

## The Drug Data Warehouse: Linking data on drug misusers and drug-misusing offenders

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### 1. Introduction

The Drug Data Warehouse provides a unique overview of drug misusers' activity across the Criminal Justice System and drug treatment in a way which has not been done before.

This is the first report using the Drug Data Warehouse. It provides information about this new resource and summarises the findings from initial, descriptive analysis.<sup>1</sup> The analysis focuses on drug misuse (and not alcohol misuse) and in particular, the use of opiates and crack cocaine, as heroin and crack cocaine are the drugs associated with the highest levels of harm and account for 99% of the £15.4 billion social and economic cost of drug use.<sup>2</sup>

The report provides information on:

- levels of drug use of different groups of individuals within the Drug Data Warehouse; and
- the different treatment and criminal justice groups individuals have contact with and their movement within these groups.

This report will be of interest to policymakers and practitioners both locally and nationally, as well as researchers interested in the potential the Drug Data Warehouse offers for further analysis.

### 2. Background

By bringing together in one place and linking anonymously a range of different sources, the Drug Data Warehouse provides more complete information about drug misusers and drug misusing offenders in a way that has not been possible before<sup>3</sup>. It provides a better understanding of the characteristics and activity of the known drug-user population within the treatment and criminal justice systems – in particular, their contact with, and the extent to which they appear in, drug treatment and criminal justice systems, and their offending behaviour. The Drug Data Warehouse also enables the examination of the movement of drug misusers between the treatment and criminal justice systems over time (at least for the four-year period covered by the Drug Data Warehouse), enabling a more in-depth and complete understanding of the contact and interaction between individuals and the treatment and criminal justice systems.

Extending our knowledge of the scale and nature of the contact drug misusers have with a range of services is important to their effective management with the aim of achieving sustained recovery which is one of the key aims of the 2010 Drug Strategy.

<sup>1</sup> The results are unweighted which means that cases where data linking was not possible are not accounted for; this may introduce some bias and therefore limit the extent to which the findings can be generalised; however, given the large cohort size this is unlikely to have any major effect.

<sup>2</sup> Gordon L, Tinsley L, Godfrey C and Parrott S in Chapter 3 of Singleton N, Murray R and Tinsley L (2006) "Measuring different aspects of problem drug use: methodological developments. Home Office Online Report; <http://rds.homeoffice.gov.uk/rds/pdfs/06/rdsolr1606.pdf>.

<sup>3</sup> To note, the Drug Data Warehouse also includes information on individuals misusing alcohol but these are not included in this report.

*The views expressed in this report are those of the authors, not necessarily those of the Home Office (nor do they reflect Government policy).*

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### 3. Construction of the Drug Data Warehouse

The Drug Data Warehouse has been constructed by linking a number of separate criminal justice and drug treatment datasets to produce a single anonymised database. It includes over one million individuals identified through drug treatment programmes or the Criminal Justice System between 1 April 2005 and 31 March 2009 as being drug users of any illicit substance. No information on personal identifiers is included. **Table 1** sets out the

subgroups of individuals included in the data sources. For each subgroup, except the drug test group and the Prolific and other Priority Offenders group, data are also available on whether the individuals is an opiate and/or crack cocaine user or not.

Individuals may belong to more than one subgroup at the same time and/or at any point during the four-year period. For each of these individuals, the Drug Data Warehouse contains information on all the separate Criminal Justice System and drug treatment events<sup>4</sup> they may have experienced.

**Table 1: Details of individuals and data sources in the Drug Data Warehouse**

Drug misusers identified via	Description	Data source	Number of individuals in each data source
Drug treatment programme	Drug and/or alcohol users treated in England	National Drug Treatment Monitoring System (NDTMS)	470,095 (of whom 325,720 drug users and 193,371 alcohol users)
Probation/prison service	Individuals assessed by the probation and prison services (England and Wales) as using drugs or as having an alcohol problem	Offender Assessment System (OASys)	435,641
Drug Intervention Programme (DIP) – drug test	People tested for drugs on arrest irrespective of the test result	Drug Test Recorder (DTR)	410,556
Drug Interventions Programme (DIP) contact	People having contact with the Drug Interventions Programme (DIP) in community (i.e. non-prison) settings	Drug Interventions Programme – DIRWeb	247,462
Prolific and other Priority Offenders	People classified as Prolific and other Priority Offenders (PPOs) by local areas	JTrack system	11,968

Notes:

1. Not all areas undertake drug testing on arrest and it was introduced in different areas at different times. Additionally, some areas undertake “self-funded” drug testing.
2. The DIP contact group refers to individuals who have had an assessment (including initial and follow-up assessments after 1 April 2007) and/or care plan regardless of whether they have undergone a drug test previously. Although DIP drug testing forms part of the identification element of DIP, not all individuals who undergo a DIP drug test will then go on to have a full DIP assessment. Likewise, not all those who undergo a DIP assessment will have had a DIP drug test given not all areas undertake testing on arrest. So, for these reasons, the DIP drug test group and the DIP contact group have been analysed separately.
3. The DIP drug test data represents a screening result only. Furthermore, a positive drug test does not necessarily link to a proven offence/conviction.
4. The DIP contact group contributed a total of 247,462 individuals to the Drug Data Warehouse. However, detailed information on substance misuse levels (including a breakdown into those who are and are not opiate and/or crack cocaine users) was only available for 118,504 of these individuals.

