



Review of the Drink Drive Rehabilitation Course

November 2019

Contents

Executive Summary	5
1 Introduction	8
1.1 Scope of requirement	8
1.2 Rationale for process evaluation	8
1.3 Objectives of this report	9
1.4 Structure of the report	9
2 Methodology	10
2.1 Methodology	10
3 DDR Process outline	12
3.1 Course Overview	12
3.2 Aims and objectives of the DDR course	15
4 Results by process	16
4.1 Application, approval and appointment of course providers	16
4.2 Payments by course providers (to administering body)	19
4.3 Sentencing and referrals process (by the courts)	23
4.4 Awareness-raising of the DDR course	25
4.5 Selection of course provider and course allocation	29
4.6 Course delivery and course completion process	35
4.7 Monitoring and quality assurance processes	40
5 Introducing drug drive education to the current DDR course	45
5.1 Context of drug driving in relation to the current DDR	45
5.2 Key findings from main stage research	46
6 Conclusions	55

List of Figures

Figure 3.1: Process map – Application, approval and appointment of course providers	13
Figure 3.2: Process map - Payments by course providers (to administering body)	13
Figure 3.3: Process map - Awareness-raising (by course providers to the courts and by courts to offenders)	13
Figure 3.4: Process map – Sentencing and Referrals process (by the courts)	14
Figure 3.5: Process map - Selection of course provider and course allocation	14
Figure 3.6: Process map - Course delivery and course completion process	14
Figure 3.7: Process map - Monitoring and quality assurance processes	15
Figure 4.1: Key findings from mainstage research on the application, approval & appointment of course providers processes	17
Figure 4.2: Key findings from the main stage research on the payments by course providers process	20
Figure 4.3: Key findings from the main stage research on the referrals process	23
Figure 4.4: Key findings from the main stage research on awareness raising of the DDR course	26
Figure 4.5: Key findings from the main stage research on course provider selection and course allocation	30

Figure 4.6: Key findings on the course delivery and course completion process..... 36
Figure 4.7: Areas assessed by JAUPPT audit visits..... 40
Figure 4.8: Key findings from main stage research on monitoring and assurance processes 41
Figure 5.1: Key findings from main stage research on introducing drug drive to the DDR course 46

Executive Summary

The Drink Drive Rehabilitation (DDR) course is a programme discretionally offered by courts in Great Britain to individuals who are both a) convicted of a drink-drive related offence under the Road Traffic Act 1998 and b) banned from driving for at least 12 months as a result of the [offence](#). The course was a response to The Road Traffic Act 1991 which granted courts in selected areas in England, Wales and Scotland the ability to offer rehabilitation courses to individuals convicted of drink driving and to help prevent re-offences in future. The course expanded into a full national programme across England, Wales and Scotland in January 2000 after an evaluation by the Transport Research Laboratory (TRL) in 1999 found a pilot version of the programme to be effective in reducing re-offending.ⁱ

In January 2019, the Department for Transport (DfT) commissioned Ipsos MORI to conduct a process evaluation to explore the following objectives:

- To determine how efficient and effective the current delivery of DDR is, and what further improvements can be made. Within this:
 - a. To assess whether recommendations made by previous evaluationsⁱⁱ have been implemented.
 - b. To review whether structural changes made to the course in 2012 improved the way it is delivered.
- To understand whether the existing DDR is relevant and appropriate for current drink drivers; and
- To explore stakeholders' attitudes towards expanding DDR to include drug drivers and means of implementing this.

Key findings from the main stage research

Overall, the DDR was viewed positively by key stakeholders, with the course content, format and delivery all contributing to what was seen as an effective and appropriate way of rehabilitating drink drive offenders. Interviews with stakeholders involved across policy, administration and delivery of the DDR course generally supported the view that the individual processes underpinning the course are working effectively and efficiently. Key findings from the research are summarised below and are discussed in further detail in sections 4 and 5 of this report.

- The research findings suggest the decision on whether to offer the course to offenders is largely left to the discretion of the presiding member(s) of the judiciary, as per the sentencing guidelines. The course is being widely offered to most eligible offenders, suggesting that this arrangement is working effectively.
- The availability of accessible courses is positive and evidence from attendees suggests the course selection, booking and payments process is efficient and effective. The process for offenders changing course provider, how courts collect and pass on information and how course information is updated and disseminated to offenders were identified as specific areas that could be improved.
- At present, awareness raising of DDR is largely conducted by course providers though it is not formalised in most areas. The findings suggest awareness of the DDR among attendees is relatively low prior to court appearances and some providers note that offenders have to make a decision on the day which could impact on referral acceptance rates. In Wales, there appears to be a more systematic method for raising awareness of DDR and involving stakeholders such as the courts and police in this process.

- Providers reported that the applications, approvals and appointment process for providing a course is working effectively, and it was noted that this element had improved since JAUPT began administering the scheme in 2017. Information and guidance for applying to run a DDR course is, overall, seen as clear and straightforward though there are specific areas of guidance which could be reviewed.
- The process for collecting payments from course attendees and ensuring each course adheres to the 'user pays' principle was reported to be working effectively and there was full compliance from all interviewees with regard to paying a per capita fee to the Driver and Vehicle Standards Agency (DVSA). A lack of minimum pricing in England and Scotland was seen by some providers to be creating a situation where providers 'race to the bottom' on price, potentially at the expense of course quality.
- Monitoring and quality assurance processes were viewed favourably and JAUPT (the administrator) was seen to be performing its role well. Most providers did not feel overburdened by the levels of monitoring required though random visits for monitoring were seen as disruptive by some providers who would prefer more clarity on the process.

Expanding the current DDR to include a drug-drive element

Currently there is no rehabilitation course offered to those convicted of drug driving under the drug driving legislation introduced in March 2015. Material designed for a course for both drink and drug drivers was piloted in England, Scotland and Wales between October 2016 and March 2017 in consultation with course providers, the DVSA and the Welsh Government. The pilot course used the format of the existing DDR, supplementing this with material relevant to drug driving. The pilot focused specifically on the learning outcomes of drink driving offenders as drug drivers cannot currently be offered the course by a magistrate or sheriff as part of their sentence. An evaluation found that the new course had no negative effect on the learning outcomes for these offenders.

Building on this, the findings contained within this report examine attitudes to expanding the DDR among key stakeholders and the feasibility of implementing a combined course.

Stakeholders acknowledge the need for, and support, a rehabilitation mechanism for drug-drive offenders. While there are no major concerns about the practicability of expanding the DDR to include drug drivers, there are concerns about the impact on the effectiveness of the course, particularly related to mixing distinct audiences. There is a general feeling that more work is required to understand the nature of the drug-drive audience and the potential impact of mixing drink drivers and drug-drivers on a combined course. Detailed recommendations and considerations for improving the efficiency and effectiveness of the current DDR as well as the potential for including a drug-drive element are included throughout sections 4 and 5 of this report.

Recommendations

Recommendations for refining and improving each of the key processes in the DDR course can be found at the end of each sub-section in chapter 4 ('Results by process'). Recommendations for each process can be accessed directly by clicking on the process names below:

2. [Application, approval and appointment of course providers](#)
3. [Payments by course providers \(to administering body\)](#)
4. [Sentencing and referrals process \(by the courts\)](#)
5. [Awareness-raising of the DDR course](#)
6. [Selection of course provider and course allocation](#)
7. [Course delivery and course completion process](#)
8. [Monitoring and quality assurance process](#)

1 Introduction

1.1 Scope of requirement

The Department for Transport (DfT) commissioned Ipsos MORI to undertake a review to determine how efficient and effective the current delivery of DDR is and what further improvements can be made. This included assessing whether recommendations made by previous evaluations have been implemented, and whether structural changes made to the scheme in 2012 improved the way it is delivered. The evaluation also aimed to understand whether the existing DDR is still relevant and appropriate for current drink drivers, and to further explore stakeholders' attitudes towards expanding DDR to include drug drivers and means of implementation.

A process evaluationⁱⁱⁱ sought to identify what is working well, or less well within the course, through the views of stakeholders administering and delivering the DRR course, as well as from course participants. It also sought to highlight good practice and determine whether there is scope for inclusion of a drug driving rehabilitation element within the course as it currently operates.

To inform the approach for the main stage research, an initial scoping stage was conducted. Further information on this is detailed in section 2.1 of this report. A separate scoping report, documenting the specific processes employed in the course and the overall approach for evaluating these, was produced to set guidance for the main stage evaluation, and is included in Annex B of this report.

1.2 Rationale for process evaluation

The rationale for conducting a process evaluation of the DDR course is threefold:

1.2.1 Structural changes

The structural changes to the DDR course (as outlined in Annex A) were implemented in 2012. This is deemed a sufficient amount of time for the changes to be effectively implemented and for the desired changes to be realised. Additionally, the Impact Assessment conducted in 2012 committed to a review of the changes in 2020.

