
# Drug-misusing offenders: results from the 2009 cohort for England and Wales

December 2010

## Contents

## Executive Summary

- Amongst the national cohort of drug-misusing offenders identified in January to March 2009, the rate of offending was 2.2 offences per individual. This was 15 per cent lower when compared with the equivalent cohort for 2008 (the rate of offending for the 2008 cohort was 2.6 offences per individual).

- The lower rate of offending amongst the 2009 cohort was a result of both lower prevalence and lower frequency of offending. Fifty-seven per cent of the 2009 cohort committed a proven offence during the 12 months following identification compared with 61 per cent of the 2008 cohort. Amongst those who did commit a proven offence, the rate of offending was 3.9 offences per offender in the 2009 cohort compared with 4.3 offences per offender in the 2008 cohort.

- For the 2009 cohort, the 17 per cent of offenders who offended five or more times during the 12-month follow-up period accounted for 62 per cent of all offending by the cohort.

- Theft was the most common type of offence committed by the 2009 drug-misusing offender cohort, accounting for 43 per cent of all offences committed by the cohort in the 12 months following identification.

- Over four-fifths (83%) of the 2009 drug-misusing offender cohort were male, two-thirds (66%) of the cohort were aged under 35 and over four-fifths (84%) of the cohort were White.

- Offending rates were higher for females compared with males, for those aged from 18 to 35 compared with older age groups and for White individuals compared with those from other ethnic backgrounds.

- The local measure of proven offending amongst drug misusers is expressed as the actual number of offences divided by the predicted number of offences. In 2009, actual offending was lower than predicted offending in a greater number of areas (148 areas compared with 23 areas in which actual offending was higher than predicted) compared with 2008 (in which 99 areas had lower than predicted levels of offending and 72 higher than predicted).

# 1. Introduction

This report presents the latest annual statistics on the proven offending of individuals (aged 18 and over) identified as Class A drug-misusing offenders. Both drug use and offending can be difficult to measure and the relationship between drug use and offending is complex. The data presented in this report are intended to provide a proxy measure which indicates the level of *proven* offending[1] by *known* (Class A) drug-misusing individuals who have been identified through their contact with the Criminal Justice System (CJS).

This report updates the previous publication (based on data for the 2008 cohort of drug-misusing offenders) with findings for the 2009 cohort. The previous report is at: http://rds.homeoffice.gov.uk/rds/pdfs10/misc0210.pdf

Results from the analysis of two different measures are presented in this report: a **national measure** for the whole of England and Wales, and a **local measure** for individual partnership areas. More detail is given on both of these measures below and in the appendices at the end of the report. Neither of these constitute a measure of offending by all drug-misusing individuals; they only cover those offenders that were identified as drug-misusing offenders by their contact with the CJS in a given time period.

*National measure*

The national measure monitors proven offending for a cohort of drug-misusing individuals identified between 1 January 2009 and 31 March 2009 through their contact with the CJS. The four types of contact used as identification sources for the cohort are:

- a drug test on arrest or charge as part of the Drug Interventions Programme (DIP);
- a National Offender Management Service Offender assessment (OASys assessment) whilst on a community sentence or licence;
- having been released from prison with a Counselling, Assessment, Referral, Advice, Throughcare (CARAT) assessment;
- an assessment by a Criminal Justice Integrated Team (CJIT) drugs worker in the community.

Individuals identified as drug misusers through these sources in the relevant time period are then matched to the Police National Computer (PNC)[2]. For this group, offences committed in the 12 months following first identification which were proven by a conviction at court (within the 18 months following first identification) are recorded in order to generate the headline measure of the rate of proven offending per individual.

The main results on offending for the national cohort are presented in Chapter 2, with more detailed analysis of offending by demographics and identification source in Chapter 3 and brief analysis of contact with the CJS in Chapter 4.

[1] As measured by offences proven by a conviction in court. See Appendix B for further detail.
[2] PNC is the administrative IT system used by the police.

*Local measure*

The local measure provides a similar means of monitoring proven offending of drug-misusing individuals, but based on a sub-set of the individuals in the national cohort. The local measure only includes those individuals identified through two sources: a drug test as part of the DIP or through an OASys assessment. In addition, the local measure only includes those individuals who can be allocated to specific Drug Action Teams (DATs) in England or Community Safety Partnerships (CSPs) in Wales.

The local measure is calculated by comparing the actual volume of proven offences committed by a local cohort with the predicted volume for the same cohort. The predicted volume is based on analysis of the historical offending of each area's cohort. This approach is adopted for the local measure in order to allow for variations in the nature of cohorts between areas.

A summary of results for the local measure is presented in Chapter 4 and figures for each DAT are available in Appendix A. Further detailed results are available in the supplementary tables and charts.

Local agencies work to reduce the offending of individuals who are identified as drug users through a partnership approach involving local authorities, CJITs, DATs, treatment services, police, probation, prisons and other agencies. A wide range of interventions are involved. It should be noted that the results presented here are intended as outcome indicators of progress on efforts to address drug-related offending but cannot be used to determine the effectiveness of interventions. This is due to the absence of a 'counterfactual', i.e. some idea of what would have happened had interventions not been applied.

In addition, changes over time highlighted in the text refer to changes in offending *between* successive cohorts rather than changes *within* cohorts. Analysis of changes *within* cohorts of drug-misusing individuals before and after contact with the DIP has been published previously (see Skodbo *et al*., 2007).

The data presented here are different from statistics published by the Ministry of Justice on the national measure of adult reoffending and local measures of adult and youth reoffending. The methods used also differ from those used to measure offending of Prolific and other Priority Offenders. Further details on the differences between these measures are given in Appendix B.

The Ministry of Justice launched a consultation on improvements to its statistics on 17 November 2010. Part of this consultation proposed to introduce a single comprehensive framework for measuring reoffending to replace the existing measures. The proposal would involve elements of this bulletin being incorporated into a quarterly bulletin for the new reoffending measure. For more information, and to respond to the consultation, please follow the link to the consultation:
http://www.justice.gov.uk/consultations/statistics-cp171110.htm

# 2. Main results for the 2009 national cohort

## Introduction

This chapter presents overall results on offending for the 2009 national cohort of drug-misusing individuals. It describes the main measure of the rate of offending amongst the cohort, with further detail on the prevalence, frequency, concentration and type of offending. Results are compared with those for the 2008 national cohort.

## Results

*Rate of offending*

The rate of proven offending in the 12 months following identification for the 2009 cohort was 15 per cent lower than the rate for the 2008 cohort.

- A cohort of 20,109 Class A drug-misusing individuals was identified during the period from 1 January to 31 March 2009.

- This cohort subsequently committed 44,308 offences during the 12-month follow-up period, as recorded by convictions on the PNC (with an additional six months given to allow time for CJS processes to be completed and the PNC to be updated with a more complete record of convictions).

- The volume of proven offences translates to a rate of proven offending of 2.20 offences per individual in the 2009 national cohort.

- This rate of offending amongst the 2009 cohort was 15 per cent lower compared to the equivalent figure for the 2008 cohort. (The 20,934 individuals in the 2008 cohort committed 54,462 proven offences in the 12 months following their identification, a rate of 2.60 offences per individual.)