<sup>4</sup> Events refer to the specific interaction that an individual has with the drug treatment and/or criminal justice systems e.g. the start of a treatment episode. For details on event types, refer to Appendix A.

In addition, the Drug Data Warehouse includes details of all offences committed between 1 April 2003 and 31 March 2009 resulting in a charge, caution (including warnings and reprimands) or conviction, including where a verdict is pending, as recorded on the Police National Computer).<sup>5</sup> For convenience, these are referred to as ‘recorded offences’ throughout this report. Full criminal records are included for anyone who committed a recorded offence between 1 April 2003–31 March 2009. Note that the Police National Computer only records proven offending: this is likely to be an undercount of people’s actual offending behaviour.

Further details about the subgroups, a glossary of the terminology used throughout the report and details of the events held within the Drug Data Warehouse can be found in Appendix A.

## Access to the Drug Data Warehouse

The Drug Data Warehouse has the capacity to provide a rich resource to address research evidence gaps on drug misusers and drug-misusing offenders. A data-sharing process is in place in order for UK-based bona fide researchers to apply for extracts of data from the Drug Data Warehouse or analytical purposes – queries relating to this should be directed to the Home Office Crime and Policing Analysis Unit. Applications are assessed according to certain criteria by the Drug Data Warehouse Data Sharing Panel – the outcome is then determined based on the feasibility of the proposed analysis and plans for secure storage of the data.

A comprehensive account of content and construction of the Drug Data Warehouse is available on request from the Home Office Crime and Policing Analysis Unit.

## 4. Findings

### Drug use

#### Opiates and/or crack cocaine use

**Table 2** identifies individuals who have had an assessment through the Drug Interventions Programme, drug treatment and/or the probation/prison service and looks at the proportion who have been classed as opiate and/or crack cocaine users and those who are not.

The analysis shows that the majority of drug users in contact with the Drug Interventions Programme (DIP) and the drug treatment group used heroin and/or crack cocaine (71% and 69% respectively). By contrast fewer opiate and/or crack cocaine users were seen in the probation or prison service-assessed group (44%). These findings highlight the differing profile of drug use across groups where the more drug-specific services (ie. the Drug Interventions Programme and drug treatment) appear to be capturing users of the most harmful substances whereas the probation/prison service tends to see individuals with a wider range of drug use.

**Table 2: Proportion of opiate and/or crack cocaine users within each subgroup**

	Subgroup		
	Drug Interventions Programme contact group (%)	Drug treatment group (%)	Probation/ prison assessed group (%)
Opiate and/or crack cocaine user	71	69	44
Non opiate and/or crack cocaine user	29	31	56
	<b>100</b>	<b>100</b>	<b>100</b>

#### Notes:

1. Individuals can appear in more than one data source.
2. DIP contact contributed a total of 247,462 individuals to the Drug Data Warehouse. However, detailed information on drug misuse levels (including a breakdown into those who are and are not opiates and/or crack cocaine users) was only available for 118,504 of these individuals.

<sup>5</sup> Including the date on which it is believed that the offence occurred, date of charge and date of caution/verdict.

### Types of drugs used by those in different subgroups

A more detailed examination of the type of illicit drugs used shows variation between the groups. **Table 3** presents the proportion of individuals using different types of drugs for each of the subgroups. Amongst opiate and/or crack cocaine users, heroin predominated in the Drug Interventions Programme contact and drug treatment groups. Around half of opiate and/or crack cocaine users in the Drug Interventions Programme and/or assessed by the probation/prison group were users of crack (53% and 46% respectively) compared with a third in the drug treatment group. Cocaine use (including crack cocaine) was the main type of drug used among the DIP test group.

Amongst non-opiate and/or crack cocaine users, cocaine was most used in the Drug Interventions Programme contact group (56%) and cannabis was the most common amongst those assessed by the probation/prison service (87%).

### Overlapping membership of drug treatment and criminal justice groups

The overlap with many individuals appearing in more than one subgroup highlights the extent to which treatment and criminal justice are often dealing with the same drug misusing individuals. This opens up further potential for capturing drug misusers and identifying the best opportunities within their contact with drug treatment and the criminal justice systems to achieve sustained recovery.