1.2.2 Findings from previous evaluations

[The 2011 review of the DDR course](#) suggested that previous recommendations proposed to the courts and course providers to improve the take-up of the DDR course had not been implemented. The review revisited this and considered whether there have been any positive changes in the interactions between courts, course providers and offenders.

1.2.3 The development of a drug-drive rehabilitation component to existing courses

A more recent objective of the DfT is to explore how compatible the existing DDR course would be with a drug drive component, and whether this could have road safety benefits and reduce recidivism. A combined drink and drug driving course – the 'Joint alcohol and drug driving "impairment" rehabilitation course' – was the subject of a pilot and subsequent evaluation in 2017 as a result.^{iv}

The process review will explore views of the desirability and feasibility of introducing this course. Greater detail as to the rationale behind this objective is outlined in Annex B.

1.3 Objectives of this report

The key aims of this report are to:

- Set out views from a wide range of stakeholders on the effectiveness, efficiency and relevance of the course;
- Explore whether structural changes made to the course in 2012 have led to improvements; and
- Assess whether the course is compatible with the introduction of a drug driving component.

1.4 Structure of the report

The remainder of this report is structured as follows:

- **Section 2 – Methodology:** An outline of the methodological approach to the research, including both the scoping and main stage elements.
- **Section 3 – DDR process outline:** A mapping of the DDR course's key processes and key actors involved in its delivery.
- **Section 4 – Results:** The findings from the research regarding the effectiveness, efficiency and relevance of the course, and whether structural changes made to the course in 2012 have led to improvements.
- **Section 5 – Exploring the introduction of a drug-drive element to DDR:** The findings from the research on whether the course is compatible with a drug driving component.
- **Section 6 – Conclusion and recommendations:** An overall summary of the key findings from the research, and suggestions on how these can be taken forward to develop and improve the course in future.
- **Section 7 – Acknowledgements**
- **Annex A:** Further detail on the rationale for the DDR course, structural changes to the DDR course, geographical distribution of course providers, and the secondary data sources analysed, as well as the list of stakeholders interviewed, the full process evaluation framework, and a glossary of acronyms.
- **Annex B – Report from the scoping stage research**

2 Methodology

2.1 Methodology

To inform the approach for the main stage research, an initial scoping stage was conducted. This refined our understanding of how the course is currently being delivered; its rationale and subsequent aims and objectives; existing evidence on its effectiveness to date; and the key processes to test and stakeholders to involve in the main stage research.

2.1.1 Scoping stage

The approach to the scoping stage of the study involved:

- An inception meeting with DfT to discuss and clarify the scope of the study, issues that may be encountered and obtain key documentation and contacts;
- A literature review of programme documentation, including the 2012 impact assessment and consultation response; previous DDR course evaluation reports;^v the evaluation of the pilot joint drink/drug drive rehabilitation course;^{vi} and the DDR course syllabus;
- Development and design of key research tools to be used to gather initial evidence;
- Familiarisation (telephone) interviews with 7 key stakeholders. These included representatives from:
 - The Welsh Government;
 - Driver and Vehicle Standards Agency (DVSA);
 - JAUPT (Joint Approvals Unit for Periodic Training) (organisation subcontracted by DVSA to audit and monitor the courses and provide basic administration of the provider approvals process);
 - Ministry of Justice (MoJ);
 - Deputy Justice Clerks Society
 - IAM RoadSmart (a DDR course provider operating in England and Wales); and
 - ISM Psychological services (a DDR course provider operating exclusively in Scotland).
- Development of an initial mapping of the processes employed to deliver the programme as intended, an assessment of their roles in relation to the delivery of DDR; and
- Development of an evaluation framework, building on the activities above to cover an overarching framework for a process evaluation.

2.1.2 Main stage

The main stage of the research sought to build on the findings from the scoping stage and clarify gaps in evidence. The sample of interviewees was widened to gather a richer and more well-rounded opinion on the course's processes and a greater focus was applied to the possible introduction of a combined drink and drug drive rehabilitation course.

The approach to the main stage evaluation involved:

- Development and design of further key research tools incorporating the findings from the scoping stage, including a discussion guide for each stakeholder group and an analysis framework;
- Telephone depth interviews with 80 key stakeholders from across England, Scotland and Wales. The sample included a greater number of individuals from the stakeholder groups identified in section 2.1 as well as other key stakeholder groups, specifically 8 judiciary stakeholders, 19 DDR course providers (including administrative and delivery staff), 12 HMG stakeholders, 7 representatives from interest groups working on road safety or substance abuse, 2 academics, and 20 DDR course attendees. A full list of stakeholders interviewed for this research is included in Annex A of this report;
- Three online focus groups to understand stakeholder views on the potential for introducing a combined drink and drug driving rehabilitation course. The online groups were conducted with a mix of key stakeholders from HMG departments and agencies, police forces, road safety interest groups, the judiciary, and academics.
- Four in-person observations of DRR courses in Bolton, Cardiff, Forest Hill (London) and Glasgow. One day of the course was observed at each location, with all three days of the course being covered overall; and
- Synthesis of evidence gathered from the above sources and secondary data. A full list of data sources analysed is included in Annex A of this report. Where the data sources produced contrasting results (such as differences between views of stakeholders or between the overall assessment of stakeholders or applicants), these differences were reconciled by weighting the evidence collected by quality, consistency and its broader context (such as the likely interests of different stakeholders).

2.1.3 Limitations

The scope of the research was limited by two issues that emerged during the fieldwork stage:

- Several secondary data sources identified for use in the mainstage research were unavailable. Several course providers were able to provide course materials but this was limited to a handful of providers. Course providers were unable to provide attendee feedback forms or records of these. The research team were unable to access the DVLA database of reported drink drivers, and data on the number of referrals made to DDR courses was unavailable after Q3-2017. Throughout this report, responses from interviews and focus groups have been used where appropriate in instances where secondary data analysis was not possible.
- The number of judiciary respondents from England and Wales interviewed was limited by delays in obtaining permission to interview this audience. Judicial Research requests was unable to provide clearance until very late in the fieldwork stage, so a reduced number of interviews with magistrates in England took place.

3 DDR Process outline

3.1 Course Overview

3.1.1 Course history

The DDR course was implemented as a result of the Road Traffic Act (1991) which allowed courts in certain areas of England, Wales and Scotland to offer rehabilitation courses to individuals convicted of drink-drive offences, as well as making 'causing death by careless driving when under the influence of drink' a specific offence.

In 1993 the course was piloted in select courts in England, Wales and Scotland with the aim to help individuals understand and change behaviours toward driving under the influence of alcohol. In exchange for attendance and completion, offenders would benefit from a reduction of 25% to the length of their driving ban after [completing the course](#). The course was rolled out across England, Scotland and Wales in 2000, following a successful [pilot evaluation by Transport Research Laboratory \(TRL\)](#) in 1999 which suggested the course had reduced reconviction rates amongst attendees by just over 50 percent.

Following the pilot, the course was evaluated and assessed on four different occasions: [a pilot evaluation in 1999](#), [an evaluation of the expanded scheme in 2004](#), [an extended monitoring report in 2007](#), and [a consultation and impact assessment](#) in 2012. In 2012, a package of new regulations was introduced by the Driving Standards Agency (DSA) in response to concerns raised by these assessments, namely inconsistency in the quality of courses; lack of compliance with HM Treasury's "user pays" principle; and insufficient geographical course provision. [The new measures included a requirement for:](#)

- course plans to be approved, and consequently a provider with an approved course plan is deemed an approved course provider);
- the course to be delivered in more geographies;
- and employ enhanced audit and quality assurance measures.

The changes also implemented a commitment that the cost of the entire course should be underpinned by the Treasury's 'user pays' principle. This principle dictates that the cost of providing a service should be transferred from the general taxpayer to those persons who derive benefit from the service. This has meant that course providers in England and Scotland are now required to pay a per capita fee for each offender who completes their course to DVSA (the agency was created out of merger of DSA and VOSA), which [they are expected to recoup from offenders](#). Course providers in Wales are required to pay this fee to the Welsh Government. Greater detail of the structural changes to the course is provided in Annex B of this report. The course involves several key stakeholders with responsibility for its overall design and delivery. A full list of stakeholder groups and a brief description of their respective roles is included in Annex A.

3.1.2 Course delivery

The DDR course is currently delivered by 17 providers across 22 geographic areas^{vii} in England, Wales and Scotland.¹ All 17 providers operate in England, 3 of the 17 operate in Scotland, and 2 of the 17 in Wales.