*Prevalence and frequency of offending*

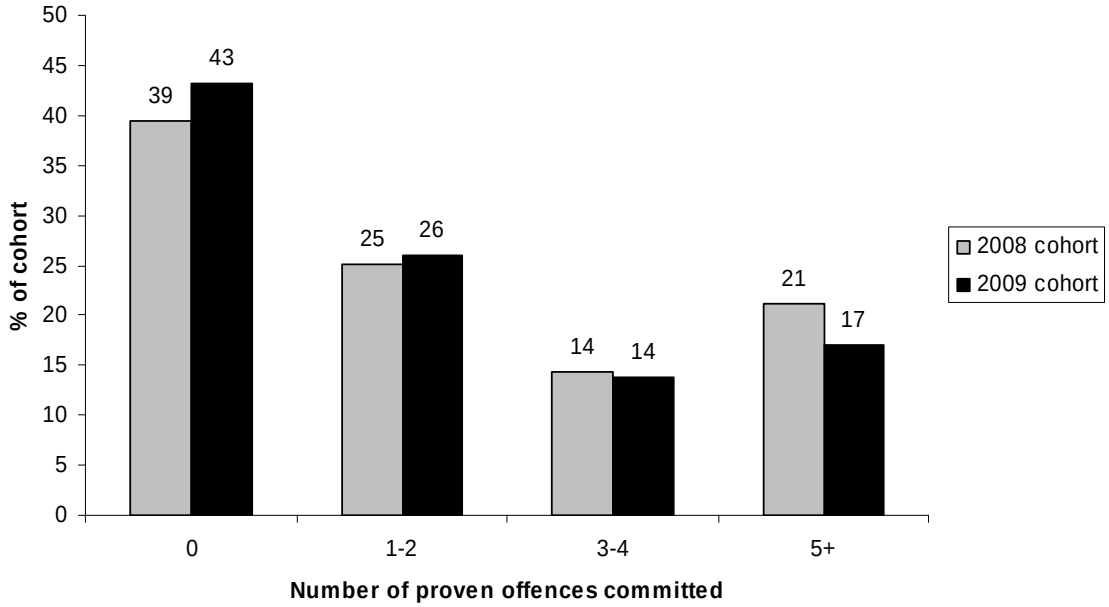
The reduction in the rate of offending between the 2008 and 2009 national cohorts is due to a reduction in both prevalence (the proportion of the cohort who offended at least once in the one-year follow-up period) and frequency of offending (the rate of offending amongst those with a proven offence in the follow-up period) (Figure 1).

- The prevalence of offending in the 12 months following identification was 61 per cent for the 2008 cohort compared with 57 per cent for the 2009 cohort in the corresponding follow-up period.

- Frequency of offending was also lower for the 2009 cohort compared with the 2008 cohort. Amongst those who committed a proven offence within the follow-up period, the rate of offending in the 2008 cohort was 4.3

offences per offender compared with 3.9 offences per offender in the 2009 cohort.

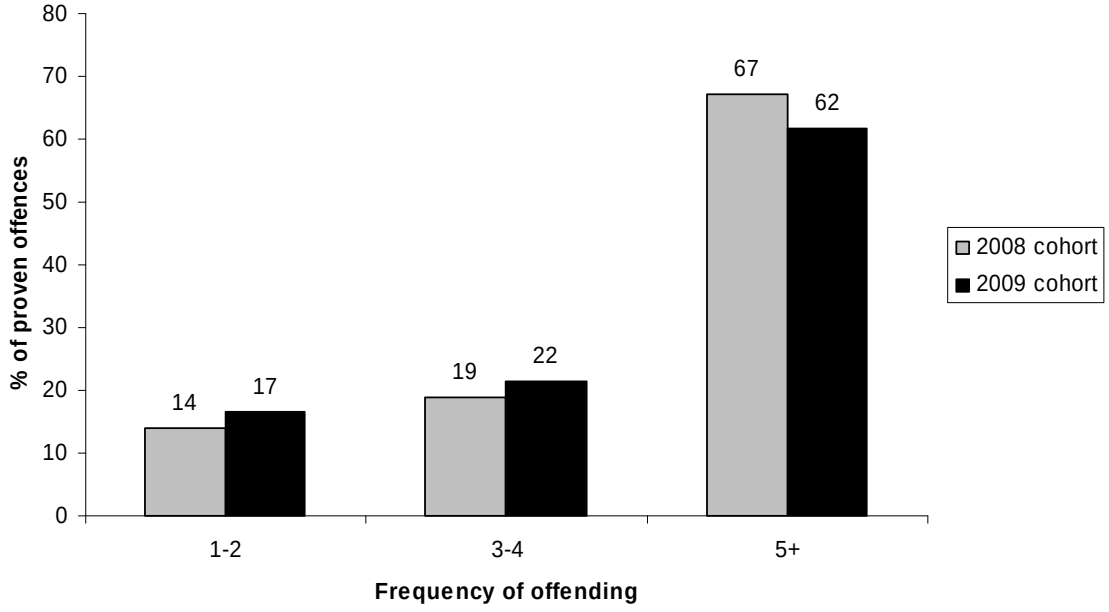
**Figure 1 Distribution of offenders for the 2008 and 2009 drug-misusing offender cohorts, by number of offences committed in the 12-month follow-up period**




*Concentration of offending*

The small group of offenders in the 2009 cohort who committed five or more offences in the 12-month follow-up period accounted for the majority of all proven offences committed by the cohort (Figures 1 and 2).

**Figure 2 Concentration of offences for the 2008 and 2009 drug-misusing offender cohorts**



- For the 2009 cohort, the 17 per cent of offenders who offended five or more times during the 12-month follow-up period accounted for 62 per cent of all offending by the cohort during this period.

- Compared with the 2008 cohort, offending amongst the 2009 cohort was slightly less concentrated amongst the most frequent offenders.

*Recent conviction history*

A possible explanation for the decline in the rate of offending between the 2008 and 2009 cohorts is that changes to the characteristics of the cohorts have resulted in a lower propensity to offend for the 2009 cohort. Previous analysis (see Appendix B) has shown that one of the best predictors of offending amongst a cohort is their recent conviction history. Therefore comparing the recent conviction history of the 2008 and 2009 cohorts can provide an indication of changes in the different cohorts' likelihood of offending.

- The 20,934 individuals who made up the 2008 cohort were convicted at court on 83,067 occasions in the previous three years. This equates to 3.97 conviction occasions per individual.[3]

- The 20,109 individuals who made up the 2009 cohort were convicted at court on 83,086 occasions in the previous three years. This equates to 4.13 conviction occasions per individual.

Since the historical offending of the 2009 cohort is higher than the 2008 cohort, it suggests that the 2009 cohort would have a greater propensity to offend. The lower rate of offending for the 2009 cohort compared with the 2008 cohort and 2009 does not appear to be due to a change in cohort characteristics that made the 2009 cohort less likely to offend.

*Type of offending*

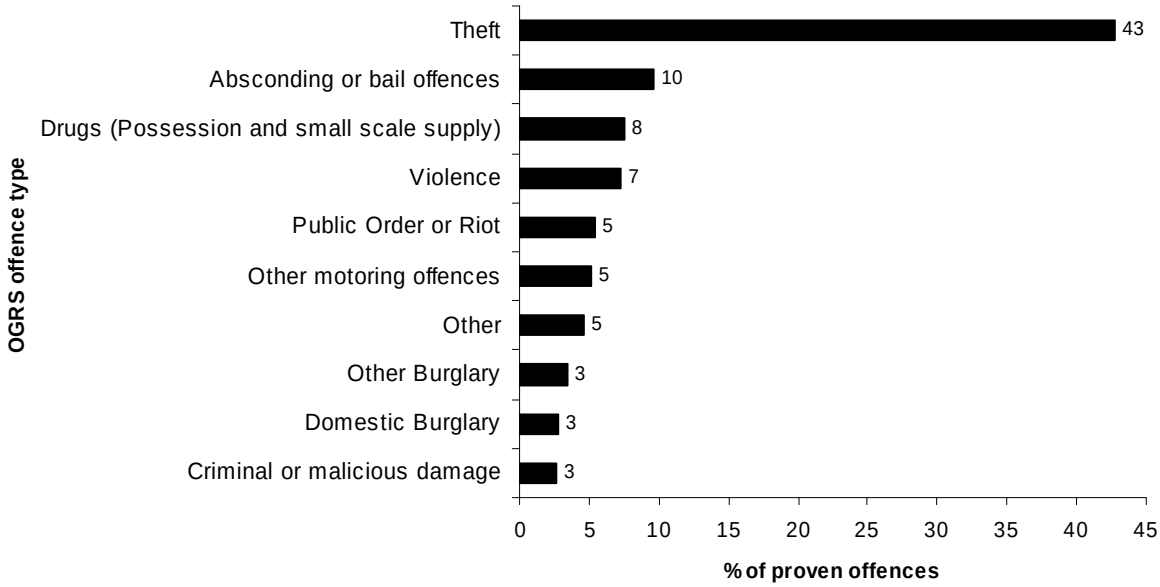
Theft was the most common type of offence committed by the 2009 drug-misusing offender cohort, accounting for 43 per cent of all offences committed by the cohort in the 12 months following identification (Figure 3).