**Table 4** presents the scale of the overlap between individuals in different subgroups, with particular reference to opiate and/or crack cocaine users and those who tested positive on a DIP drug test.<sup>6</sup> Note that the results do not take into account the sequence in which individuals appear in the different subgroups or periods of imprisonment.

**Table 3: Proportion using different types of drug in each subgroup (at time of assessment or positive drug test)**

	Drug Interventions Programme contact group		Drug treatment group		Probation/prison assessed group		Drug Interventions Programme drug test group (positive testers)
	Opiate and/or crack cocaine user	Non-opiate and/or crack cocaine user	Opiate and/or crack cocaine user	Non-opiate and/or crack cocaine user	Opiate and/or crack cocaine user	Non-opiate and/or crack cocaine user	
Heroin	82%		82%		64%		
Methadone	9%		11%		10%		
Other opiates	-		6%		3%		58%
Crack	53%		33%		46%		
Cocaine	10%	56%	7%	31%	6%	11%	82%
Cannabis	17%	41%	15%	67%	38%	87%	
<b>Total number of individuals</b>	<b>83,972</b>	<b>34,532</b>	<b>210,481</b>	<b>95,414</b>	<b>89,015</b>	<b>115,542</b>	<b>141,688</b>

Notes:

1. Individuals can be using more than one type of drug.
2. Individuals can appear in more than one subgroup.
3. Users of cocaine in the DIP drug test group includes users of crack cocaine and users of powdered cocaine 4. Users of ‘other opiates’ in the DIP drug test group also includes users of heroin and methadone.
4. The DIP contact group includes a subset of 7,101 (21%) non-opiate and/or crack cocaine users for whom the first recorded assessment included no details of the drugs used.
5. – signifies data not available at the level required for this analysis.

<sup>6</sup> Subset of 318,916 individuals recorded as opiate and/or crack cocaine users within the drug treatment or probation/prison data or as having a positive drug test. Does not include opiate and/or crack cocaine users in the DIP group as opiate and/or crack cocaine use status is only known for a minority of those with DIP contact.

Large overlaps of individuals were seen between drug treatment and the Criminal Justice System. For example:

- Two-thirds (66%) of opiate and/or crack cocaine users who were assessed by the probation/prison service had also been known to drug treatment schemes. Almost three-quarters (72%) had experienced Drug Interventions Programme contact.
- Just over three-quarters (76%) of those who had had contact with a drug treatment service also had a recorded offence and 43 per cent had experienced some Drug Interventions Programme contact.
- Almost all opiate and/or cocaine positive testers had a recorded offence (97%) and just under three

quarters went on to have further contact with Drug Interventions Programme with the aim of getting them out of crime and into treatment and other support.

- Sixty nine percent of positive opiate testers were also identified as a positive cocaine tester
- A larger proportion of positive opiate testers were known as opiate and/or crack cocaine users assessed by probation/prison service compared to positive cocaine users (40% compared to 28%). These findings may suggest that opiate positive testers may have more hardened drug use and/or more contact with the criminal justice system than cocaine positive testers.

**Table 4: Proportion in each of four specified subgroups who were also recorded in another subgroup**

		Individuals identified as:			
		Opiate and/or crack cocaine users in drug treatment	Positive opiate testers	Positive cocaine testers	Opiate and/or crack cocaine users assessed by the probation/prison service
Individuals identified as:	Opiate and/or crack cocaine users in drug treatment		57%	38%	66%
	Positive opiate testers	22%		49%	37%
	Positive cocaine testers	21%	69%		37%
	Opiate and/or crack cocaine users assessed by the probation/prison service	28%	40%	28%	
	Having Drug Interventions Programme Contact	43%	74%	73%	72%
	Having a Police National Computer Record	76%	97%	97%	100%
	Prolific and Other Priority Offenders	2%	4%	3%	6%
<b>Total number of individuals</b>		<b>210,481</b>	<b>82,537</b>	<b>116,408</b>	<b>89,015</b>

Notes:  
 1. Contact for the DIP contact group refers to assessment (including initial and follow-up assessment after 1 April 2007) and/or care plan.  
 2. The results here do not take into account the sequence of events or any periods of imprisonment.

The least marked overlaps were observed where:

- Just over a fifth of opiate and/or crack cocaine users known to drug treatment had also been identified as a positive opiate and/or cocaine tester (22% and 21% respectively); furthermore, 28% had been assessed by the probation/prison service.
- Relatively small proportions of positive drug testers and/or opiate and/or crack cocaine users known to drug treatment or the probation/prison service were known as Prolific and other Priority Offenders.