¹ DfT (2019). DDR providers with contact details (provided by DfT for Ipsos MORI)

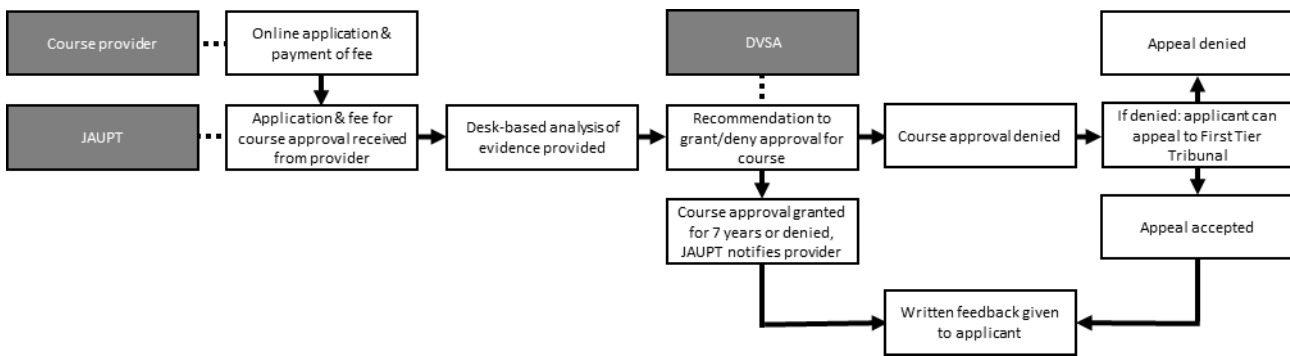
DDR courses [in England and Scotland] must be approved by the Driver & Vehicle Standards Agency (DVSA) acting on behalf of the SoS (under section 34A(6) Road Traffic Offenders Act 1988). DVSA on behalf of the SoS is responsible for the approval and monitoring of DDR courses. DDR courses offered in Wales must be approved by the Welsh Government.

Courses are delivered at venues within the geographical area for which approval has been granted. Course providers provide assurances to DVSA regarding the types of venues they plan to use during the course approval process.

3.1.3 Map of course processes

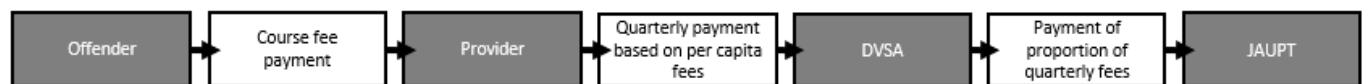
The figures below provide a summary of the DDR course’s processes and provides a visual illustration of the key areas to be investigated by the process evaluation. Dotted lines indicate who performs an action and the solid arrows indicate the direction and recipients of each action.

Figure 3.1: Process map – Application, approval and appointment of course providers



N.B: In Wales, the Welsh Government fulfils the roles of JAAPT and DVSA in this process map.

Figure 3.2: Process map - Payments by course providers (to administering body)



N.B: In Wales, the Welsh Government fulfils the roles of JAAPT and DVSA in this process map.

Figure 3.3: Process map - Awareness-raising (by course providers to the courts and by courts to offenders)

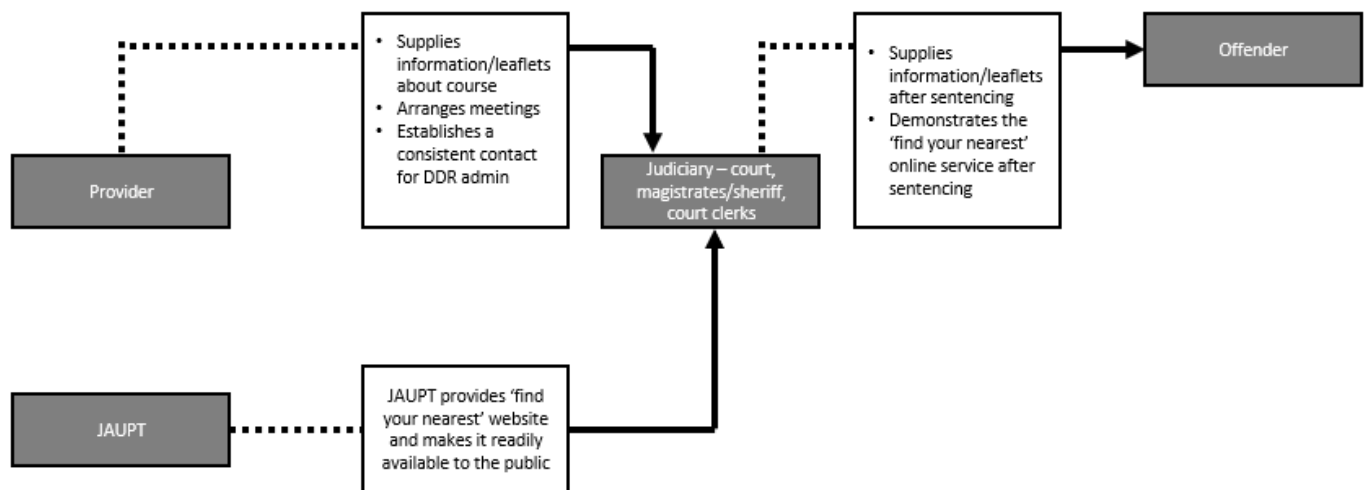


Figure 3.4: Process map – Sentencing and Referrals process (by the courts)^{viii}

