



Department for

**Infrastructure**

An Roinn

**Bonneagair**

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Road Safety

**Courses for Drink-Drive Offenders**

Working Group Annual Report 2018



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## Executive Summary

The courts in Northern Ireland can offer drink drive offenders the opportunity to attend a drink drive rehabilitation course as a sentencing option. Where an offender is disqualified for 12 months or more in respect of an alcohol-related driving offence - the court may order that the period of disqualification be reduced if the offender satisfactorily completes an approved Course for Drink Drive Offenders (CDDO). More detail on the courses can be found [here](#).

The scheme is managed by the Department for Infrastructure (the Department) through a Working Group which has responsibility for overseeing and monitoring the delivery of the scheme throughout Northern Ireland. The Working Group is chaired by the Department and its membership drawn from a range of organisations from across the criminal justice system.

The success of the CDDO scheme can be measured in terms of the courts' use of the scheme as a sentencing option (by making a referral), offenders' completion of a course once referred and the effect of course attendance on subsequent reconviction rates.

In 2018, 51 courses were delivered by The TTC Group on behalf of the Department in 11 locations across Northern Ireland. A total of 558 people completed a course. A full list of venues is provided at [Annex A](#).

The **referral-rate** (number of convicted drink drivers who were referred by a court to attend a course as a percentage of convictions) has **increased slightly in 2018** by two percentage points compared to 2017 (45% and 43% respectively). The **take-up rate** (course completions as a percentage of referrals) has **decreased in 2018** by 12 percentage points compared to 2017 (54% and 66% respectively).

The **reconviction-rate** is the main criterion for determining if CDDOs are successful i.e. whether offenders who attend a course are less likely to re-offend than those who do not. To date, five [reconviction studies](#) have been carried out in Northern Ireland to assess the value of the courses.

# 1. Introduction

The CDDO Working Group, established by the Department, has responsibility for overseeing and monitoring the delivery of the scheme throughout Northern Ireland. The Working Group, chaired by the Department for Infrastructure, comprises of representatives from the Department's Safe and Accessible Travel Division (SATD), Analysis Statistics and Research Branch (ASRB), the Driver Vehicle Agency (DVA), the Police Service of Northern Ireland (PSNI), the NI Courts and Tribunals Service (NICTS), and the Public Prosecution Service (PPS). The course provider is also represented at meetings.

The Working Group's primary role is to ensure that the operation of courses is carried out by the provider in line with the terms and conditions of its contract and that activities and processes remain effective. In particular, it must ensure the effectiveness of the scheme is regularly measured and evaluated. The terms of reference for the Working Group is provided at [Annex B](#).

During 2018, the Department competitively tendered, through the Department of Finance's Construction & Procurement Delivery (CPD), for a new course provider. The role of the new provider is to develop, manage and deliver rehabilitation courses for drink drive offenders based on the Department's 'Guide to the Operation of Courses'. The TTC Group was successful in the tender competition and appointed as the provider of the courses in Northern Ireland. The new contract took effect from 1 October 2018 for a period of three years and includes an option to extend for two further periods of one year each.

Published each year, the annual report of the CDDO Working Group provides an overview of how the effectiveness of the scheme is regularly measured and evaluated. It also outlines how the Working Group, on an ongoing basis, considers how best drink driving in Northern Ireland can be reduced through remedial training and other measures.

## 2. Delivery of Courses in Northern Ireland

### 2.1 Aim

The underlying aim of the scheme is to provide offenders who are referred onto a course with expert training, in a group situation, about the problems associated with drink-driving - enabling them to develop future non-offending behaviour and thereby reducing re-offending.

Details of the course which runs in Northern Ireland can be found on the nidirect website – <https://www.nidirect.gov.uk/articles/courses-drink-drive-offenders>

### 2.2 Course Venues

During 2018 there were eleven course venues in Northern Ireland. Details of the number of courses run at each of the venues and course completions are shown in Table 1 below.