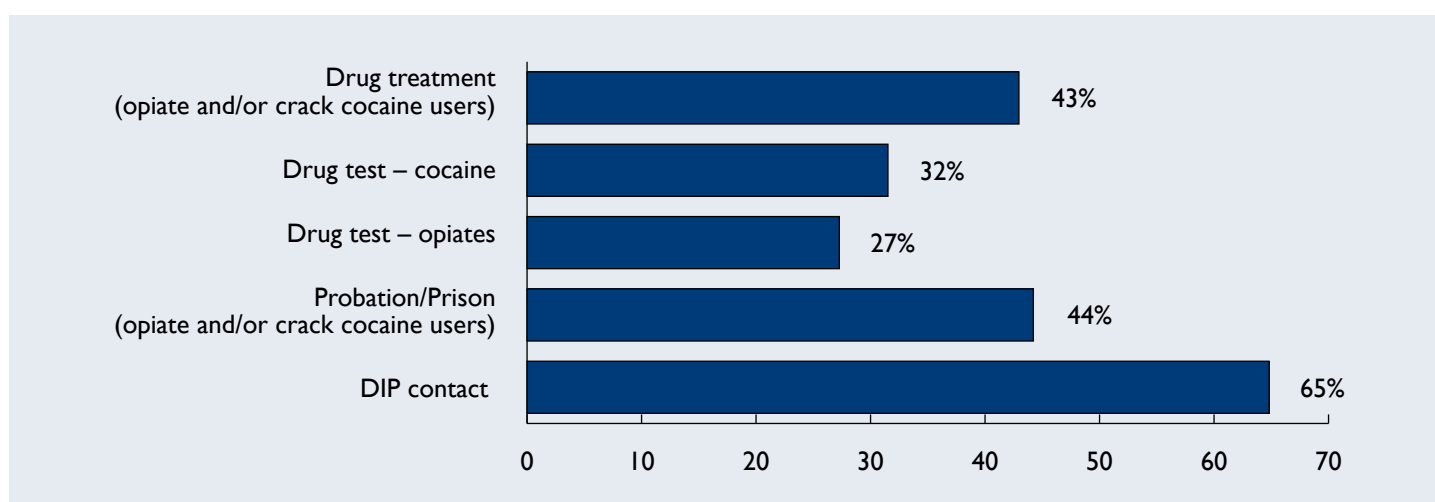
Looking specifically at Prolific and other Priority Offenders, Figure 1 shows the proportion of individuals classed as Prolific and other Priority Offenders and their presence in other subgroups. Despite making up only a small proportion of individuals within the Drug Data Warehouse, substantial proportions of Prolific and other Priority Offenders were known to the other subgroups (43% were recorded as opiate and/or crack cocaine users who had had contact with drug treatment services, 44% recorded as probation/prison assessed opiates and/or crack cocaine users, 27% as opiate positive testers, 32% as cocaine positive testers and 65% as having Drug Interventions Programme contact). These findings suggest that Prolific and other Priority Offenders often have signs of problem drug use or drug use likely to be associated with criminality.

## Nature of contact with the drug treatment and criminal justice systems

Given the differing and complex needs of the drug misusing population, it is inevitable that drug misusers will have a combination of different types of contact with drug treatment or criminal justice-based services. This section identifies the extent to which individuals experienced both criminal justice and drug treatment services. The analysis focuses on opiate and/or crack cocaine users who had either been in contact with drug treatment services or individuals involved with the Criminal Justice System (ie. those having a positive drug test, having Drug Interventions Programme contact or having been charged with a recorded offence)<sup>7</sup> during the four year period covered by the Drug Data Warehouse.

**Table 5** shows the breakdown of type of contact depending on whether it is with the Criminal Justice System or drug treatment system or both. A fifth of individuals in the Drug Data Warehouse had only had contact with drug treatment and over a third (37%) had both a Criminal Justice System and drug treatment contact. However, 43 per cent of individuals experienced some type of contact with the Criminal Justice System but without accessing a treatment service which highlights evidence of the potential scope to engage further with this key group.

**Figure 1: Percentage of Prolific and other Priority Offenders known to other subgroups**



<sup>7</sup> Subset of 312,165 individuals recorded as opiate and/or crack cocaine users within the drug treatment or probation/prison data or as having a positive drug test or as having contact with DIP for whom there are linked event data.

**Table 5: Nature of contact experienced by opiates and/or crack cocaine users and those involved in the Criminal Justice System (CJS)**

Type of contact	Number of individuals	Percentage of individuals
CJS only	133,730	43
Drug treatment only	62,999	20
Drug treatment and CJS	115,436	37

For some offenders, contact with the Criminal Justice System can provide a referral route into drug treatment, possibly via the Drug Interventions Programme. But this won't be the case for all individuals: nearly one-fifth (20%) already had treatment but had no recorded offence and hence no contact with the Criminal Justice System.