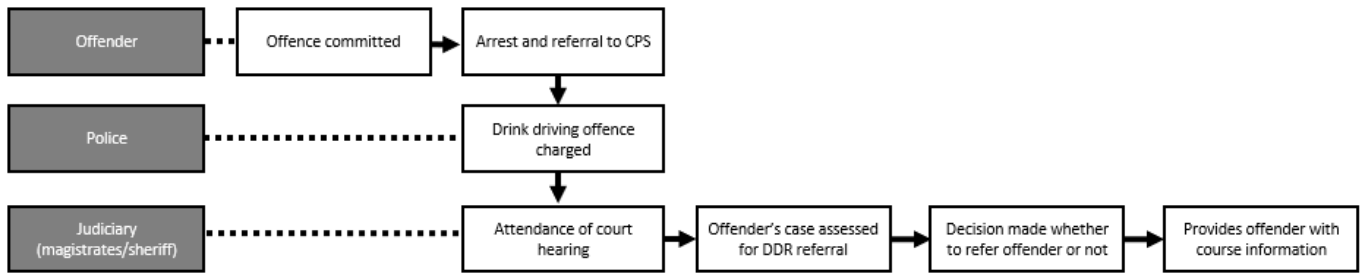


Figure 3.5: Process map - Selection of course provider and course allocation

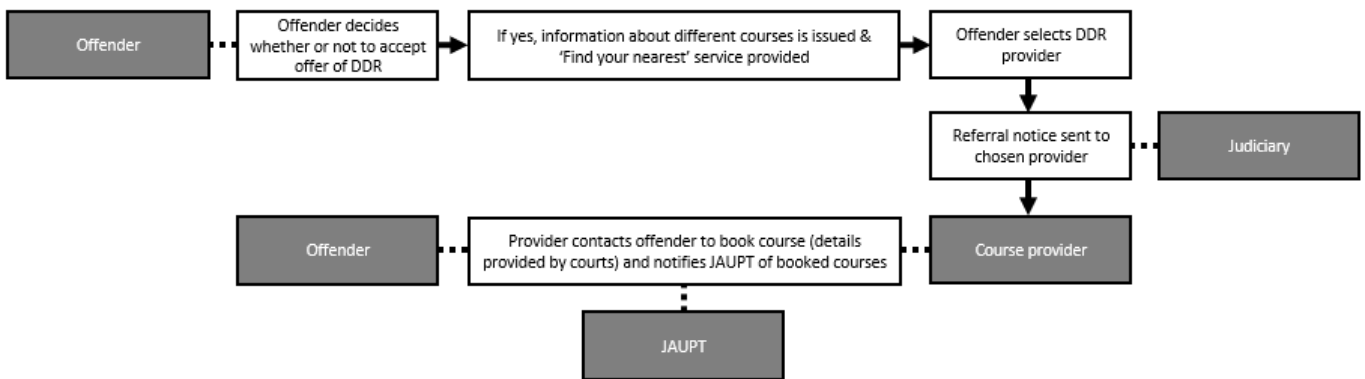


Figure 3.6: Process map - Course delivery and course completion process

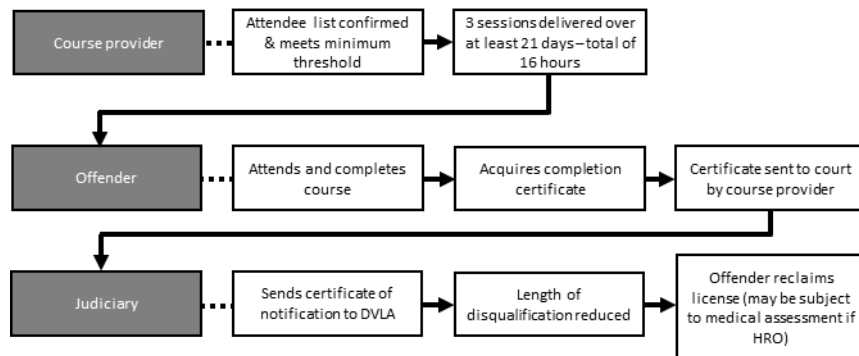
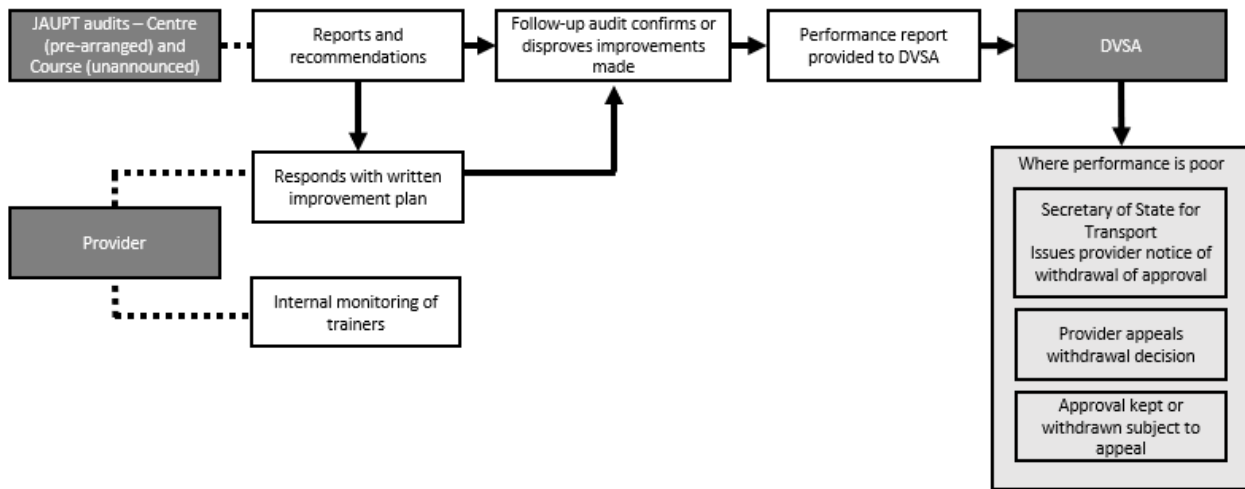


Figure 3.7: Process map - Monitoring and quality assurance processes

N.B: In Wales, the Welsh Government fulfils the roles of JAUPT and DVSA, and Welsh ministers fulfil the role of the Secretary of State for Transport

3.2 Aims and objectives of the DDR course

[The DDR course syllabus](#) outlines the key objective of the DDR course as enabling offenders to change their behaviour to prevent further offending, and thereby contribute positively to improved road safety. Responses from the scoping stage interviews and evidence review supported this objective, as well as outlining additional key aims. These can be summarised under the following four key points:

1. Changing the mindset of the offender – specifically to help:
 - Recognise the dangers associated with drink driving;
 - Understand the cognitive effects and health implications associated with drink driving;
 - Understand the laws and legislation in relation to driving standards and road traffic law;
 - Take ownership and responsibility for their behaviour and recognise the implications of their actions; and
 - Discuss and implement strategies to achieve behavioural change towards to drinking and driving.
2. Preventing re-offending by convicted drink-drivers and consequently reducing the overall number of drink-drive related offences; and
3. Improving road safety through reduced re-offending
4. Identify and explore offenders’ relationship with alcohol more generally, as opposed to the isolated incident which led them to the course.

4 Results by process

This section provides an analysis of the processes underpinning the delivery of the DDR course and explores their effectiveness, relevance and efficiency. The section is based largely on the evidence gathered from qualitative interviews, observation visits, and available secondary data where relevant.

The section is structured by the processes outlined in the process map and addresses the research questions identified in the process evaluation framework (Annex A). For each process a table summarising the key findings has been included and categorised by:

- ✓ A finding where elements of a process are generally working effectively and efficiently
- ⦿ General findings related to a process with no specific view
- ✗ Areas for potential improvement or for further review

4.1 Application, approval and appointment of course providers

4.1.1 Overview of process

There is no set eligibility criteria or timeframe to apply to be a DDR course provider. Changes to the approvals process in 2012 sought to improve the availability of courses around the country and address inconsistency in the quality of providers. The changes involved dividing England, Scotland and Wales into 23 geographical areas and required prospective providers to seek specific approval for each area in which they wished to deliver courses. The changes also allowed for multiple providers to operate in each geographical area. Providers must complete an application form and submit it via email and pay a non-refundable fee of £1,000 (there is no application fee in Wales). The application must include details of the content of the proposed course and how it will be delivered (which must be compliant with the framework outlined in the course syllabus) and an outline of how the course will be administered and monitored. JAAPT review all applications and subsequently make recommendations to DVSA as to whether the application should be approved or not. DVSA provide final sign off on approved course providers. Once approval has been granted, the new provider is given guidance on setting up an email address in the Criminal Justice Secure Mail (CJSM) system, which is used for the referral of potential attendees from courts to providers. The target turnaround time for approval (from submission to final approval) is 30 days. There is currently nothing in place to prevent potential providers from re-applying if their initial application has been refused, although this would require the payment of an additional £1000 application fee. Unsuccessful applicants are provided with written feedback on their application, and are able to appeal the decision to a First Tier Tribunal. No applications have been refused approval for course provision since JAAPT were appointed in 2017 (there have only been four applications during this time, and most of the current providers were approved in 2012 at the start of the new approval arrangements). Under the DDR course in Wales, the Welsh Government administer the approval process. Once granted, approval allows providers to deliver the DDR course for four years (in Wales) or seven years (in England and Scotland) before the provider must apply again. A complete description of the application, approval and appointment of course providers can be found in Annex B of this report.^{ix}

The main stage research explored how well this process is functioning, and whether it has achieved the desired outcomes of the 2012 changes. The full list of research questions is shown in the process evaluation framework in Annex A.

4.1.2 Key findings from main stage research

The staff member at JAAPT with sole responsibility for the DDR was interviewed at the scoping stage. To avoid duplication of findings they were not interviewed again at the main stage, but scoping stage findings have been incorporated into main stage results. The majority of findings relating to the approvals process are based on interviews with current and former course providers.

Many of the respondents interviewed had not been through the application and approvals process personally, since their organisation had last applied in 2012 and were therefore still within the seven-year renewal period. Additionally, as of September 2019 JAAPT had only dealt with four applications for approval (including one legacy case) since being appointed^x. Findings are therefore based on a limited selection of interviews. The key findings regarding this process from the main stage research are outlined below in Figure 4.1:

Figure 4.1: Key findings from main stage research on the application, approval and appointment of course providers processes

Finding where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Availability of information and clarity of requirements are seen to have improved since JAAPT began administering the scheme. ✓ Most course providers think the guidance for making an application is clear and straightforward. ✓ No apparent issues with the time taken by JAAPT to assess and approve applications. 	<ul style="list-style-type: none"> ⦿ Some evidence to suggest application process is seen to be too easy, potentially compromising the quality of courses. 	<ul style="list-style-type: none"> ✗ Guidelines for setting up a CJSM (Criminal Justice Secure eMail) account are seen by providers as unclear. ✗ A minority of course providers found the application guidance to be too vague. ✗ Some providers feel that the 2012 change to allow multiple providers per area has resulted in 'race to the bottom' in terms of course pricing which could lead to reduced quality.

4.1.3 Information and guidance for course providers

Most providers felt the application process had generally improved since JAAPT was appointed in 2017 (in England and Scotland). Most providers suggested the information available online was clear and the website and accompanying documents were straightforward to use. Providers therefore felt the guidelines around submitting a successful application were adequate. One respondent suggested that previously it had been hard to identify exactly what DVSA were looking for from providers. However, only a small number of providers had been through the full application process since 2017, so it is possible that some of these observations were based on overall perceptions of the wider administrative service provided by JAAPT rather than a like-for-like comparison of the application process before and after JAAPT became involved.

A small proportion of course providers had contrasting views. Some noted the guidance was either too vague or the language was too technical. A small minority were concerned that providers and tutors had not been consulted to produce

the guidance. Several respondents believed the guidance had been adapted from another scheme ([Driver CPC Periodic Training](#)) that JAUPPT administer and consequently were not specific enough to DDR.