- The overwhelming majority (91%) of the theft offences committed by the 2009 cohort were for shoplifting.

- These findings support earlier evidence (such as the Arrestee Survey) of the link between drug use and acquisitive crime (Boreham, R. *et al*., 2007).

[3] The figures included here to compare the 2008 and 2009 cohorts' conviction history relate to the number of appearances in court at which a conviction was received for individuals in the cohorts. This is different to the proven offending measure, which measures the number of convictions. An individual can be convicted of a number of offences during a single appearance at court.

## Figure 3 Most common offence types committed by 2009 drug-misusing offender cohort in the 12-month follow-up period




Notes

1. Offences are classified according to the Offender Group Reconviction Scale (OGRS) offence groupings, used by prison, probation and other agencies to predict the likelihood of re-offending.
2. 'Other motoring offences' include driving whilst disqualified and using an uninsured motor vehicle. It does not include drink-driving.
3. 'Other offences' include breach of an Anti-Social Behaviour Order and failure to attend or stay for the duration of assessments following a positive test for Class A drugs.
4. 'Other Burglary' includes burglary in a building other than a dwelling and going equipped for stealing.

# 3. Offending by demographics and identification source

## Introduction

This chapter presents analysis of offending by different sub-groups of the 2009 national cohort of drug-misusing individuals. It includes the composition of the cohort by demographic factors (age, gender and ethnicity), identification source (contact with the CJS by which individuals were identified as drug misusers) and the rate of offending[4] amongst these sub-groups. Results are compared with those for the 2008 national cohort.

## Results

*Gender*

More than four-fifths (83%) of the 2009 drug-misusing cohort were male. This is similar to the proportion of males in the 2008 cohort (84%).

Females had a slightly higher rate of offending compared with males (2.26 offences per female compared with 2.19 offences per male). Females in the 2008 cohort also had a higher rate of offending compared with males (2.92 offences per female compared with 2.54 offences per male).

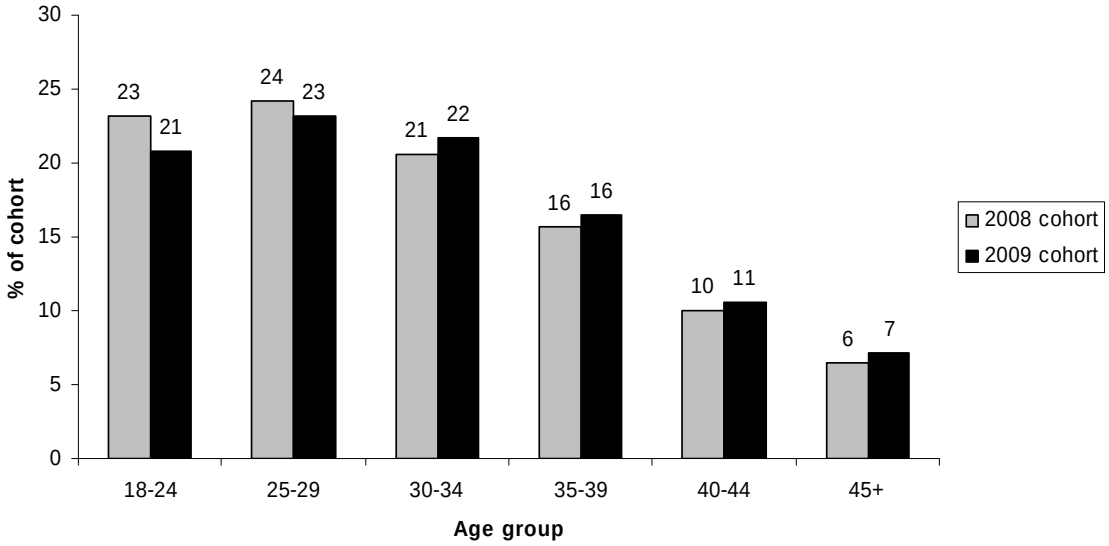
*Age*

Age is taken to be the age of the individual at the date on which the individual entered the cohort.

Two-thirds (66%) of the 2009 drug-misusing offender cohort were aged under 35, with only seven per cent aged over 45 (Figure 4). The mean age of the cohort was 32 years. The age distribution of the 2008 cohort was similar to the 2009 cohort but with a slightly lower mean age of 31.

[4] Rate of offending in this chapter is calculated by dividing the total number of proven offences committed by each sub-group of the cohort by the total number of individuals in the sub-group.

**Figure 4 2008 and 2009 drug-misusing offender cohorts by age group**



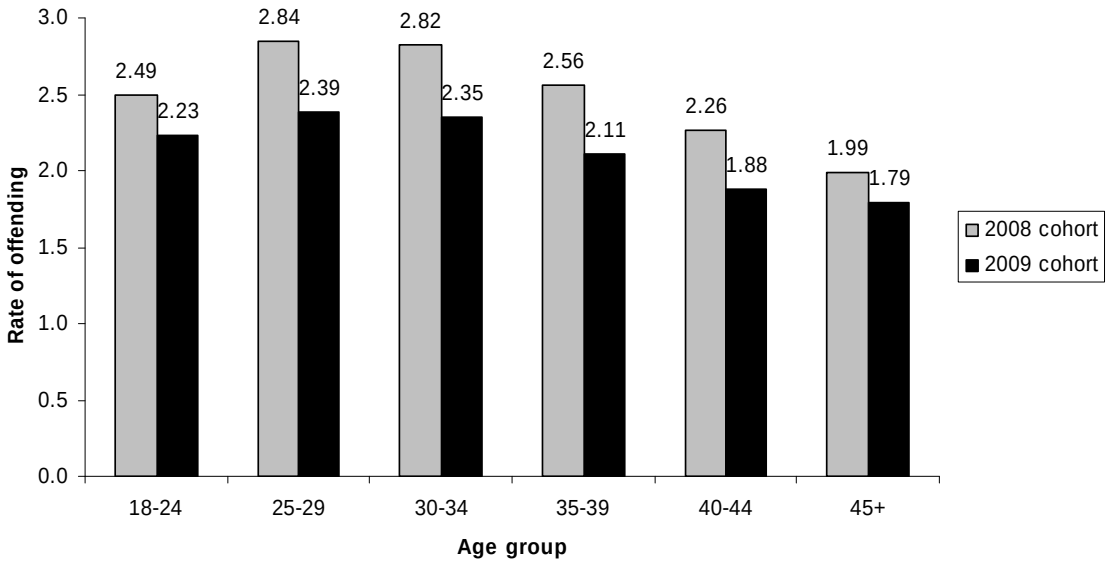

The rate of offending amongst the 2009 drug-misusing cohort was higher for those in the groups aged between 18 and 34 (Figure 5).

- The highest rate of offending was amongst the group aged 25–29 (2.39 offences per individual) closely followed by the 30–34 age group (2.35 offences per individual).

- The lowest rate of offending was amongst the group aged over 45 (1.79 offences per individual).

Compared with the 2008 cohort, offending rates were lower amongst most age groups in the 2009 cohort by between 16 to 18 per cent, apart from the 18- to -24 and over -45 age groups amongst whom the offending rate was 11 per cent and ten per cent lower respectively.