Table 1: Courses Run / Completions, by venue

Venue	Courses Planned	Courses Cancelled	Courses Run	Completions
Ballymena	5	0	5	49
Ballynahinch	3	1	2	25
Belfast	13	1	12	149
Coleraine	4	0	4	45
Dundonald	7	1	6	72
Dungannon	4	0	4	26
Enniskillen	4	0	4	32
Londonderry	3	0	3	39
Newry	4	0	4	46
Omagh	4	2	2	15
Portadown	6	1	5	60
<b>Totals</b>	<b>57</b>	<b>6</b>	<b>51</b>	<b>558</b>

The Working Group remains satisfied that the geographical spread of venues continues to be appropriate with locations offering reasonable access to courses that are within practical travelling distances for most potential attendees. In addition the course provider, as part of its business planning philosophy, strives to hire venues where the hire fees go back to benefit the community for example diocesan, charities and local authority buildings.

## 2.3 Course Completers

Overall the course was completed by 558 people during 2018. Course completers were overwhelmingly male - 74% (415) men as compared to 26% (143) women - the same gender split as recorded in 2017. Age band analysis shows that 17% (97) of those completing the course were aged 17-24 years, 78% (436) were aged 25-64 years and 4% (25) were aged 65+ years.

While the proportion of 17-24 year olds completing the course has increased slightly (by two percentage points compared to 2017) it is interesting to note that 26% of drink-drive collisions (based on a five-year average) were caused by a driver aged 17 to 24, and 20% of drink drive convictions were people aged under 25. This shows that young drivers completing the course are under-represented.

As for those aged 65 +, although they represent just 5% of those completing the course, in the last five years, only 3% of drink drive collisions were caused by someone of this age group. Likewise, just 3% of drink-drive convictions were for someone aged 65+.

Table 2: Drivers responsible for drink driving collisions by age group and gender

Age group	Drink Driving Collisions 2014 to 2018		
	Male	Female	Total (% by age group)
Under 17	4	0	4
17-24	262	42	<b>304 (26%)</b>
25-34	315	70	385 (32%)
35-49	254	79	333 (28%)
50-64	102	29	131 (11%)
65+	27	7	<b>34 (3%)</b>
<b>Total</b>	<b>964</b>	<b>227</b>	<b>1,191<sup>2</sup></b>

<sup>2</sup>excludes 23 drivers of unknown age



The courses are proven to be an effective educational intervention and the Working Group will continue to make a sustained effort to promote greater use of the scheme – aiming to train offenders across all age bands.

### 3. Performance Indicators

#### 3.1 Referral Rate – [up 2 percentage points from 2017]

Between 1 January and 31 December 2018 a total of 1,036 **referrals** were made. This represents an increase of 8% compared to 2017 (960).

Court data obtained from NICTS<sup>1</sup> report that during 2018, there were 2,305 **convictions** for relevant drink drive offences at courts throughout Northern Ireland. This represents an increase of 3% from 2017 (2,234) and a 1% increase from 2016 (2,287).

This is equivalent to a **referral rate** for the period 1 January to 31 December 2018 of approximately 45% which is a slight increase on the previous year at 43%. By way of comparison - the average referral rate over the past five years (2014 to 2018) is 48%, ranging from 43% in 2017 to 52% in 2014.

When considering referral data it is important to consider the number of convictions for drink-driving over the last few years. The proportional decrease in year-on-year convictions was quite large up to 2013, but more recent years have seen this trend tailing off slightly. An increase of 7% was reported between 2015 and 2016, a small decrease of 2% between 2016 and 2017 and, as previously noted, a further increase of 3% between 2017 and 2018.

**Table 3** has been included below to provide details of the referral rate by individual court area during 2018 along with details of the referral rates for the previous year for comparison purposes.

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<sup>1</sup>These data are generated on the basis of defendants convicted at the Crown and Magistrates Courts of at least one offence relating to drink driving. Official statistics on criminal convictions are published by the Department of Justice using a 'primary offence' methodology. Consequently, these data are not directly comparable with Official Statistics published on criminal convictions.

While the Working Group continues to monitor referral numbers, the introduction of automatic referrals following legislative changes<sup>2</sup> to the drink drive regime will perhaps have the greatest impact on referral rates.

Taking steps to increase referral rates in all Court areas will remain a key priority for the Working Group and this is discussed further at Section 4. It will of course remain essential to the scheme that referrals can be converted into attendance and ultimately course completions.