"The information and guidance to applicants could be better. At present it is very technical and complicated, I didn't get the impression that it was written by trainers." – Course provider (Administrator), England

4.1.4 Application and approval

Several providers suggested the application process itself was too easy and viewed it as a formality. Since JAUPPT took over the application process in 2017 no applications have been rejected, although only four applications have been made.

"You fill in loads of paper, send it off with £1,000 and unless you have made a complete hash of it, you will get approval. It's too easy." – Course provide (tutor), England

It was suggested by several course providers that the 2012 change to require area-specific approvals and allow multiple providers in each geographical area has resulted in a 'race to the bottom' where providers compete to offer the cheapest course possible. One provider suggested that this may be exacerbated by the seven-year approval period, which they considered to be excessive and felt could be reduced.

One provider suggested that having multiple providers operating in the same area made it difficult to meet the minimum requirement of four attendees per course, and as a result several courses had been cancelled across multiple providers.

"I've turned away three people today for courses that we cannot run because we don't have enough people (offenders) to run it. And I suspect that there are three other providers in the area that also only have three or four people. So, we end up none of us running a course. And then that person has to travel greater distances to find a course, rather than one in their own town" – Course provider (tutor), England

There was little evidence specifically relating to approvals being completed within the 30-day stipulated period. No interviewees suggested the process had taken longer than this, although management information from JAUPPT shows that two of the four cases had been processed to completion within the stipulated period.^{xi} Of the two cases that exceeded the timeframe, one was delayed by a day and the other by eight days.

A range of motivations were indicated by training providers, from those who had identified a commercial opportunity to those wanting to deliver a "social good". Others considered the course added to a portfolio of other similar driver rehabilitation training that they delivered,

"It was to diversify our other business and just use the skills that we had already. We were a training provider ... we trained the police, we trained private sector, health sector. So, dealing with a government body, as an aside, we were all ex-police officers. So, we understand the courts. So, it didn't really phase us at all" – Course provider (administrator), England

4.1.5 Setting up a Criminal Justice Secure Mail (CJSM) account

Several providers felt that the guidance and the process of setting up a Criminal Justice System Email (CJSM) account were inadequate and needed improvement. The CJSM system is a secure email system which is required by providers to receive referrals from the courts. In one case setting up the email account took longer than the application process itself. One respondent recalled how setting up the CJSM account was the only part of becoming a course provider that was difficult and time-consuming which seemed to be linked to lack of awareness at the outset that it would be a requirement.

"It took even longer to get an email address than it did to go through the approval process. It was two or three months of just going around in circles. We didn't realise this was a process we had to go through. So, it was after approval, but it blocked us from operating for two or three months." – Course provide (administrator), England

Recommendations

- **Review guidance for course applications and consider consulting course providers on its development.** Reviewing the wording and presentation of the guidance will provide greater clarity to course providers and could potentially incentivise new providers to apply. Consulting with course providers or testing the revised guidance will facilitate the application and review processes.
- **Review and update guidance and processes around setting up a CJSM account.** Streamlining the process of setting up a CJSM account and introducing clearer guidance would reduce delays in completing the approval process.

4.2 Payments by course providers (to administering body)

4.2.1 Overview of process

DDR Course providers must pay a per capita fee of £7 for each individual completing the course, which can be recovered from attendees through the course fee. The 2012 changes to the DDR course included a requirement for the course to adhere to HM Treasury's 'user pays' principle rather than being funded by taxes. The current payments process was introduced to facilitate this. The per-capita fee charged to course providers was set at the level to recover the estimated cost of the administration of the DDR course. Payments for course providers in England and Scotland are made to DVSA or the Welsh Government (for course providers in Wales) on a quarterly basis.

The main stage research explored how well this process was functioning, and subsequently the extent to which it achieves the objective of the user pays principle. The research explored how well the payments process was working in practice, the typical fees charged for courses, and compliance by providers with the per capita fee requirement. The full list of research questions is shown in the process evaluation framework in Annex A.

4.2.2 Key findings from the main stage research

Knowledge of this process was tested with all stakeholder groups for main stage research interviews. Those who showed the most awareness and provided the most insight were course providers and HMG stakeholders. All other stakeholder groups showed limited awareness of this process as they had little or no direct involvement in it. , The only staff member at JAUPT who worked primarily on the administration and auditing of the DDR was already interviewed in the scoping stage, however, findings from this interview have been incorporated into the section below. Secondary data on payments made by course providers to DVSA and the estimated annual cost of administering the course were also analysed to assess compliance with the 'user pays' principle. The key findings regarding this process from the main stage research are outlined below.

Figure 4.2: Key findings from the main stage research on the payments by course providers process

Findings where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ There is no material concern about compliance from providers with the requirement to pay a per-capita fee to DVSA. ✓ DDR Course appears to adhere to the 'user pays' principle. 	<ul style="list-style-type: none"> ⦿ Course prices vary considerably, ranging from £99 to £250. ⦿ Flexible payment options are offered for attendees, such as deposits, instalments and discounts. 	<ul style="list-style-type: none"> ✗ Lack of minimum pricing in England and Scotland is a concern for smaller providers. ✗ Cost of administration for offering different types of payment options is reportedly difficult for smaller providers to absorb.

4.2.3 Course prices

The interviews revealed a significant disparity of course prices across the UK. The highest fee reported was £250 (in England), the maximum price that providers are permitted to charge by as set out by the regulations, which are enforced by DVSA. The lowest fee reported was £99 (in both England and Scotland). Many respondents stated that fees of around £150 were typical (except for Welsh courses, where the minimum fee is £150). Location was revealed as a significant factor in variance of course fees, with more affluent areas (such as London) commanding higher course fees. Other respondents revealed that weekend courses typically costed more to attend.

"Well, there's a slight variance in location. There's an extra £15 if it's on a Saturday, but of course if you're on benefits there's a potential reduction. It could get down to £100 if you're on receipt of benefits. So, it's not in any stretch of the imagination expensive." – Course provider (administrator), England

A small number of interviewees, including course providers, HMG stakeholders and an interest group stakeholder, voiced concerns about the lack of a minimum course fee in England and Scotland. It was felt by some that this, alongside the general flexibility afforded in setting prices, had led to a 'race to the bottom' wherein providers offer the lowest price possible in order to compete with others for referrals. They argued that as offenders are unable to access any meaningful comparison of the quality of different courses when choosing a provider, the current competitive model didn't incentivise providers to prioritise the quality of their courses. No evidence was found to suggest that the quality of courses has declined in practice (though the research did not explicitly set out to test course quality), and procedures are in place for JAAPT and DVSA to audit courses to ensure quality.

"England has a maximum price but not a minimum price and we have recently started what I call a price war. So, somebody says, 'We'll do the course for £120,' and then somebody says, 'No, we'll do it for £99.' So, it becomes a discounting lottery almost... I think standards will drop, either with the trainers or the venue" – Course provider (tutor), England

When questioned about the appropriateness of the level of fees, most attendees and providers felt that the course represented good value for money, especially when the quality of the tutor and the need for venue hire were considered. However, two attendees felt that the fee they paid was excessive and just added an extra burden on top of their punishment and fine. This was exacerbated by the need to take public transport to the course and the opportunity cost of taking time off work to attend.

"I think [the fee] was fair, because I think it was delivered professionally, it was informative, and I think for those people who had the ban for actually being behind the wheel, and causing an accident, it was vital, because I think they would have learned loads from it." – Attendee, England

4.2.4 Payment mechanisms

Attendee responses were near-unanimous in receiving the opportunity to pay for the course in instalments. All course providers reported that they offered flexible payment mechanisms, for example discounts to those receiving welfare benefits and the unemployed. One attendee recalled that some of the course providers they had considered did not allow payment in instalments, but this was the only exception identified. Several providers and attendees mentioned that discounts were often offered for early settlement. Evidence from providers and attendees suggested some providers did require full payment prior to attending a course while others were more flexible and would withhold the course completion certificate until full payment was received.

Course providers and attendees who commented on the instalments system were generally very positive about it. A small minority of attendees mentioned that it was a decisive factor for their decision to proceed with the course. Course providers generally felt that the opportunity to pay in instalments was helpful in maximising the take-up of the course among potential attendees, particularly for those with financial constraints.

"We always say to people, 'well, you've got plenty of time. Why don't you do a later course, because that'll give you more time to pay?' if money's a bit tight. We're flexible. We want them to get on courses. It comes back to that about not making money. We're here to get people on courses." – Course provider (tutor), England

Two providers however expressed frustration with offering instalments as this created a considerable additional administrative burden. One provider highlighted their time spent on chasing up potential attendees for each instalment. The other revealed that they had greatly reduced the flexibility they offered attendees in the structure of their instalments to try to counter issues with some individuals failing to pay the entire sum before the course began.