**Figure 5 Rate of offending amongst the 2008 and 2009 drug-misusing offender cohorts by age group**



*Ethnicity*

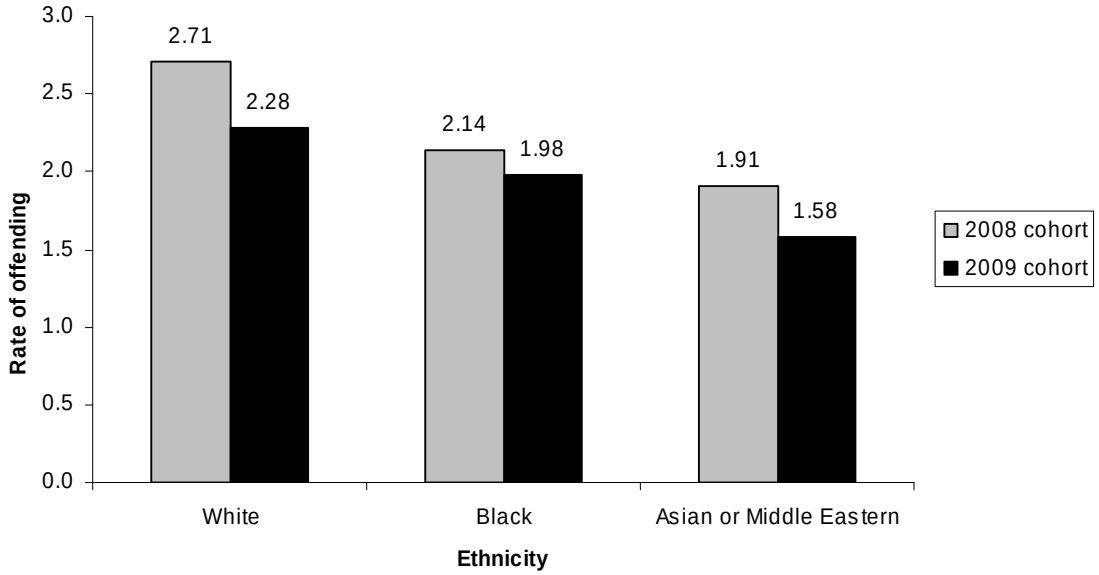
The ethnicity data used in this analysis are derived from the PNC and reflect the police officer's assessment of the offender's ethnicity.[5]

Over three-quarters (84%) of the 2009 drug-misusing offender cohort were White, ten per cent were Black and six per cent were Asian or Middle Eastern. A similar ethnic composition was seen in the 2008 cohort.

The rate of offending was highest amongst those in the 2009 cohort from a White background (2.28 offences per individual) followed by those from a Black background (1.98 offences per individual). The lowest rate of offending was amongst Asian or Middle Eastern individuals (1.58 offences per individual) (Figure 6).

There was a lower rate of offending amongst all ethnic groups when comparing the 2008 and 2009 cohorts.

**Figure 6 Rate of offending amongst the 2008 and 2009 drug-misusing offender cohorts by ethnicity**



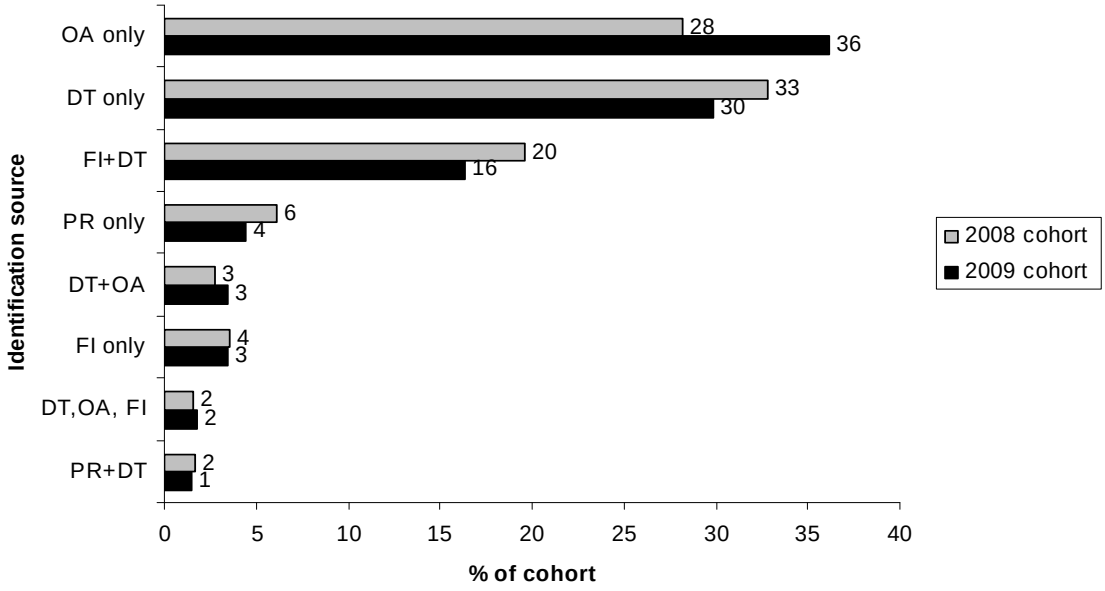

*Identification source*

There are four different sources from which members of the national cohort can be identified as drug misusers: a drug test (DT); an OASys assessment (OA); having been released from prison with a CARAT assessment (Prison Release, PR); an assessment that further intervention is required by a CJIT drugs worker (Further Intervention, FI). Any combination of identification sources is possible. This section focuses on the most common.

[5] The ethnic classification used here offers neither the level of detail of other ethnic classifications (e.g. those found in the Census) nor the opportunity for the offender to classify their own ethnic group.

Around three-quarters (74%) of the 2009 national cohort were identified through one source only – most commonly via an OASys assessment only (36%) or a drug test only (30%). Compared to the 2008 cohort, the proportion of the 2009 cohort identified only via an OASys assessment was higher (36% compared with 28%) while the proportion identified only through a drug test was lower (30% compared with 33%) (Figure 7).

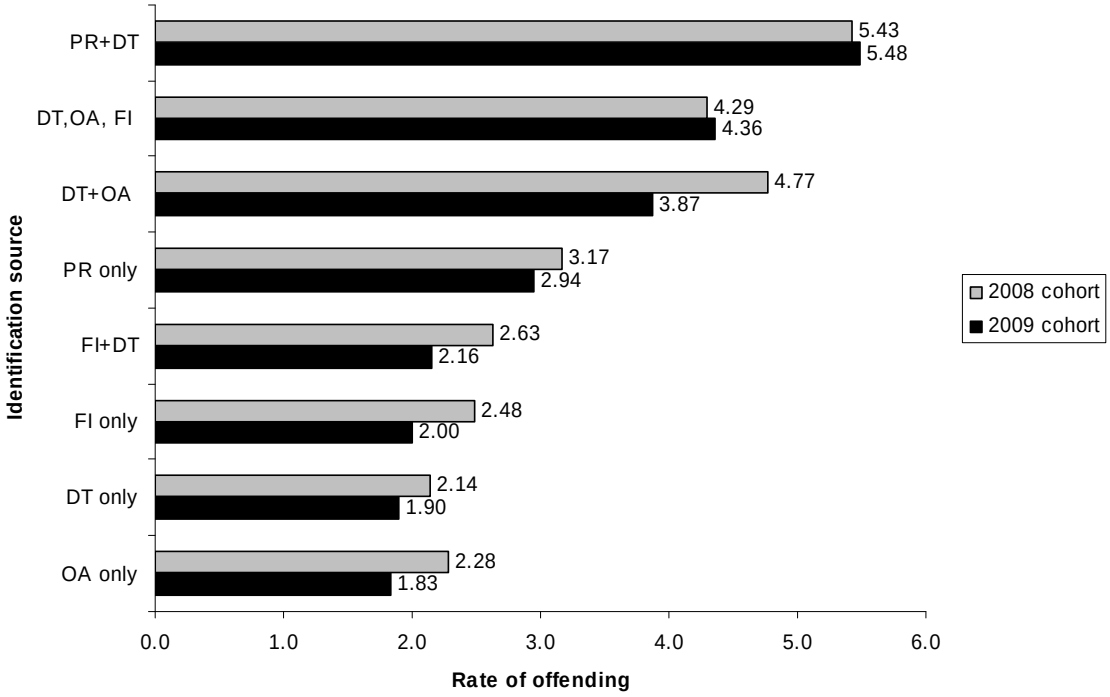
**Figure 7 2008 and 2009 drug-misusing offender cohorts by the most common identification sources**




The rate of offending was generally higher for those individuals identified through multiple sources rather than for those identified through single sources. This is to be expected given that a larger number of identification sources reflect greater involvement with the CJS as a result of offending (Figure 8).