**Table 3: Referral rate, by court 2018**

Court	Convictions 2018	Referrals 2018	Referral Rates 2018 (%)	Referral Rates 2017 (%)
Antrim	68	35	51%	58%
Armagh	66	26	39%	45%
Ballymena	134	60	45%	51%
Banbridge	44	19	43%	42%
Coleraine	133	70	53%	54%
Craigavon	180	33	18%	17%
Downpatrick	84	42	50%	41%
Dungannon	157	53	34%	38%
Enniskillen	78	45	58%	51%
Laganside Courts	543	275	51%	48%
Limavady	44	21	48%	53%
Lisburn	126	64	51%	46%
Londonderry	136	64	47%	41%
Magherafelt	33	22	67%	39%
Newry	181	83	46%	44%
Newtownards	189	94	50%	34%
Omagh	64	19	30%	55%
Strabane	45	11	24%	-
<b>TOTAL</b>	<b>2,305</b>	<b>1,036</b>	<b>45%</b>	<b>43%</b>

<sup>2</sup> The 2017 Annual Report included information on the planned changes to drink drive law in Northern Ireland and can be accessed using this [link \(see page 23\)](#).



## 3.2 Take-up Rate – [decreased by 12 percentage points from 2017]

Of the 1,036 referrals made during 2018, a total of 558 took up and completed a course. This represents a **take-up rate of 54%** which is a reduction of 12 percentage points compared to last year. The average take up rate over the five year period 2014 to 2018 is 58%.

The non-completion rate in 2018 has also decreased by 6 percentage points compared to last year i.e. a reduction from 48% (2017) to 42% (2018)<sup>3</sup>.

The Working Group continues to monitor the numbers of offenders who choose not to attend a course following referral and are keen to determine the influencing factors in non-attendance. Two new areas of work were commenced in this area by the course provider and these will consider (i) those referred to the course but choose not to book and (ii) those who book a place on a course but fail to attend. The Working Group looks forward to reviewing the results in both these areas and taking steps to address barriers to attendance.

During 2018, the Group also approved plans by the course provider to develop new advertising and marketing materials in order to communicate clearly the main benefits of the course and to address other aspects such as the availability of a concessionary rate and the ability to pay in instalments.

## 3.3 Reconviction Rate

The main criterion for judging whether the scheme has been successful is whether offenders who attend a course are less likely to re-offend than those who do not. A further reconviction study was carried out in Northern Ireland to assess the value of courses for drink drive offenders during 2018. This was completed by the Department of Justice (on behalf of the Department) using the

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<sup>3</sup> Please note that the non-completion rate plus the take up rate will not total 100% as some of those referred in the latter part of 2018 would have completed the course in 2019. By the same count, some of the completions in 2018 would have been referred in 2017. Likewise there will be some referrals made but not processed in 2018 as offenders (depending on the length of their ban) will still have adequate time to apply / complete within the timeframe stipulated on the court order.

Northern Ireland Data Lab Methodology. This methodology uses a range of statistical controls and procedures in order to make these comparisons meaningful.

The headline findings shows that **those who completed a CDDO course were less likely to reoffend than those who did not attend**. Offenders who had completed a course were up to 3.5 times less likely to reoffend in Year 1 than those who had not attended the course, up to 2.1 times less likely in Year 2, and up to 1.6 times less likely in year 3. Importantly, there was no significant difference in reoffending rates between offenders who were referred to the course but did not complete and those who were not referred. This tells us that it is the course intervention itself that is having the impact rather than it being simply attributable to the referral process. The full report, published in May 2018, can be accessed on the DOJ website by using this [link](#).

**Note:** A more recent reconviction study was carried out by DoJ and published in September 2019. An analysis will appear in the 2019 Annual Report but in the meantime, the full report can be accessed by using this [link](#).

### 3.4 Pre and Post Course Questionnaires

A knowledge check at the beginning and end of each course is used to assess effectiveness of education in changing participants' understanding of drink driving issues. This is done by way of a quiz-formatted questionnaire in which the pre and post course scores are recorded to demonstrate the level of achievement by each participant. An analysis of pre and post course questionnaire scores is carried out by ASRB and more detail can be found in [Annex C](#).

### 3.5 Online Evaluation

Online evaluation feedback provides an opportunity for clients to let the course provider have any qualitative comments about the course once they have had time to reflect. This valuable feedback is addressed directly with the client if they have chosen to provide their name and their comment requires a response.