"It's two instalments. The final one must be paid two weeks prior to the start of the course... We had a different method when we first started where you could drip feed payments in. It's an absolute nightmare because they cannot start the course unless they have paid in full. Because it was so easy for them to pay in small instalments, they just gave up paying" – Course provider (administrator), England

4.2.5 Compliance with the 'User pays' principle

Few respondents were able to comment in detail on the process of paying a per capita fee to DVSA. However, those who could (notably course providers) showed good awareness of the requirements and reported that the payment system, which was typically reported to be the responsibility of administrative staff at course providers, was simple and functioned correctly.

"We make a per-capita charge to JAUPT. It goes to the DVSA, but we notify JAUPT of it, it goes into that particular account. Obviously, that's £7 per every successful completion over that particular three-month period." – Course provider (administrator), England

To further explore the level of compliance among course providers with the requirement to pay a per capita fee to JAUPT, data on the number of course completions and respective amounts paid to DVSA per provider was analysed.^{xii} The most recent data set available from DVSA included data from Q1-Q3 2018 (April-December 2018).

Based on the requirement for course providers to pay £7 per course completion, the DVSA received the correct expected amount during April-December 2018. In Q1 a provider paid less than expected in error, but this was rectified by an additional payment in Q3. A similar discrepancy in Q2 could be explained by an underpayment in error by another provider, which was also rectified by an overpayment in Q3.

The 'user pays' principle demands that the cost of administering and delivering the DDR scheme is met entirely by the 'users' – i.e. the course attendees – without any subsidy from public funds. To determine whether the scheme is meeting this criterion, a high-level comparison of the costs of administering the scheme (staff time and audit expenses) against average annual per capita fees received from course providers was conducted.

The cost of administering the scheme for the DVSA consists almost entirely of DVSA staff time costs. The DVSA provided an estimated annual average cost of time spent on administering the scheme per year, based on average figures since the application and quality assurance processes were outsourced to JAAPT in 2017. ^{xiii}

DVSA pays JAAPT annually an administration charge. The DVSA and DfT have confirmed that there is no extra funding provided to JAAPT in respect of the costs of delivering or administering the scheme. This information is not publicly available

Based on these assumptions, the high-level analysis estimated that the user is now adequately picking up DVSA's costs of providing the service. This would suggest that the scheme is meeting the 'user pays' principle. It must be noted; however, this assumption-based calculation represents a limited sample and restricted time period and does not take into account the initial costs of setting up and reforming the administration of the scheme. Further analysis of complete DVSA financial data is required to provide assurance that the principle is met.

Recommendations

- **Consider publishing guidance for providers on administering payments.** Evidence from attendees suggests flexible payment options were viewed positively and, in some cases, influenced their decision to attend a course. With this in mind, evidence of best practice among providers could be shared to encourage providers to offer flexible payment options. The guidance could also include tips on how to efficiently administrate payments from attendees.
- **Conduct further analysis of complete DVSA financial data to provide assurance that the 'user pays' principle is met.** The 2012 changes to the course stipulated that the course would thereafter be required to meet HM Treasury's 'User Pays' principle, wherein the cost of the course is met in full by the user. Further analysis of DVSA financial data could provide assurance that the principle is being met consistently.
- **Consider exploring further whether it would be suitable for England and Scotland to adopt a minimum course price, as in Wales.** Some stakeholders were concerned that the lack of a minimum price for DDR courses in England and Scotland encourages providers to sacrifice course quality to lower prices and attract more attendees, although there is no further evidence to suggest that this is happening. Further exploration of the effects of a lack of a minimum price could inform a decision on whether one should be introduced.

4.3 Sentencing and referrals process (by the courts)

4.3.1 Overview of process

Offenders disqualified from driving for 12 months or more can be referred to a course provider at the discretion of the magistrate or sheriff. The offender must then choose to accept or reject the offer and, of those who accept, must choose their preferred course provider. The court will then send a referral, including the offender's contact details, to the chosen provider. The provider is responsible for contacting the offender to arrange their attendance of a course. [The 2012 changes to the approvals process](#) – namely that course approvals must be issued for specified geographical areas – were intended to ensure that offenders can be referred to a course near to their local area.

Effective functioning of the referrals process is key to ensuring that offenders are being offered the opportunity to receive rehabilitation support, and that they can be referred to courses near their homes. The main stage research explored reasons for referral and non-referral by the judiciary and reasons why some referrals do not result in course bookings. The full list of research questions is shown in the process evaluation framework in Annex A.

4.3.2 Key findings from the main stage research

The scoping stage of the research identified telephone interviews with judiciary respondents and course attendees as the preferred sources of information on the referrals process. However, throughout the main stage interviews it was found that course providers also showed some awareness on this process; therefore, this section draws insight from this source too. The results in this section draw heavily from these stakeholder groups.

Figure 4.3: Key findings from the main stage research on the referrals process

Findings where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ DDR Course is widely offered to most eligible offenders. 	<ul style="list-style-type: none"> ⦿ Judiciary and police have limited involvement in encouraging take-up of the course. ⦿ Reasons for non-referral include repeat offending, 'high risk offender' status, and non-specific discretionary decisions by the judiciary. 	<ul style="list-style-type: none"> ✗ Guidelines for judiciary on who can or should be referred to the DDR course are vague. ✗ There is no central record of the number of referrals offered to offenders, making it difficult to monitor course take-up

4.3.3 Eligibility criteria for referral

Evidence from interviews with judiciary respondents, HMG stakeholders, course providers and attendees suggested that most first-time offenders who are not considered to be 'high risk offenders'^{xiv} are offered the course. Reasons for non-referrals focused on repeat offenders, high-risk offenders or cases where circumstances suggest to the sentencing member of the judiciary the DDR scheme would not be an appropriate part of the sentence (for example, if they felt that the offender was unwilling to accept their guilt and unlikely to embrace the course).

*"As far as I'm aware, the general principle would be just offered on the first conviction only, it can't be offered again." –
Judiciary, England*

"If it's a relevant drink offence under the legislation then I would be starting from the assumption that I would want to explore the drink driving rehabilitation scheme" – Judiciary, Scotland

"I've not got a rigid, set of decision-making reasons that I would be able to serve for you... basically someone who is a first offender who's just over the limit...I would say that they are down the certain end of the scale. The people involved in repeat offending, habitual offenders or habitual drink drivers, I see little point. So anywhere between that...it's facts and circumstances exercise" – Judiciary, Scotland

During the course of the research it became apparent that while the number of referrals to providers and completion figures are recorded, there is no clear record of the number of the total referrals initially offered. This means it is currently not possible to assess whether some magistrates/sheriffs are more likely to offer the course than others. If this information was available, it would provide a clearer picture of the levels of referrals offered across the UK and how it corresponds to conversion/completion rates. There could also be potential for exploring in more detail certain groups who are more likely to reject referrals. This could enable further analysis of what could be put in place to encourage take up with certain audiences which could lead to higher numbers of completions.

According to judiciary respondents, there was little in sentencing guidelines regarding eligibility for referral to a DDR course. They indicated that the guidelines prevented them from offering it to those who had repeated their offence within 10 years, but otherwise the decision was at the discretion of the magistrate or sheriff.

Evidence from the depth interviews suggested that the referrals process is working as intended. Magistrates or sheriffs decide whether to offer the DDR course, followed by the offenders accepting or rejecting this offer. Judiciary respondents indicated that the DDR was offered in most cases for first time offenders, regardless of whether legal advisors request that the course is offered as part of a sentence. No respondent was aware of anything that was being done to formally evaluate the judicial decision-making process.

4.3.4 Promoting course attendance amongst those referred

Most judiciary and police respondents didn't see it as their responsibility to encourage offenders to attend the course. Other respondents within these groups, as well as course attendees, had direct experience of the courts encouraging attendance but, these views were in the minority. Course providers, judiciary respondents and HMG respondents suggested that the main encouragement came from providers, for example through leaflets advertising the 25% reduction in ban or through follow up emails and calls after the offender had agreed to attend the course.

"No, not at all. It was totally up to the individual. If you didn't want to attend it, no pressure at all. The information's just given you. It's there if you want to do it, and that's it." - Attendee, England

"The court encouraged me to attend the course but ultimately, it was my own decision" - Attendee, England

Recommendations

- **Incorporate guidance on DDR referral to sentencing guidelines.** Specific sentencing guidelines could ensure that a greater proportion of appropriate offenders are referred to the course, and that there is greater consistency between cases where appropriate.