The findings highlight the role that drug treatment services and the Criminal Justice System have in encouraging individuals to seek treatment at every opportunity to aid their recovery from drug dependence.

### Reappearance within the DIP drug testing and drug treatment systems

Overcoming addiction can take several attempts<sup>8</sup> therefore it is not surprising that a relatively high proportion of drug misusers will pass through both treatment programmes and the Criminal Justice System more than once. Having several contact points, for example DIP drug testing, provides additional opportunities to identify these individuals in order to provide them with the support they need to tackle their drug dependence. This section therefore considers the extent to which individuals move within the drug testing and drug treatment systems.<sup>9</sup>

<sup>8</sup> National Treatment Agency for Substance Misuse (2010) "A long-term study of the outcomes of drug users leaving treatment"; [www.nta.nhs.uk/uploads/outcomes\\_of\\_drug\\_users\\_leaving\\_treatment2010.pdf](http://www.nta.nhs.uk/uploads/outcomes_of_drug_users_leaving_treatment2010.pdf).

<sup>9</sup> Note that not all areas operated drug testing throughout the period in question and that periods of imprisonment are not accounted for in this analysis.

**Table 6: Positive drug test rates by test type over the four-year period 2005/06 to 2008/09**

Test type	Number of individuals	Number of positive tests	Positive test rate (number per individual)
Cocaine	116,408	224,092	1.9
Opiates	82,537	191,927	2.3
Opiates or cocaine	141,688	296,993	2.1

Note:

1. Individuals may appear in more than one group.

### Reappearance within the DIP drug testing system

DIP drug testing for opiates and/or cocaine are carried out on individuals who have been arrested for a trigger offence (see Appendix B for a list of trigger offences); this gives the police a greater chance of detecting drug-misusing offenders.

Over a three-year period (2005/06 to 2007/08), a third (32%) of individuals who tested positive for drugs (via a DIP drug test) had a further positive test within 12 months.

Those testing positive for opiates were more likely to have repeat positive tests within 12 months than those testing positive for cocaine only (37% versus 14%, respectively). This is reflected in their higher positive test rate as shown in **Table 6**: 2.3 positive tests per individual for opiates compared with 1.9 per person for those testing positive for cocaine only.<sup>10</sup> (Table 6). This may be due to opiate users having more hardened drug use than powder cocaine users.

### Reappearance within the drug treatment system

There were 204,473 clients aged 18 and over in treatment contact in 2010/11 in England.<sup>11</sup> Due to the entrenched and complex nature of drug use, individuals may need several attempts at drug treatment before they are free of dependency. This section looks at individuals re-presenting to treatment within a year (**Table 7**).

<sup>10</sup> Drug tests do not distinguish between powder cocaine and crack cocaine.

<sup>11</sup> National Treatment Agency for Substance Misuse (2010) "A long-term study of the outcomes of drug users leaving treatment"; [www.nta.nhs.uk/uploads/outcomes\\_of\\_drug\\_users\\_leaving\\_treatment2010.pdf](http://www.nta.nhs.uk/uploads/outcomes_of_drug_users_leaving_treatment2010.pdf).

**Table 7: Number of individuals re-presenting to treatment within one year**

Period	Finished a treatment journey in specified period	Re-presenting within one year	
	Number of individuals	Number of individuals	Percentage of individuals
2005/06	58,854	20,812	35
2006/07	65,862	23,806	36
2007/08	71,596	25,641	36
2005/06 to 2007/08	166,378	56,340	34

Reappearances were common. More than one-third (34%) of individuals who completed a treatment journey<sup>12</sup> during 2005/06 to 2007/08 had a further presentation for treatment within 12 months, irrespective of the reason for the original discharge (e.g. treatment completed free of dependency, or person dropped out/left).

### Further work

There is huge scope to use more complex analytical techniques to further exploit the Drug Data Warehouse. Analysis is currently being carried out to provide a more detailed examination of individuals' contact with the drug treatment system and looking at the impact of the Drug Interventions Programme on any changes in offending patterns amongst drug-misusing offenders. In addition, work being led by Manchester University is exploring intervention effects on recorded offending using more complex techniques within a Medical Research Council funded programme of work.

## 5. Conclusions

The successful construction of the Drug Data Warehouse has demonstrated that it is feasible to link relevant separate drug treatment and criminal justice datasets databases in a secure and anonymised way, creating a resource with enormous potential for analyses that will advance knowledge and improve understanding of drug misusers and drug misusing offenders to inform policy.