In 2009, as in the previous year, those identified through *both* a positive drug test and by a CARAT team for further intervention on release from prison (PR+DT) had a higher level of proven offending than all other groups. This group comprises individuals who had recently committed an offence warranting a custodial sentence and had ongoing drug misuse problems, as seen by their positive drug test on arrest.

**Figure 8 Rate of offending amongst the 2008 and 2009 drug-misusing offender cohorts by the most common identification sources**



# 4. Contact with the Criminal Justice System

## Introduction

This chapter presents analysis of the contact with the CJS by the 2009 national cohort of drug-misusing individuals in the form of the disposals received by the cohort.

## Results

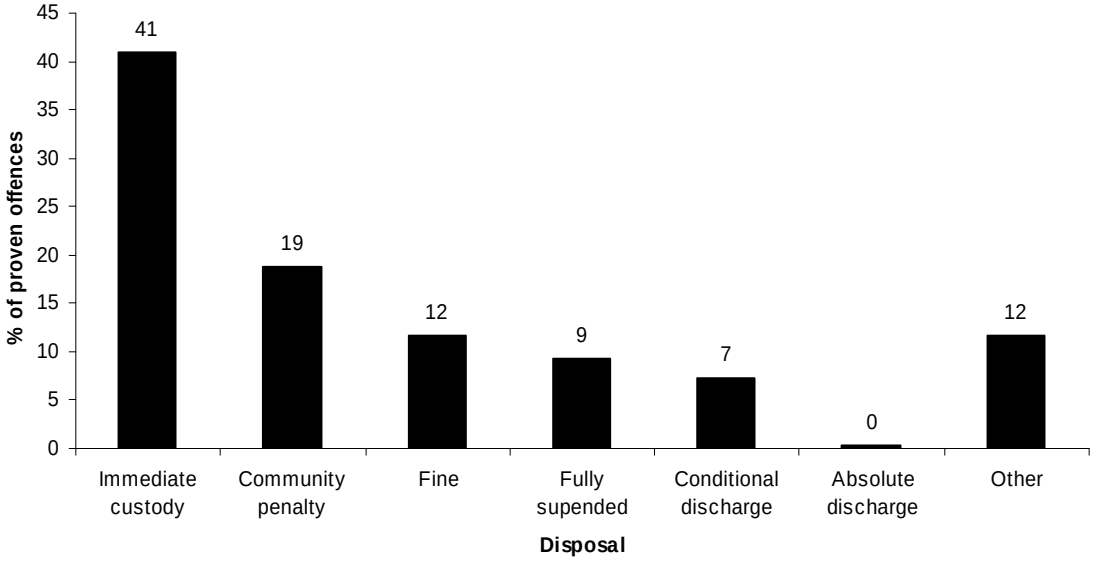
*Disposals received*

For this analysis, disposals refer to the end result of a trial at court. Disposals are received for individual offences, even if they are given at the same appearance at court. The following analysis is therefore based on the 44,308 offences committed by the 2009 national cohort resulting in a disposal at court.

The most common court disposal received by the cohort for offences committed in the year following identification was immediate custody. Forty-one per cent of offences committed by the cohort resulted in this disposal (Figure 9). The average sentence length of the custodial sentences received was 248 days, although two-thirds (66%) of the custodial sentences received by the cohort were for less than 90 days.

This analysis shows that the majority of custodial sentences given to the 2009 drug-misusing offender cohort were for relatively short periods, although a small proportion of the cohort may have received a custodial sentence that would have kept them incarcerated for all or much of the follow-up period. Further analysis would be needed to examine the impact of any of the disposals given on the rate of subsequent offending.

**Figure 9 Disposals received for offences committed in the 12-month follow-up period by the 2009 drug-misusing offender cohort**




Note
1. 'Other' disposals include deferred sentences which are updated at a later date when the final outcome is known.

# 5. Summary of results for the 2009 local cohorts

## Introduction

This chapter presents brief headline results on actual/predicted offending for the local cohorts of drug-misusing offenders.

The cohorts for each DAT consist of offenders identified through either a drug test on arrest or charge as part of the DIP and/or an OASys assessment whilst on a community sentence or licence during the relevant identification period (January to March 2009 for the 2009 cohort).

The headline local measure of offending amongst drug misusers is expressed as the actual number of proven offences divided by the predicted number of offences. The predicted number of offences is calculated on the basis of the previous offending of the cohort members, as previous offending is one of the best predictors of future offending (see Appendix B for further detail). This calculation takes into account the differences in the composition of cohorts between local areas, thereby providing a better basis for comparison.

## Results

On the local measure, a figure greater than 1.0 represents actual offending greater (worse) than predicted while a ratio less than 1.0 represents actual offending less (better) than predicted.

In 2009, there were 23 DATs/CSPs whose cohorts' actual offending was greater than (or the same as) predicted, while the cohorts in the remaining 148 areas had actual offending lower than predicted. In 2008, 99 DATs/CSPs had actual offending higher than (or equal to) the predictions.

Amongst the 23 areas in which actual proven offending was higher than (or the same as) predicted in 2009, seven were in Wales and seven were in the North East.

Appendix A presents a full table of results at DAT level (CSP in Wales). A more detailed breakdown of this dataset on proven offending for local cohorts can be found in the supplementary tables and charts to this report.

## Appendix A: Main results for the 2009 local cohorts

The following tables contain results for the local measure of drug-related offending; these data are based on the local cohorts identified between 1 January 2009 and 31 March 2009. Proven offending by individuals in an area's cohorts is measured for 12 months after the first identification point, with an additional three-month lag to allow CJS processes to be completed.

The column headed 'DAT Type' in the main table relates to whether there is mandatory drug testing on arrest within police custody in the local area. This is liable to affect the composition of the cohort of individuals identified, although subsequent interventions and support will not differ.

- 'EI' refers to a local authority in England with mandatory drug testing (Intensive).
- 'EN' refers to a local authority in England without mandatory drug testing.
- 'WI' and 'WN' refer to corresponding partnerships in Wales.

Data have been provided in this table for all individuals included in local area cohorts. The accompanying tables and charts[6] to this report contain further breakdown of the cohort composition and results for each combination of the identified groups.

A key value is the ratio of actual to predicted offending (in the Actual/Predicted column of Table A.1). This measure takes into account the differences in the composition of cohorts between local areas. Using the ratio measure it is valid to compare between different areas and in the same area over time (despite cohorts being refreshed annually).

- A ratio of 1 means that predicted and actual outcomes were identical.
- A ratio of less than 1 means that actual proven offending was lower than predicted.
- A ratio of more than 1 means the actual proven offending was higher than predicted.

Cohort sizes vary and for some of the areas with particularly small cohorts, the actual and predicted volumes can be susceptible to large changes arising from the offending of relatively few individuals.