- **Establish a central record of the number of referrals offered to offenders.** The judiciary may wish to consider creating a database of referrals to assist in future course reviews. This would help determine how widely DDR is being offered and potentially provide evidence of certain groups who are less likely to accept offers.

4.4 Awareness-raising of the DDR course

4.4.1 Overview of process

Some providers take several measures to raise awareness of the course among the judiciary to encourage referrals to their courses, including:²

- Meeting with court officials to discuss and provide training in the operation and administration of the course
- Establishing a contact at the court to deal with administration of the DDR course
- Ensuring regular and ongoing contact with court officials to discuss the course and the organisation's course
- Providing written information outlining the course and their course.

Proactive awareness-raising of the course is important for ensuring that key target stakeholders who are not directly involved in course delivery – such as the police, the judiciary and relevant Government departments/agencies – have a full understanding of the course to inform their activities related to it (such as providing information to attendees and deciding who to refer to the course). It is also important for offenders to be aware of the course before appearing in court, so that they can make informed decisions on whether to accept referral and choose a provider. The main stage research therefore sought to understand the full extent of course provider engagement with key stakeholders, the effectiveness of marketing and communications in raising awareness of the DDR among target stakeholders, and how these could be improved. The full list of research questions is shown in the process evaluation framework in Annex A.

4.4.2 Key findings from the main stage research

Course providers and HMG stakeholders were the only respondent groups that showed meaningful understanding and experience of the awareness-raising techniques employed by providers, and therefore most of the key findings on this topic are mainly drawn from these interviews. Interviews with course attendees, police and the judiciary were used to gain an understanding of the level of awareness of the DDR course among these groups.

The key findings regarding this process from the main stage research are outlined below.

² Transport Research Laboratory (2004). The drink/drive rehabilitation course: evaluation and monitoring. Final Report.

Figure 4.4: Key findings from the main stage research on awareness raising of the DDR course

Findings where elements of the process are generally working effectively and efficiently	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Course providers proactively raise awareness of their courses through courts and solicitors' offices. ✓ Awareness-raising processes are well-established and formalised in Wales. ✓ Some course providers provide leaflets to courts in foreign languages used in the local area. 	<ul style="list-style-type: none"> ✗ There is no formalised system for course providers to market and raise awareness of the DDR course in England and Scotland. ✗ Increased number of providers in each area means that awareness-raising visits by providers to courts are disadvantaging smaller providers and increasingly being rejected by courts. ✗ Very few attendees have heard about the course before sentencing. ✗ Awareness of the course among relevant target stakeholders who are not directly involved in its delivery – such as judiciary, police, and interest groups - is reasonably low.

4.4.3 Awareness of DDR (England and Scotland)

There is no formalised system for course providers to market and raise awareness of the DDR course in England and Scotland, according to course providers and HMG stakeholders, judiciary respondents and police respondents. Course providers, however, said that they made considerable effort to engage with courts and prospective attendees through a variety of methods at their discretion. The most frequently reported method of raising awareness of the course with both courts and attendees was to leave leaflets containing details of their courses in the applicable courts, with the view that these would be distributed by court staff or otherwise picked up by potential attendees prior to or after their sentencing. Some providers revealed that leaflets are offered in foreign languages (such as Polish, Lithuanian and Urdu) to attract the attention of individuals who did not speak English as a first language. One course provider suggested that competition between providers sometimes lead to leaflets or posters being removed by others to gain a competitive advantage in securing referrals.

"We also put leaflets into the courts. So, while they're sitting in the waiting room, waiting to have their sentence, they can go and have a look at these leaflets. That's part of the marketing. We also produce them in three languages. If there's a leaflet in Urdu, and it's the only one there, they're going to choose that provider, aren't they?" – Course provider (administrator), England

Several course providers also mentioned that it was common practice for course providers to send their staff into courts in order to build relationships with staff and ultimately increase the proportion of offenders who are referred to their courses. It was further stated that by providers that they would be invited to present at formal court staff training days.

"You'd have some training days with magistrates and the legal advisors and sometimes you may get one of the course providers to come along and present to the court of this is what we intended to do, this is the rationale for it... to raise judicial awareness of the scheme and the providers." – HMG stakeholder, England

It was suggested by some smaller, newer course providers that larger, established providers that had the resources to employ staff dedicated to court liaison were able to establish themselves as 'preferred providers', giving them an advantage in obtaining referrals. Some respondents even suggested that courts who had built a strong relationship with particular providers would supply their information over others, effectively excluding smaller providers from the selection process (there is, however, little evidence to suggest this is true – larger providers receive more referrals, but it cannot be demonstrated that this is a result of favour from courts).

"I think a lot of them were the only provider that covered a set area, so Mr Judge knows Mr Provider ... providers would send people in, and the ushers would know them ... and then if maybe another provider comes in, it's 'well, we don't know you, I'm still going to refer you to the old provider'" – HMG stakeholder, England

However, several respondents suggested that since the 2012 changes to increase the number of providers operating in the same areas, this practice was becoming less commonplace and courts were less welcoming of relationship-building visits from course providers. They theorised that courts had begun to decline to engage with providers out of fear of being seen to favour some over others. One provider also mentioned that they had stopped this practice as they were unable to prove that it made any difference to the number of referrals they received.

"From a court's perspective, one of the concerns that we've had with it is that they ... really sort of try to persuade people to use their services. I don't think that really fits in well. We can't be seen to be favouring one particular provider over another."
– HMG stakeholder, England

Several course providers mentioned that they engaged with solicitors and their clients in a bid to increase the number of offenders referred to their courses. One course provider also mentioned that other providers use search engine optimisation in a further attempt to raise awareness with prospective attendees (although there is no further evidence for this assertion, including no confirmation by any provider that they use search engine optimisation).

"I've been liaising with solicitors and marketing my courses with them so that they can advise their clients. I've done that via an email campaign, but my next stage is to phone up individually to those who have not responded and introduce myself and market it there." – Course provider (administrator), Scotland

4.4.4 Awareness of DDR (Wales)

Awareness-raising processes in Wales appeared to be more formalised and effective than in England and Scotland. According to an HMG stakeholder, the Welsh Government have a clear process for distributing leaflets to courts and course attendees. They reported that money raised during the application process was used by the Government to produce materials describing the how the DDR scheme works, which were then distributed to courts for use by offenders. Participants also suggested that the Welsh Government had a formalised process to raise awareness of the course with the police, with the same materials being distributed to custody suites to inform police and potential attendees.

"It's a very simple little leaflet ... to the offender that the magistrate may offer you to go on the course. If not, you can ask, and it advises them that the course has got very good rehabilitation rates and also can take some time off their driving ban [and] about the cost of the course. We provide those to the courts. I think we also put them into custody suites at the police station as well." – HMG stakeholder, Wales

4.4.5 Awareness of DDR among indirect stakeholders (Police, judiciary, and potential attendees)

Overall, interviews with stakeholders who are not directly involved in course delivery – such as judiciary, the police and interest groups - demonstrated reasonably low course awareness, raising doubts on how effective the current mechanisms for marketing and communications were.

Respondents from Police forces in England highlighted very limited knowledge of the course. Several of these respondents commented that little was done to raise their awareness of how the course works, with the only current avenue being the instances where they would be summoned to court to give evidence on drink driving cases. One respondent commented that prior to the 2012 changes, when courses had been run by the local authority in their area, the police were more involved and would, on occasion, attend courses to speak about the process of drink drive enforcement, from arrest through to charge.

"There is currently no engagement with the police at all. The police aren't aware of what the content is. All they know is a way of reducing the disqualification period. They used to be involved." - Police, England

Police respondents were divided however on whether raising awareness of the course amongst officers would be a useful exercise. One officer, for example, felt the police were only responsible for enforcing the law and apprehending drink-drivers, and another stated that the police had very little influence over the likelihood of an offender attending the course, so there was little need to educate them about it. However, others felt that raised awareness could allow the police to support offenders all the way from apprehension to sentencing. One suggested that if police in custody suites were armed with information and able to inform offenders about the course, they could encourage more of them to plead guilty from the start and therefore save court time and resources. Another stated that if police officers knew more about the content of the course, they could consider how suitable the course would be for the offender and include information on this in their file alongside other evidence that is passed on to those with sentence decision-making authority.

"Is that our role? Should we be more aware of that? Should we be promoting that? Or, actually, is that a matter for the courts? So, we've got to be really careful that we're not seen to be part of the punishment side of the Criminal Justice Process, because we should be impartial from that." – Police, England

Academics and respondents from interest groups showed very little awareness of the course, beyond knowing that it exists. This could have negative implications for the potential improvement of the course in future, as it appeared there was little critical discourse about the course among experts in the road safety and substance abuse fields. One representative from an interest group summarised this by suggesting more awareness would spark more debate about the course.