This initial descriptive analysis has provided a flavour of the data available on the different subgroups of individuals included in the Drug Data Warehouse. While many of the early findings reported here require further, more thorough, investigation, they highlight areas with clear relevance to policy, in particular:

- Proportionately, opiate and crack cocaine users dominated the Drug Interventions Programme and drug treatment groups, while they formed a minority (44%) of drug users assessed by the prison and probation services.
- There are marked overlaps between the different types of user groups, in terms of contact with different aspects of treatment and the Criminal Justice System. Furthermore, 43% of individuals experienced some type of contact with the Criminal Justice System but without accessing a treatment service which highlights the potential scope to engage further with this key group.
- About a third of those who tested positive on a DIP drug test had another positive test within 12 months. Likewise, about a third of individuals who had finished an episode of treatment re-presented to treatment within 12 months of the previous journey.

<sup>12</sup> Finishing a treatment journey is defined as having been discharged from a treatment modality, with no treatment ongoing and without starting another treatment modality within 21 days, as in national reporting by the National Drug Treatment Monitoring System. The choice of interval is, essentially, arbitrary but is designed to exclude those for whom a break in treatment contact was of negligible duration.



## Appendix A

### Glossary

The following table provides a simple explanation of terms that appear in this report.

**Table 1: Glossary of terms**

Term	Definition
Prolific and other Priority Offenders (PPOs)	Locally defined as those offenders who cause a disproportionate amount of crime or concerns to local communities in which they live and who have been recorded and tracked on the J-Track system.
Structured drug treatment	Treatment which follows assessment and is delivered according to a care plan. It may comprise a number of treatment modalities. It is split into Tier 3 and Tier 4 treatment.
Tier 3 treatment	Structured drug treatment which is delivered in community settings.
Tier 4 treatment	Structured drug treatment which is delivered in residential or in-patient settings.
Treatment episode	Refers to a period of treatment at a single agency, from referral to discharge.
Treatment journey	Refers to a set of concurrent or serial treatment episodes, linked on the basis that less than 21 days elapses between the finish date for one episode and the start date for another.
Treatment modality	Refers to a specific type of treatment, e.g. specialist prescribing. Individuals may be provided with more than one treatment modality during a single treatment episode.
Triage	Process of identification and assessment of individuals with substance misuse needs.

### Subgroups held within the Drug Data Warehouse

The Drug Data Warehouse (DDW) includes individuals who were present in the following subgroups.

#### Drug treatment group

All drug treatment agencies must provide a basic level of information to the National Drug Treatment Monitoring System (NTDMS) on their activities each month. The system includes data from providers of both specialist drug and alcohol treatment and captures information on their journey through treatment services. Specialist treatment for substance misuse is defined as a care planned medical or psychosocial intervention (Tier 3 or 4) aimed at resolving dependence or the reduction of harm resulting from current drug misuse; including open access (i.e. advice and information, harm reduction interventions), community-based prescribing interventions, drug specialist in-patient treatment/residential rehabilitation, and aftercare. Only those agencies providing specialist drug treatment services are included in the NTDMS; those agencies providing only Tier 2 services are not included.

#### The Drug Interventions Programme group and drug test group

The Drug Interventions Programme (DIP) was introduced in April 2003 with the aim of developing and integrating measures for directing adult drug-misusing offenders into drug treatment and reducing offending behaviour. The Drug Interventions Programme identifies Class A drug-misusing offenders as they go through the criminal justice system and puts into action a range of interventions to deal with their behaviour, with the aim of getting them out of crime and into treatment and other support. This begins at an offender's first point of contact with the criminal justice system (at which point a drug test is undertaken). Following a positive test, the individual then continues through the journey that can include custody, court, sentence, treatment and beyond into resettlement.

Two types of data on DIP have been included in the DDW. The first is the DIP drug test group, including all those people 'tested on arrest' irrespective of result. The second group includes those persons having contact with the Drug Interventions Programme in the community. These two

groups are analysed separately as while drug testing forms part of the identification element of DIP not all individuals who undergo a drug test will then go on to have a DIP assessment and subsequent intervention.

In April 2005 Testing on Arrest was introduced as part of DIP. The police gained this power as part of the Drugs Act 2005. Previously the police could test individuals on charge only. This change increased the number of individuals that could be tested (many of those arrested are not charged) and gave the police a greater chance of identifying drug-misusing offenders. Note that drug testing only applies to those aged 18 years or over. Within geographical areas that operate the 'Intensive' Drug Interventions Programme, all offenders arrested for certain types of offences are routinely tested for opiates and cocaine metabolites. Those arrested for other offender types may also be tested, at the discretion of a senior police officer. Note that not all areas undertake testing on arrest and it was introduced in different areas at different times. Also, additional areas undertake drug testing on a 'self-funded' basis.