[6] http://www.homeoffice.gov.uk/rds/pdfs10/misc0410supp.xls
http://www.homeoffice.gov.uk/rds/pdfs10/misc0410chart.xls

## Table A.1 Actual and predicted proven offending by individuals in 2009 local area cohorts, by DAT (England) and CSP (Wales)

| Region / Wales | DAT / CSP | DAT Type[1] | Cohort size[2] | Actual volume of offending | Predicted volume of offending | Actual / Predicted |
|---|---|---|---|---|---|---|
| **East Midlands** | | | | | | |
| | Derby | EN | 42 | 76 | 107 | 0.71 |
| | Derbyshire | EN | 95 | 156 | 241 | 0.65 |
| | Leicester | EI | 178 | 394 | 508 | 0.78 |
| | Leicestershire | EI | 223 | 482 | 623 | 0.77 |
| | Rutland | EN | * | * | * | * |
| | Lincolnshire | EN | 65 | 141 | 190 | 0.74 |
| | Northampton | EI | 105 | 198 | 275 | 0.72 |
| | Nottingham | EI | 381 | 899 | 942 | 0.95 |
| | Nottinghamshire | EI | 290 | 596 | 718 | 0.83 |
| **East of England** | | | | | | |
| | Bedfordshire | EN | 58 | 140 | 149 | 0.94 |
| | Luton | EI | 82 | 170 | 213 | 0.80 |
| | Cambridgeshire | EN | 33 | 88 | 100 | 0.88 |
| | Peterborough | EI | 139 | 359 | 375 | 0.96 |
| | Essex | EN | 100 | 194 | 272 | 0.71 |
| | *Southend* | *EN* | *19* | *18* | *62* | *0.29* |
| | *Thurrock* | *EN* | *17* | *37* | *48* | *0.76* |
| | Hertfordshire | EN | 93 | 201 | 254 | 0.79 |
| | Norfolk | EN | 80 | 133 | 228 | 0.58 |
| | Suffolk | EN | 39 | 82 | 119 | 0.69 |
| **London** | | | | | | |
| | *City of London* | *EI* | * | * | * | * |
| | Barking and Dagenham | EN | 48 | 74 | 109 | 0.68 |
| | Barnet | EN | 50 | 72 | 117 | 0.62 |
| | *Bexley* | *EN* | *21* | *23* | *46* | *0.50* |
| | Brent | EI | 133 | 301 | 303 | 0.99 |
| | Bromley | EN | 48 | 77 | 111 | 0.69 |
| | Camden | EI | 163 | 335 | 446 | 0.75 |
| | City of Westminster | EI | 64 | 154 | 177 | 0.87 |
| | Croydon | EI | 173 | 333 | 388 | 0.86 |
| | Ealing | EI | 178 | 321 | 369 | 0.87 |
| | Enfield | EI | 97 | 150 | 218 | 0.69 |
| | Greenwich | EI | 143 | 274 | 341 | 0.80 |
| | Hackney | EI | 138 | 219 | 341 | 0.64 |
| | Hammersmith & Fulham | EI | 99 | 217 | 247 | 0.88 |
| | Haringey | EI | 139 | 284 | 349 | 0.81 |
| | *Harrow* | *EN* | *26* | *35* | *51* | *0.69* |
| | *Havering* | *EN* | *28* | *54* | *63* | *0.86* |
| | Hillingdon | EN | 41 | 82 | 103 | 0.79 |
| | Hounslow | EI | 73 | 83 | 184 | 0.45 |
| | Islington | EI | 121 | 237 | 300 | 0.79 |
| | Kensington & Chelsea | EI | 52 | 64 | 109 | 0.59 |
| | *Kingston upon Thames* | *EN* | *19* | *65* | *59* | *1.11* |
| | Lambeth | EI | 141 | 191 | 336 | 0.57 |
| | Lewisham | EI | 154 | 296 | 357 | 0.83 |
| | *Merton* | *EN* | *18* | *21* | *46* | *0.46* |
| | Newham | EI | 176 | 361 | 464 | 0.78 |
| | Redbridge | EI | 78 | 124 | 187 | 0.66 |
| | *Richmond upon Thames* | *EN* | *14* | *11* | *31* | *0.35* |
| | Southwark | EI | 119 | 177 | 287 | 0.62 |
| | *Sutton* | *EN* | *28* | *41* | *72* | *0.57* |
| | Tower Hamlets | EI | 187 | 257 | 453 | 0.57 |
| | Waltham Forest | EI | 82 | 79 | 195 | 0.40 |
| | Wandsworth | EI | 86 | 147 | 181 | 0.81 |

| Region / Wales | DAT / CSP | DAT Type[1] | Cohort size[2] | Actual volume of offending | Predicted volume of offending | Actual / Predicted |
|---|---|---|---|---|---|---|
| **North East** | | | | | | |
| | Hartlepool | EI | 129 | 448 | 457 | 0.98 |
| | Middlesbrough | EI | 208 | 629 | 598 | 1.05 |
| | Redcar and Cleveland | EN | 61 | 223 | 177 | 1.26 |
| | Stockton-on-Tees | EI | 140 | 416 | 399 | 1.04 |
| | *Darlington* | *EN* | *22* | *90* | *83* | *1.09* |
| | Durham | EN | 82 | 289 | 247 | 1.17 |
| | Gateshead | EI | 121 | 319 | 346 | 0.92 |
| | Newcastle | EI | 228 | 797 | 758 | 1.05 |
| | North Tyneside | EN | 36 | 117 | 143 | 0.82 |
| | Northumberland | EN | 39 | 105 | 117 | 0.89 |
| | *South Tyneside* | *EN* | *17* | *32* | *56* | *0.57* |
| | Sunderland | EI | 161 | 511 | 438 | 1.17 |
| **North West** | | | | | | |
| | Cheshire | EN | 59 | 166 | 175 | 0.95 |
| | *Halton* | *EN* | *13* | *18* | *28* | *0.65* |
| | *Warrington* | *EN* | *21* | *24* | *62* | *0.39* |
| | Cumbria | EN | 52 | 83 | 153 | 0.54 |
| | Bolton | EI | 165 | 426 | 453 | 0.94 |
| | Bury | EI | 88 | 198 | 221 | 0.90 |
| | Manchester | EI | 496 | 1,168 | 1,386 | 0.84 |
| | Oldham | EI | 120 | 187 | 311 | 0.60 |
| | Rochdale | EI | 103 | 247 | 310 | 0.80 |
| | Salford | EI | 113 | 247 | 311 | 0.80 |
| | Stockport | EI | 114 | 156 | 268 | 0.58 |
| | Tameside | EI | 124 | 321 | 328 | 0.98 |
| | Trafford | EI | 47 | 112 | 142 | 0.79 |
| | Wigan | EI | 90 | 178 | 238 | 0.75 |
| | Blackburn with Darwen | EN | 37 | 59 | 94 | 0.63 |
| | Blackpool | EN | 74 | 158 | 212 | 0.74 |
| | Lancashire | EN | 206 | 554 | 660 | 0.84 |
| | Knowsley | EI | 118 | 205 | 249 | 0.82 |
| | Liverpool | EI | 628 | 1,201 | 1,386 | 0.87 |
| | Sefton | EI | 199 | 385 | 471 | 0.82 |
| | St Helens | EI | 196 | 486 | 484 | 1.00 |
| | Wirral | EI | 228 | 482 | 544 | 0.89 |
| **South East** | | | | | | |
| | Hampshire | EN | 81 | 218 | 238 | 0.92 |
| | *Isle of Wight* | *EN* | *11* | *28* | *29* | *0.97* |
| | Portsmouth | EN | 31 | 90 | 78 | 1.15 |
| | Southampton | EN | 46 | 129 | 130 | 0.99 |
| | Kent | EN | 151 | 318 | 398 | 0.80 |
| | Medway | EN | 41 | 65 | 107 | 0.61 |
| | Surrey | EN | 80 | 135 | 203 | 0.67 |
| | Brighton and Hove | EN | 54 | 90 | 138 | 0.65 |
| | East Sussex | EN | 65 | 117 | 176 | 0.66 |
| | West Sussex | EN | 32 | 41 | 96 | 0.43 |
| | Bracknell Forest | EN | 48 | 116 | 111 | 1.05 |
| | Buckinghamshire | EN | 42 | 62 | 100 | 0.62 |
| | *Milton Keynes* | *EN* | *23* | *48* | *65* | *0.74* |
| | Oxfordshire | EI | 148 | 285 | 375 | 0.76 |
| | Reading | EI | 132 | 320 | 348 | 0.92 |
| | Slough | EI | 99 | 194 | 219 | 0.88 |
| | *West Berkshire* | *EN* | *15* | *48* | *49* | *0.97* |
| | Windsor and Maidenhead | EN | 50 | 87 | 97 | 0.90 |
| | Wokingham | EN | 30 | 58 | 67 | 0.87 |

