPINIONS ON THE DDR SCHEME

Q12 To what extent do you agree or disagree with each of the following statements relating to the DDR scheme?

(Tick one box per line)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
(a) Having access to more than one DDR course provider encourages 'healthy' competition	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(b) Course fees should be standardised across all course providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(c) In this area all appropriate drink/drive offenders are actively referred to a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(d) Course fees should be means tested	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(e) Having access to more than one DDR course provider unnecessarily complicates the referral system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(f) Course fees are a major disincentive for offenders to take up a place on a DDR course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(g) I believe that the referral process is easy to use	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(h) Drink/drive offenders should not be expected to pay for the course fees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(i) I believe that DDR courses are effective in reducing reconviction rates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q13 If you have any further comments on the issues raised by this survey, or about the DDR scheme more generally, please use the space provided below:

PLEASE RETURN THE QUESTIONNAIRE IN THE PRE-PAID ENVELOPE PROVIDED

MANY THANKS FOR YOUR HELP.

Abstract

This report presents the findings of a two year TRL evaluation of the Department for Transport's (DfT) Drink/Drive Rehabilitation (DDR) scheme. The scheme, expanded nationally in January 2000, allowed courts throughout Great Britain to refer drink/drive offenders to one of a number of organisations providing DfT approved DDR courses. This evaluation has included several studies investigating the operation of the scheme in terms of (i) courts' use of the scheme as a referral measure, (ii) offenders' completion of a course when referred, and (iii) the effect of course attendance on subsequent reconviction rates. The results of this study have shown that the scheme is operating satisfactorily in terms of court referral and offender take-up rates and that DDR courses are an effective intervention for reducing subsequent drink/drive convictions. Surveys of those groups involved within the operation of the scheme have shown some variations to exist in individual courts and course providing organisations operation within the scheme. The findings of this study have been used to produce a number of good practice recommendations for course operation.

Related publications

- TRL575 *Drink/drive rehabilitation courses: survey of non-attenders* by J Stone, S C Butress and G P Davies. 2003 (price £20, code A)
- TRL574 *Reconvictions of drink/drive course attenders: a six-year follow-up* by G P Davies and L R Smith. 2003 (price £25, code AX)
- TRL524 *High Risk Offenders' reconviction patterns* by J Broughton. 2002 (price £20, code A)
- TRL426 *Drink/driver rehabilitation courses in England and Wales* by G P Davies, G Harland and J Broughton. 1999 (price £35, code H)
- TRL394 *The high risk offender scheme for drink-drivers* by G P Davies, J Broughton, A Clayton and R J Tunbridge. 1999 (price £25, code E)
- RR325 *A review of rehabilitation programmes for drink/drive offenders in the USA* by P J Mills. 1992 (price £20, code A)
- CT42.3 Alcohol, drugs and driving update (1999-2003) *Current Topics in Transport: selected abstracts from TRL Library's database* (price £20)

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