The Working Group is satisfied that client feedback is utilised by the course provider in order to maximise the numbers undertaking the course and to continuously improve the experience of course participants.

## 4 The CDDO Working Group

During 2018 the Working Group met and dealt with a range of issues relating to drink drive educational interventions generally and the course specifically. The Working Group ensure that the course provider keeps all those involved with the project up to date with progress, fully explain how and why certain approaches are being adopted, work with members to generate solutions and facilitate members in contributing fully to the ongoing successful rollout of the training. The following reports and key indicators play an important role in this process.

### 4.1 Working Group Meetings

The Working Group met formally on two occasions during 2018 – 7 March and 21 November. All other business was dealt with by correspondence with the understanding that additional meetings could be called, if required.

During 2018 the Working Group addressed a number of clients' queries relating to court referral issues (specifically time limits specified on the referral notice), issues around applying for a driving licence after the period of disqualification has expired and how information can be better provided on course policy and procedures. The interdepartmental knowledge and co-operation of Working Group members along with the assistance of the course provider provided a greater capacity to exchange information quickly and avoid any unnecessary delays which would have been detrimental to the scheme and the clients involved.

The queries which arose throughout the year highlighted the importance of clients completing a course as soon as is practical. When the court makes an order that the period of disqualification will be reduced - if the offender completes the course - the order will include a specified date by which the course must be completed. There is no provision in legislation that would enable the Department or the course provider to alter the date stipulated in the court order. Therefore early booking is a practice which the Working Group is keen

to promote in order to minimise the impact of last minute issues which could compromise the ability to secure or complete a course.

Currently the course provider takes various steps to contact clients and encourage them to book onto a course. This includes the issue of an intro pack within 48 hours of receipt of the court's referral, a mail-out to clients who have been referred but have yet to book a course, in addition, to the invite letters sent to clients throughout the period of their ban. Clients are also able to utilise an online web based booking system so they can book and pay online. Work will continue to address this and other course related issues to provide maximum opportunities for referred clients to participate in a course.

## 4.2 Quarterly Reports

Updates are routinely provided to the Working Group through quarterly reports prepared by the course provider. The reports assist the Working Group to assess trends in take up of the course and to identify and address any emerging issues and potential risks to the successful delivery of the scheme. This is particularly useful in the monitoring of court referrals and provides an opportunity to follow up on any potential reasons for lower than normal referrals if appropriate/possible.

## 4.3 Annual Report

The course provider provides an annual report for the Working Group containing statistical information relating to the number of courses, referrals, completions and non-completions during a 12 month period. Details of venues, syllabus, internal quality control mechanisms, staff training and action taken in response to any quality control or disciplinary issues during that period are provided. Summary sheets are also included for each venue highlighting gender and age demographics as well as pre and post course questionnaire scores. The report is also a useful vehicle to highlight any new issues that may have arisen throughout the reporting period – providing details of how these were managed, evaluated and any lessons learned.

## 4.4 Wider Benefits of the Course

One of the main focuses for the Working Group during 2018 was to highlight the wider benefits of attendance on the course beyond the reduction in a driving disqualification. Where possible, steps have been taken to share information that will support the judiciary, defence solicitors and drink drive offenders themselves - when considering the scheme as a sentencing option. In particular, the group is keen to highlight that through education – participants are helped to understand and manage their relationship with driving and alcohol as well as acceptance and accountability for the action that had led to conviction.

Importantly, participants will also be provided with strategies for dealing with trigger situations, overcoming barriers and maintaining changed behaviour once their licence has been returned. This desired change in behaviour is borne out in the 2018 DOJ Reconviction analysis which showed that those who successfully completed the course were less likely to reoffend than those who did not attend.

During 2018, personal calls have been made by representatives from the course provider to individual courts in order to create and strengthen contact with frontline staff and provide an opportunity to promote the wider benefits of the scheme. This approach will be more widely adopted in 2019 and supported with the use of new marketing materials.

The Working Group will also continue to utilise the experience and contacts within its membership to broker and develop relationships key to increasing awareness and, ultimately, use of the CDDO scheme across Northern Ireland.