#### Probation /Prison group

The Offenders Assessment System, known as 'OASys', is a jointly developed prison and probation database that is used to identify offending-related needs, such as lack of accommodation, poor educational and employment skills, substance misuse and attitudinal difficulties for offenders over 18 years of age. It also assesses the risk of harm offenders pose to themselves and others. The system allows those responsible for managing offenders to: (i) devise individual sentence plans from these assessments which manage and reduce the risks and needs identified and target the appropriate types of intervention for each offender and (ii) enable probation officers to access an offender's OASys assessment and sentence plan prior to his release on licence, to make advance arrangements in relation to matters such as accommodation or post-release drug treatment.

OASys is now in general use but is not required with all offenders. At the Pre-Sentence Report (PSR) stage, all standard delivery reports must be based on a full OASys assessment, but fast delivery and oral reports can be based upon an Offender Group Reconviction Scale (OGRS) score and an OASys risk of serious harm screening. At the post-sentence stage, a full assessment should be completed in the community for all those cases designated at Offender Management Tier 2 and above, with the exception of Tier 2 cases with a stand-alone unpaid work requirement. In prison establishments, all offenders aged 18–20 and older serving a custodial sentence of at least 12 months should be assessed (NOMS National Standards 2007).

#### Prolific and other Priority Offender group

The Prolific and other Priority Offender programme was introduced in 2004. Within local Integrated Offender Management arrangements, the prolific and other priority offender approach focuses on a small hard-core group of the most persistent offenders. PPO schemes usually consist of three strands: deter young offenders, catch and convict, rehabilitate and resettle. The PPO programme aims to manage offenders who are identified as committing a disproportionate amount of crime and harm in their local communities. The J-Track system is used to record and monitor the progress of PPOs through the criminal justice system.

### Events held within the Drug Data Warehouse

The DDW includes details of the following event types, relating to the subgroups described above, for the period 1 April 2005 to 31 March 2009, as extracted from the core data source.<sup>13</sup>

#### Drug misuse treatment:

- Start of drug misuse treatment modality
- Exit from drug misuse treatment modality
- Start of drug misuse treatment episode
- Exit from drug misuse treatment episode
- Start of drug misuse treatment journey
- Exit from drug misuse treatment journey

#### Drug Interventions Programme:

- Required Initial Assessment (from 1 April 2007)
- Required Follow-up Assessment (from 1 April 2007)
- DIR assessment (with and without care plan)
- Caseload entry
- Caseload suspension
- Caseload re-engagement
- Caseload exit

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<sup>13</sup> Not all variables from these sources are contained within the DDW.

**Drug Test Recorder:**

- Drug tests on arrest (testing is confined to a subset of areas)

**J-Track:**

- Commencement of PPO status
- Cessation of PPO status

**OASys:**

- Assessment within community and prison settings, including:
  - Pre-sentence reports
  - Start community sentence assessments
  - Start custody assessments
  - Review assessments
  - Pre-release assessments
  - Start licence assessments
  - End sentence assessments

Due to time constraints, alcohol treatment events are not included in the current version of the DDW.

The DDW also includes details of offences resulting in a charge and conviction, or a caution/warning/reprimand, or for which a verdict is pending, committed between 1 April 2003 and 31 March 2009, as recorded by the Police National Computer (PNC). For convenience, these are referred to as 'recorded offences' throughout this report. For those individuals recorded by the PNC as having been charged with an offence during this period, it also includes details of their recorded offending history prior to 1 April 2003 (note that offending histories for those individuals who were not recorded as offending between 1 April 2003 and 31 March 2009 are not included).

Note that exact dates within the DDW are masked from end-users to avoid deductive disclosure. However, sufficient detail is provided to enable events to be assigned to a particular period and to measure accurately the period of time that elapses between them.

## Appendix B

### List of offences classed as 'Trigger' offences

The following offences are taken from the list of trigger offences applicable to drug testing from 15 January 2007, with the addition of fraud offences commonly recorded within the DDW which pre-date the 2006 Fraud Act and including the complete range of Misuse of Drugs Act offences.

#### Theft Act 1968

Theft Act 1968 S. 12 (1) as amended by CJA 1988 S. 37. Being carried knowing vehicle to have been taken or driven away. Unauthorised taking of motor vehicle.

Theft Act 1968 S.12 (1) as amended by CJA 1988 S.37. Unauthorised taking of conveyance other than motor vehicles or pedal cycle

Theft Act 1968 s.12a – aggravated taking where : a) the vehicle was driven dangerously on a road or other public place. or b) owing to the driving of the vehicle an accident occurred causing injury to any person or damage to any property other than the vehicle

Theft Act 1968 S.12A as added by the Aggravated Vehicle Taking Act 1992 S.2 – Aggravated taking where the only aggravating factor is criminal damage of £2000 or under.

Theft Act 1968 S.12A as added by the Aggravated Vehicle Taking Act 1992 S.1 – Aggravated taking where owing to the driving of the vehicle an accident occurs causing the death of any person

Theft Act 1968 Sec.1 Stealing by an employee.