| Region / Wales | DAT / CSP | DAT Type[1] | Cohort size[2] | Actual volume of offending | Predicted volume of offending | Actual / Predicted |
|---|---|---|---|---|---|---|
| **South West** | | | | | | |
| | *Bath and North East Somerset* | *EN* | *10* | *3* | *24* | *0.12* |
| | Bristol | EI | 408 | 1,390 | 1,117 | 1.24 |
| | North Somerset | EN | 30 | 55 | 84 | 0.66 |
| | *Somerset* | *EN* | *24* | *110* | *89* | *1.24* |
| | *South Gloucestershire* | *EN* | *13* | *34* | *40* | *0.84* |
| | *Cornwall and Isles Of Scilly* | *EN* | *24* | *31* | *67* | *0.46* |
| | Devon | EN | 36 | 66 | 105 | 0.63 |
| | Plymouth | EN | 50 | 99 | 128 | 0.77 |
| | *Torbay* | *EN* | *22* | *43* | *63* | *0.68* |
| | Bournemouth | EN | 44 | 81 | 145 | 0.56 |
| | *Dorset* | *EN* | *24* | *42* | *60* | *0.70* |
| | *Poole* | *EN* | * | * | * | * |
| | Gloucestershire | EN | 71 | 161 | 215 | 0.75 |
| | *Swindon* | *EN* | *21* | *54* | *62* | *0.87* |
| | Wiltshire | EN | 30 | 71 | 87 | 0.81 |
| **West Midlands** | | | | | | |
| | Staffordshire | EN | 87 | 127 | 242 | 0.52 |
| | Stoke on Trent | EN | 54 | 127 | 169 | 0.75 |
| | Warwickshire | EN | 67 | 127 | 194 | 0.65 |
| | *Herefordshire* | *EN* | *17* | *56* | *53* | *1.06* |
| | *Shropshire* | *EN* | *19* | *15* | *53* | *0.29* |
| | Telford and Wrekin | EN | 30 | 58 | 86 | 0.67 |
| | Worcestershire | EN | 51 | 110 | 137 | 0.80 |
| | Birmingham | EI | 889 | 1,404 | 2,154 | 0.65 |
| | Coventry | EI | 278 | 429 | 673 | 0.64 |
| | Dudley | EI | 152 | 288 | 375 | 0.77 |
| | Sandwell | EI | 205 | 361 | 511 | 0.71 |
| | Solihull | EI | 77 | 185 | 193 | 0.96 |
| | Walsall | EI | 209 | 389 | 590 | 0.66 |
| | Wolverhampton | EI | 202 | 545 | 571 | 0.96 |
| **Yorkshire and Humberside** | | | | | | |
| | *East Riding of Yorkshire* | *EN* | *22* | *38* | *43* | *0.89* |
| | Kingston Upon Hull | EI | 217 | 536 | 543 | 0.99 |
| | N East Lincolnshire | EI | 122 | 353 | 321 | 1.10 |
| | North Lincolnshire | EI | 74 | 201 | 181 | 1.11 |
| | North Yorkshire | EN | 49 | 120 | 155 | 0.77 |
| | York | EN | 40 | 95 | 123 | 0.77 |
| | Barnsley | EI | 129 | 241 | 316 | 0.76 |
| | Doncaster | EI | 227 | 561 | 628 | 0.89 |
| | Rotherham | EI | 120 | 249 | 317 | 0.79 |
| | Sheffield | EI | 318 | 619 | 772 | 0.80 |
| | Bradford | EI | 372 | 681 | 926 | 0.74 |
| | Calderdale | EI | 98 | 179 | 269 | 0.66 |
| | Kirklees | EI | 156 | 342 | 481 | 0.71 |
| | Leeds | EI | 612 | 1,210 | 1,576 | 0.77 |
| | Wakefield | EI | 203 | 480 | 576 | 0.83 |
| **Wales** | | | | | | |
| | *Powys* | *WN* | *14* | *24* | *47* | *0.51* |
| | Ceredigion | *WN* | * | * | * | * |
| | Pembrokeshire | WN | * | * | * | * |
| | Carmarthenshire | WN | 32 | 62 | 96 | 0.64 |
| | *Caerphilly* | *WN* | *17* | *33* | *45* | *0.73* |
| | *Blaenau Gwent* | *WN* | *12* | *21* | *28* | *0.76* |
| | Torfaen | WN | * | * | * | * |
| | *Monmouthshire* | *WN* | *10* | *31* | *30* | *1.03* |
| | Newport | WI | 90 | 283 | 268 | 1.06 |

| Region / Wales | DAT / CSP | DAT Type[1] | Cohort size[2] | Actual volume of offending | Predicted volume of offending | Actual / Predicted |
|---|---|---|---|---|---|---|
| **Wales (continued)** | | | | | | |
| | Isle of Anglesey | WN | * | * | * | * |
| | Gwynedd | WN | * | * | * | * |
| | Conwy | WN | * | * | * | * |
| | Denbighshire | *WN* | * | * | * | * |
| | Flintshire | *WN* | * | * | * | * |
| | Wrexham | WN | 74 | 290 | 190 | 1.53 |
| | Swansea | WI | 103 | 263 | 274 | 0.96 |
| | Neath Port Talbot | WN | 35 | 78 | 95 | 0.82 |
| | *Bridgend* | *WN* | *22* | *62* | *63* | *0.99* |
| | *The Vale of Glamorgan* | *WN* | *21* | *49* | *60* | *0.82* |
| | Rhondda Cynon Taff | WN | 44 | 107 | 134 | 0.80 |
| | *Merthyr Tydfil* | *WN* | *19* | *56* | *60* | *0.93* |
| | Cardiff | WI | 184 | 409 | 469 | 0.87 |

1. DAT type refers to whether there is mandatory drug testing on arrest in police custody. 'EI' refers to a local authority in England with mandatory drug testing (Intensive), 'EN' refers to a local authority in England without mandatory drug testing. WI' and 'WN' refer to partnerships in Wales.

2. In order to protect confidentiality, cohort sizes of less than ten have been surpressed (marked with an "*").
*Data for areas with cohort sizes under 30 have been included for completeness in covering all partnerships, these have been italicised. Changes in levels of offending should be treated with caution.*

# Appendix B: Measuring drug-related offending

*Identifying the cohort*

The national cohort of individuals included in the measure is made up of people identified as (Class A) drug users through their contact with the Criminal Justice System during the period 1 January to 31 March for the relevant year. Individuals were identified by any of the four methods as summarised below:

1. Drug Test – Any individual who tested positive for heroin or cocaine/crack in police detention following arrest/charge as part of the DIP.

2. OASys Assessment – Any offender that received an OASys assessment whilst on licence or on a community sentence and are either recorded as being subject to a current Drug Treatment and Testing Order (DTTO) or Drug Rehabilitation Requirement (DRR), or are assessed as having a criminogenic drug need.

3. Prison Release – Any offender identified as requiring further drug interventions by CARAT teams in prison, and now being released into the community.

4. Further Intervention – Any offender identified by local CJITs as requiring further intervention for their drug use and offending.

The local cohort is a sub-cohort of the national one. It includes individuals identified only (a) through a positive drug test as part of the DIP or (b) through an OASys assessment. Individuals are included in the local cohort only where the area of residence can be established.

Drug Action Team areas which have 'intensive' DIP arrangements will have mandatory drug testing in police custody, whereas 'non-intensive' DAT/CSP areas will not. This means that cohorts in non-intensive areas are likely to consist largely of individuals identified through an OASys assessment and being managed by probation services.

*Counting offences*

The measure includes offences which are proven by conviction at court in the 12 months following identification. If an individual is identified several times during the identification window (January to March), then offending is measured from the earliest identification point.

For each individual, the offending window starts on the day following identification. Any offences on the day of identification (for example, a trigger offence which prompted the individual to be drug tested in police custody) will *not* be included.