## ANNEX A: Northern Ireland Course Venues Up to December 2018

<b>Ballymena</b>	<p><b>January to June 2018</b></p> <p>Braid Town Hall Museum Arts Centre, 1-29 Bridge Street, Ballymena</p> <p><b>From July 2018</b></p> <p>Adair Arms Hotel, 1-7 Ballymoney Road, Ballymena BT43 5BS</p>
<b>Belfast</b>	<p><b>January to September 2018</b></p> <p>Groundwork Northern Ireland 63-75 Duncairn Gardens Belfast, BT15 2GB</p> <p><b>From October 2018</b></p> <p>North City Business Park 2 Duncairn Gardens Belfast BT15 2GG</p>
<b>Coleraine</b>	<p>Causeway Rural &amp; Urban Network 1 Brook Street Coleraine, BT52 1PW</p>
<b>Ballynahinch</b>	<p>Market House The Square Ballynahinch, BT24 8AE</p>
<b>Dundonald</b>	<p>Inspire Business Park Carrowreagh Road Dundonald, BT16 1QT</p>
<b>Dungannon</b>	<p>Breakthru 18 Killymeal Road Dungannon, BT71 6LJ</p>
<b>Enniskillen</b>	<p>Fermanagh House Broadmeadow Place Enniskillen, BT74 7HR</p>
<b>Londonderry</b>	<p>Northern Ireland Fire &amp; Rescue Service 10 Crescent Link Londonderry, BT47 5FR</p>
<b>Newry</b>	<p>Newry and Mourne Enterprise Agency Win Business Park Canal Quay Newry, BT35 6PH</p>
<b>Omagh</b>	<p>Omagh Library 1 Spillars Place Irishtown Road Omagh, BT78 1HL</p>
<b>Portadown</b>	<p>Portadown Town Hall 15 Edward Street Portadown, BT62 3LX</p>

## ANNEX B: Terms of Reference for CDDO Working Group

The Working Group's role is to:

- ensure the content and operation of courses are carried out in line with the terms and conditions stipulated in the current contract;
- ensure current activities and internal processes remain effective; agreeing or proposing corrective action as appropriate;
- in conjunction with course provider, seek to identify appropriate marketing and PR activity aimed at raising the profile of the scheme and thereby maintaining and/or increasing the referral and take-up rates;
- ensure the delivery of related action measures contained in the Road Safety Strategy to 2020;
- ensure the effectiveness of the scheme is regularly measured and evaluated, namely,
  - the proportion of convicted drink/drive offenders referred to the scheme by courts ('referral rate'),
  - the proportion of referred offenders who go on to complete a course ('take-up rate'), and
  - the effect of course attendance on convictions for a subsequent drink/drive offence ('reconviction rate');
- consider 1) the annual reports on the operation of the CDDO scheme and 2) periodic reconviction rate analyses reports produced by Analysis, Statistics and Research Branch;
- consider, on an ongoing basis, how best drink driving in Northern Ireland can be reduced through the use of remedial training; and
- consider how best drink driving in Northern Ireland can be reduced through other measures.

## ANNEX C: Knowledge Check – Pre and Post Course Questionnaires

1. To assess the effectiveness of the course in improving knowledge, attendees are asked to complete a pre and post course quiz questionnaire. The 'Questionnaire and Alcohol Knowledge Quiz' asks respondents about their attitudes to drinking and driving and drink/drive legislation; their drinking behaviour; and their knowledge of alcohol and its effects on the body.
2. A single summary sheet is completed by TTC following the completion of each course. The summary provides overall scores obtained on the alcohol knowledge pre and post quizzes split by gender and age. Results can be analysed to identify changes in levels of the participants understanding of the issues covered. Offenders typically score significantly higher in the post course questionnaire.

### 2018 Questionnaire

3. Results from the 2018 questionnaires, provided by TTC to ASRB for analysis, are detailed below.
4. During 2018, pre and post course quiz sheets were completed by offenders who completed the course. Overall scores are recorded from the pre and post quizzes for each participant. During 2018, the average score on the pre course quiz was 17 out of a possible 30. On completion of the course the average score on the post course quiz was 27 correct answers out of a possible 30, an increase of 55%