Theft Act 1968 Sec.1 Stealing conveyance other than MV or cycle.

Theft Act 1968 Sec.1 Stealing from automatic machines and meters.

Theft Act 1968 Sec.1 Stealing from motor vehicles.

Theft Act 1968 Sec.1 Stealing from other vehicles.

Theft Act 1968 Sec.1 Stealing from shops and stalls (shoplifting)

Theft Act 1968 Sec.1 Stealing from the person of another.

Theft Act 1968 Sec.1 Stealing in a dwelling other than from automatic machines and meters.

Theft Act 1968 Sec.1 Stealing not classified elsewhere.

Theft Act 1968 Sec.1 Stealing pedal cycles.

Theft Act 1968 Sec.1 Theft of motor vehicle.

Theft Act 1968 Sec.10 Aggravated burglary in a dwelling (including attempts)

Theft Act 1968 Sec.10 Aggravated burglary in a building other than a dwelling (including attempts)

Theft Act 1968 Sec.12 (5)or Bylaw.Take or ride a pedal cycle without consent etc.

Theft Act 1968 Sec.22 Receiving stolen goods.

Theft Act 1968 Sec.22 Undertaking or assisting in the retention, removal, disposal or realisation of stolen goods or arranging to do so.

Theft Act 1968 Sec.25 Going equipped for stealing etc.

Theft Act 1968 Sec.8 Assault with intent to rob.

Theft Act 1968 Sec.8 Robbery.

Theft Act 1968 Sec.9 Burglary in a building other than a dwelling with intent to commit or the commission of an offence triable only on indictment.

Theft Act 1968 Sec.9 Burglary in a dwelling with intent to commit or the commission of an offence triable only on indictment.

Theft Act 1968 Sec.9 Burglary in a dwelling with violence or the threat of violence.

Theft Act 1968 Sec.9 Other burglary in a building other than a dwelling.

Theft Act 1968 Sec.9 Other burglary in a dwelling.

Theft Act 1978 Sec.1 Obtaining services by deception (except railway frauds)

## Misuse of Drugs Act

Having possession of a controlled drug with intent to supply. Class A 'Crack'

Having Possession of a controlled drug. Class A 'Crack'

Misuse of Drugs Act 1971 – Sec 4 (2) Production of or being concerned with the production of a Class A Drug – Methadone.

Misuse of Drugs Act 1971 – Sec 5 (2) Having Possession of a controlled Class A Drug – Methadone

Misuse of Drugs Act 1971 – Sec 5 (2) Having possession of a Controlled Drug with intention to supply – Class A Methadone

Misuse of Drugs Act 1971 – Supplying or offering to supply a controlled Class A Drug – Methadone

Possession of Class A controlled drug Cocaine. Misuse of Drugs Act 1971 Sec 5 (2)

Possession of Class A controlled drug Heroin. Misuse of Drugs Act 1971 Sec 5 (2)

Possession with intent to supply class A controlled drug Cocaine. Misuse of Drugs Act 1971 Sec 5 (3)

Possession with intent to supply class A controlled drug Heroin. Misuse of Drugs Act 1971 Sec 5 (3)

Production or being concerned in the production of a controlled drug Class A' Crack'

Production or being concerned in the production of Class A drug Cocaine. Misuse of Drugs Act 1971 Sec .4 (2)

Production or being concerned in the production of class A drug Heroin. Misuse of Drugs Act 1971 Sec .4 (2)

Supplying or offering to supply a controlled drug Class A 'Crack'

Supplying, offering to supply or being concerned in class A controlled drug Cocaine. Misuse of Drugs Act 1971 sec 4 (3)

Supplying, offering to supply or being concerned in class A controlled drug Heroin. Misuse of Drugs Act 1971 sec 4 (3)

## Fraud offences

Common Law Conspiracy to defraud

Conspiracy to defraud or extort (1963-68)

Fraud Act 2006 Make or adapt articles for use in fraud

Fraud Act 2006 possession of articles for use in fraud

By dishonest act obtain services for which payment is required with intent to avoid payment

Fraud

Dishonestly makes a false representation to make a gain for himself or another

Obtaining property by deception (values known and unknown)

Dishonest representation for obtaining benefit

Dishonestly fails to disclose information to make a gain for himself or another

Fraud Act 2006 Section 1 Fraud

Fraud Act 2006 Section 6 possession of articles for use in frauds

### Criminal Attempts Act 1981

Wandering abroad to beg or gather alms (first conviction)

Wandering abroad to beg or gather alms (second or subsequent conviction)

### Fraud Act 2006 Section 1 Fraud

Fraud Act 2006 Section 6 possession of articles for use in frauds