Only proven offences are counted, i.e. offences where an associated conviction at court has been recorded on the PNC. To allow for CJS processes to complete, a three month catch-up period is allowed for convictions to be recorded for the local measure and six months for the national measure.

All offences resulting in a conviction at court are counted, including breach-of-ASBO, but excluding most other breach offences. Pre-court disposals, including cautions, are not counted.

*Predicting offences*

The measure for offending by each area's local cohort is a ratio calculated by comparing the actual volume of proven offences in the 12 months following identification against the predicted volume of proven offences in the 12 months following identification.

The ratio of actual to predicted values is an important part of the measure. This calculation takes into account the differences in the composition of cohorts between local areas. Using the ratio measure it is valid to compare between different areas and in the same area over time (despite cohorts being refreshed annually).

Predicted volumes of offending are calculated for each area using Response Surface Methodology (RSM). RSM has been applied by identifying offender characteristics which are strong predictors of future offending, and generating predictions of future offending for offenders who are similar in those characteristics.

Regression analysis on a previous research cohort of 15,439 drug-using individuals (identified between December 2006 and February 2007 using the same method as the current cohort) established that the most influential predictor of offending in the 12 months following identification was the number of occasions on which the individual had been convicted at court in the three years prior to identification.

The predicted values for each individual in the 2009 cohort are based on the average number of proven offences in the year following identification committed by the individuals in the 2008 cohort with the equivalent number of conviction occasions in the three years prior.

*Differences with other measures of offending and reoffending*

There are several other measures of national and local offending and reoffending that are published on a regular basis. The key measures are:

- a national measure of reoffending of adults;[7]

[7] Further details on the reoffending of adults can be accessed via http://www.justice.gov.uk/publications/reoffendingofadults.htm

- a national measure of reoffending of juveniles;[8]
- a local measure of reoffending of adults;[9]
- a local measure of reoffending of juveniles;[10] and
- a local measure of the offending of Prolific and other Priority Offenders (PPOs).[11]

There are a number of differences between these measures which mean that the results presented are not directly comparable. Each of the measures includes individuals identified through different means, representing distinct groups of individuals at different points, and subject to different interventions and support in the CJS.

- The national adult measure of reoffending includes all adults released from custody or starting a community sentence in England and Wales in the first quarter of a particular year.

- The national measure of the reoffending of juveniles includes 10- to 17-year-old offenders released from custody or commencing out-of-court or non-custodial court disposals in England and Wales in the first quarter of a particular year.

- The local measure of the reoffending of adults measures the reoffending of all offenders on the probation caseload. These data are reported at regional, probation area and local authority level. This indicator measures the proportion of offenders that commit a further offence within a three-month period and compares this to the proportion that were predicted to reoffend. All offenders on the probation caseload and aged 18 or over at the end of each quarter are included in the analysis.

- The local measure of the reoffending of juveniles measures the reoffending of all young people who were aged 10–17 when arrested and received a reprimand, final warning or court sentence in January to March of each year. These data are compiled by the Youth Justice Board from data submitted by Youth Offending Teams, which (with some exceptions) equate to local authority level. This indicator provides the average number of further offences committed by each young person in the January to March cohort within a 12-month period.

- The local measure on the offending of Prolific and other Priority Offenders (PPOs) measures the offending of all offenders identified as PPOs at the start of a financial year. This indicator provides the change in the level of offending for the specified cohort in a 12-month period compared with their

[8] Further details on the reoffending of juveniles can be accessed via http://www.justice.gov.uk/publications/reoffendingjuveniles.htm
[9] Further details on local adult reoffending can be accessed via http://www.justice.gov.uk/publications/local-adult-reoffending.htm
[10] Further details on the reoffending of juveniles can be accessed via http://www.justice.gov.uk/publications/reoffendingjuveniles.htm
[11] Further details on the offending of PPOs can be accessed via http://www.homeoffice.gov.uk/rds/pdfs10/misc0310.pdf

level of offending for the previous 12-month period. This measure includes all breach offences as well as reprimands and final warnings in the count of proven offending.

The Ministry of Justice launched a consultation on improvements to its statistics on 17 November 2010. Part of this consultation proposed to introduce a single comprehensive framework for measuring reoffending to replace the existing measures. For more information, and to respond to the consultation, please follow the link to the consultation: http://www.justice.gov.uk/consultations/statistics-cp171110.htm

## Appendix C: Data quality statement

The National Audit Office has previously identified a number of issues with the national drug-related offending indicator that present risks to the validity of any observed changes (NAO, 2009). These risks to data quality are set out and considered below.

*Speed of entry of court results to PNC*

Proven offences are only recorded during a set period (a one-year offending window with a further six months for convictions at court to be recorded on the PNC), so an increase in the time taken to enter convictions on to the PNC could result in a decrease in proven offending, irrespective of any real change in offending.

The PNC Code of Practice states that for court results, 75 per cent of cases should be entered on to the PNC within ten days of the conclusion of a case. The data on PNC timeliness (unpublished) for 2009/10 indicates that most forces (36 out of 43) are meeting or exceeding this target, an increase from the previous financial year. PNC timeliness appears to have increased, reducing the likelihood of this risk to data quality.

*Proportional use of pre-court disposals*

Only those offences proven at court are included in the drug-related offending measure, so any proportionate increase in pre-court disposals (for example, Penalty Notices for Disorder and cautions) could result in a decrease in proven offending, irrespective of any real change in offending.

The latest data from the Ministry of Justice's *Criminal Statistics 2009*, indicate that the overall use of both Penalty Notices for Disorder (PNDs) and cautions has decreased between 2008 and 2009. The cautioning rate (defined as offenders cautioned as a percentage of those found guilty or cautioned) for all offences fell by three percentage points between 2008 and 2009 from 29 per cent to 26 per cent, including falls for the offence types of theft and handling stolen goods offences, burglary and drugs offences, which drug-related offenders are most closely associated with. However, within the overall fall in use of PNDs, there was a rise in the number issued for retail thefts under £200 and the introduction of PNDs for possession of cannabis (Ministry of Justice, 2010).

*Match rates for the cohort*

When matching individuals from the different identification sources to the PNC, varying match rates are achieved dependent on the identification source. Individuals identified from OASys and drug testing (DT) sources have high match rates while those identified on release from prison (PR) and by CJITs (FI) have lower match rates. Lower match rates can result in the cohort being less representative of the relevant population and raise the risk of the

composition of the cohort changing over time, influencing the offending outcomes.

In order to address this issue, analysis of a sub-group of the cohort with a high match rate to the PNC has been completed. The individuals identified through OASys and drug testing (sources with a high match rate comprising 90% or more of the overall cohort) show a decrease in the rate of offending of 15 per cent between 2008 and 2009, the same as the overall cohort (Table A.2). This suggests that the lower matching rates for the individuals identified on release from prison and by CJITs has not unduly affected the trend in drug-related offending.

**Table A.2 Offending by identification source for 2008 and 2009 cohorts**

| | 2008 cohort | | 2009 cohort | |
|---|---|---|---|---|
| | OASys and DT | FI and PR | OASys and DT | FI and PR |
| Individuals | 18,843 | 2,091 | 18,477 | 1,632 |
| Offences | 48,232 | 6,230 | 40,089 | 4,219 |
| Rate | 2.56 | 2.98 | 2.17 | 2.59 |

*Revisions policy*

Whilst the PNC is a live system and the Ministry of Justice extract (from which the data on offending are derived) is updated on a weekly basis, the results within this report are produced using snapshots of this database according to the timescales for the offending window and additional lag periods outlined above. Results are not, therefore, updated to reflect later updates to the database.

Revisions will only be made in the case of methodological change (which would only occur following consultation) or errors in the dataset (which would be corrected at the first available opportunity). In both cases, any revisions would be clearly explained in the report and accompanying tables showing the old and revised data would be included.

## Appendix D: References

Boreham, R., Cronberg, A., Dollin, L. and Pudney, S. (2007) *The Arrestee Survey 2003-2006* Home Office Statistical Bulletin 12/07 http://rds.homeoffice.gov.uk/rds/pdfs07/hosb1207.pdf

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