Chart 1 – Histogram illustrating pre-course quiz scores

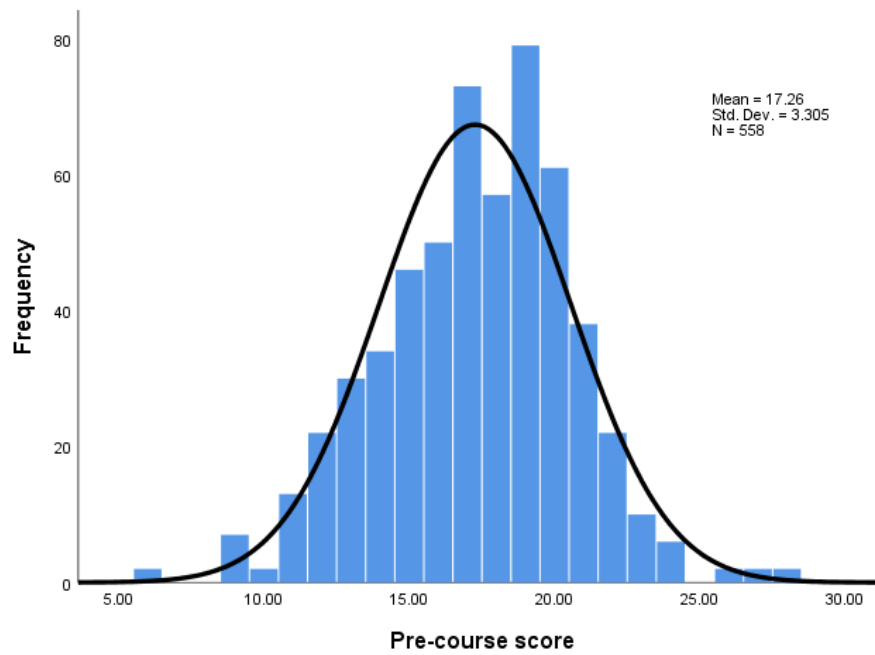
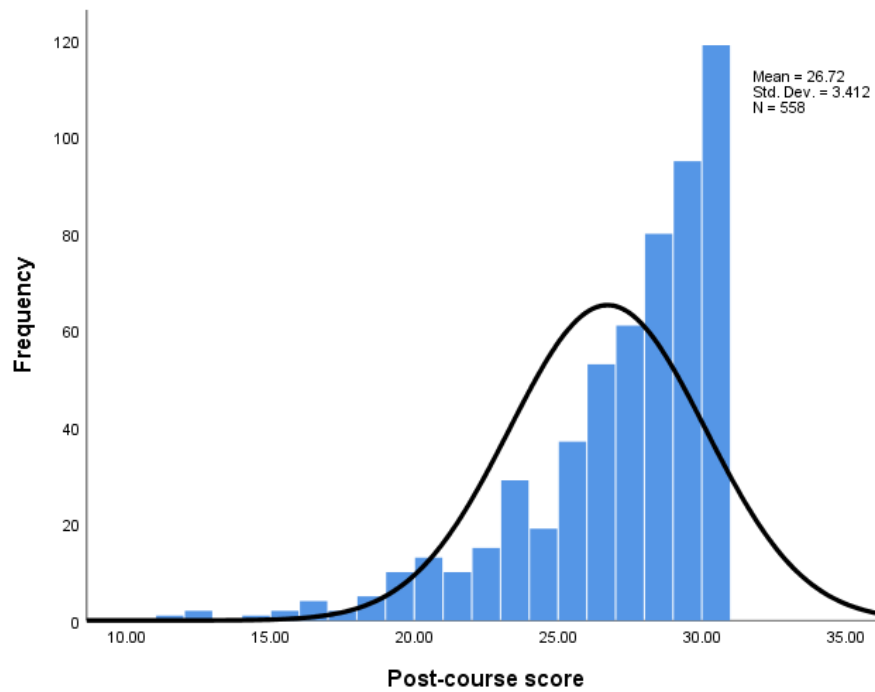


Chart 2 – Histogram illustrating post-course quiz scores



5. Twenty-eight percent of attendees (156) achieved a score of 15 or less in the pre course quiz. In contrast, after completing the course, 0.9% of attendees (5) obtained a score of 15 or less. Of these, three scored higher than their pre-course result.
  
6. Overall, 0.7% (4) scored less on the post course quiz, with a further 0.5% (3) remaining unchanged. Ninety-nine percent of attendees' scores improved between the pre and post quizzes, with 61% (338) improving their scores by 50% or more.



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