"I think there's been too much focus on just the limit, and not nearly enough focus on the rest of the system... but wherever that goes, there's a whole wall of other issues that need to be in place around reinforcement and rehabilitation to make the system work whatever limits you have." – Interest group, England

Almost all the course attendees interviewed did not know about the course before their offence, with the majority reporting that they first heard of the course when they arrived at court. One attendee was informed about the course by police when they were arrested but were unaware of what it entailed. Another was informed by their solicitor prior to their appearance in court. The small number of offenders that were aware of the course prior to their offence revealed the reasons behind this were friends or relatives having attended the course previously.

"It's not like speed awareness courses, where everybody talks about them ... They don't talk about Drink Drive Rehabilitation courses because there's a degree of shame involved, so it's not well known." – Interest group, England

Awareness of the DDR scheme was universal among judiciary respondents, with all acknowledging the course and frequently using it as a sentencing option. However, none of these knew about the details of how the course worked (such as the course content or how it was delivered). Almost all judiciary respondents mentioned that they would welcome more information about the course, through judiciary training days or features in the regular publication for magistrates. However, two stated that their involvement with the course stopped as soon as sentencing was complete and therefore any additional information was unlikely to change the way they interact with it or who they refer to it.

One HMG stakeholder suggested that consistent public awareness campaigns were key in marketing the DDR. They stated that the issue of drink driving, as well as the rehabilitation course, should be promoted as part of the THINK campaign³. Conversely, a course provider and a representative from an interest group felt that as a clear majority of the general public will never have any need or opportunity to attend the course, there was no point in trying to market it to the public.

"Any discussion of drink drive both in terms of rehabilitation and the offence itself is a good thing and should be encouraged. If we don't keep pushing the message across, we don't have effect. We'll go backwards." – HMG stakeholder, England

Recommendations

- **Explore options for introducing a formalised process for meetings between providers and courts.** A mechanism to enable providers and courts to communicate could improve consistency of referrals and lead to efficiencies within the system, while reducing fears among court staff that they may appear biased for interacting with certain providers.
- **Explore awareness-raising in Wales.** There is some evidence to suggest there is a more joined up approach to awareness raising of the DDR course in Wales. This includes involvement of police liaison officers in distributing course information leaflets. While Wales is a smaller geographical area than England and Scotland, further work could be undertaken to look at initiatives that could be applied to other regions.

4.5 Selection of course provider and course allocation

4.5.1 Overview of process

Offenders are required to decide whether to accept the offer of a DDR course and choose a course provider during their court hearing (after sentencing but whilst still at court, immediately after sentencing). They get very little time to make this decision. The DVSA provides a 'find your nearest' service (an online search tool which is publicly available) to help offenders to identify the providers and course dates that would be most suitable for them. This service was implemented as part of the 2012 changes. Printed materials such as lists of course provider organisations or leaflets distributed by course providers are also typically available to inform offenders of the selection of courses on offer.

The process of selecting a course provider is a crucial part of the DDR course – when functioning correctly, it should allow offenders to make an informed decision on which course provider to choose, and ultimately attend the course that is most

³ 'THINK' is the umbrella branding for the UK Government's road safety campaigns. A wide variety of campaigns on road safety issue such as drink-driving and speeding are run every year under the 'THINK' tagline.

suitable for them. The 2012 changes to the DDR course aimed to increase the availability of courses and allow for competition between providers for referrals. The main stage research therefore looked to explore how these changes have been implemented and are they achieving the intended objectives. The research also explored the information provided to offenders by different courts to help them choose a course provider, usage of the 'find your nearest' service, the process of booking on to a course, and the geographical spread of courses. The full list of research questions is shown in the process evaluation framework in Annex A.

4.5.2 Key findings from main stage research

Most course providers and attendees were able to offer considerable insight into how course provider selection and course allocation works. As a result, key findings are largely informed by course providers and attendees' views, with supporting evidence from other stakeholder groups where relevant, such as HMG stakeholders and judiciary respondents. Additionally, secondary data has been used to synthesise interview findings, including the number of providers by geographical area.⁴ However, some data identified in the process evaluation framework – namely recent figures on course completions and the DVLA database of reported drink-drive cases were not available for research purposes.

The key findings about the selection of course provider and course allocation processes have been summarised below.

Figure 4.5: Key findings from the main stage research on course provider selection and course allocation

Findings where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Offenders are generally able to access a local DDR course. ✓ Booking and payments processes for a course is, in the main, straightforward. ✓ Experiences of 'find your nearest' online tool are largely very positive. 	<ul style="list-style-type: none"> ⦿ 'Find your nearest' service is not frequently used to help decide on course provider. ⦿ Cost and location of courses are key considerations for course selection. 	<ul style="list-style-type: none"> ✗ Lack of consistency between decision-making procedures for offenders in different courts. ✗ Lack of time for offenders to make a decision on which provider to choose. ✗ Information on course providers contained within leaflets is sometimes inaccurate or out of date. ✗ Inaccurate or incomplete offender details make it difficult to convert referrals into bookings and increases costs for providers. ✗ Lack of clarity on how offenders change course provider once the referral has been made.

4.5.3 Reasons for non-conversion of referrals

One of the main reasons for not completing a course after it has been offered was linked to previous findings around the 'panic purchase' nature of the decision making for the offender. Several course providers and HMG stakeholders pointed

⁴ JAUP (2019). List of providers in each geographical area compiled for Ipsos MORI

to the fact that the experience in court is often very stressful and alien to most people, and hence it is not the appropriate time to make a decision around attending a DDR course. Another provider suggested that some offenders are not given adequate information about the course prior to sentencing and are asked whether they want to attend without knowing the DDR scheme even exists.

"It's not a great process, because when someone's up in court it's a very emotive, stressful time for them, and then... they've got to pick one there and then. They haven't really got time to reflect on which one would maybe be the best one for them" – Course provider (tutor), England

"Sometimes the offender is forced to make an impulsive decision in front of the magistrate without the opportunity to consider the pros and cons." – Course provider (tutor), England

Another possible reason identified by a small number of stakeholders was offenders may have an alcohol use problem (which they do not want to admit) and cannot see the value in attending the course. This second point was reinforced through attendee interviews, several of whom reported having low expectations prior to attending and their main reason for attendance was the reduction in their ban. In several of these cases the educational aspect of the course had come as a value-added bonus.

Four course providers also mentioned the cost of the course as a disincentive. Almost all providers who were interviewed had discounts and payment schemes in place to help encourage course sign ups. This finding is covered in more detail in section 4.6 of this report.

"The cost is a disincentive. Also, the people who are heavy drinkers who drink-drive regularly won't bother attending the course because they know it'll be a waste of time. The ones who attend the course will not be problem drinkers and are more likely to benefit from the course." – Academic, England

4.5.4 Choosing a course provider

Interviews with course providers, HMG stakeholders and course attendees suggested that the process of selecting a course provider was highly inconsistent between courts, and that there was little understanding of how the process works in practice. A variety of different systems were reported to be used by different courts. Some attendees revealed they were given a selection of leaflets for a range of course providers before their sentencing and asked to choose a provider from these. A course provider suggested offenders were given a laminated sheet of paper printed by the court containing details of a selection of recommended providers they could choose from. One attendee revealed that they were not given the opportunity to choose a provider in court, and instead found out that they had been automatically referred to a provider when they were contacted to arrange booking and payment for their course.

Several course providers felt that the lack of a consistent, formal process meant that they were being denied a fair opportunity to market their courses, and that this problem has been exacerbated by established providers who are known to send representatives to build relationships with the relevant staff at courts (these generally occur outside of hearings).

"Some courts decide that they're only going to advertise one provider because that's their preferred provider...they'll say '... X is our provider so you're going with X. Some courts will tell them to go onto the government web-, the JAUPT website and look for a provider" – Course provider (tutor), England

Course providers and HMG stakeholders suggested that the discrepancy was due to a lack of awareness among the courts of the official arrangements for this process, or a disinclination to respect these in favour of greater convenience. However, there was no consensus among respondents of what the 'official' process for this consisted of.

"Legally, the court should enquire with a person while they're in court, who they would like to do their course with, and normally the usher would have information about different courses in their area and help them to make a decision... but I would say that happens maybe 1 in a 100." – Course provider (tutor), England

Several attendees, course providers and HMG stakeholders described how offenders were typically only given a few minutes to consider which course provider to choose prior to entering the court room and telling the magistrate their decision. This was perceived to force attendees to make a 'panic purchase' wherein a lack of access to full information about each provider, a sense of pressure, and a lack of time to consider the advantages and disadvantages of each choice compromised the quality of their decision.

"It was a hasty job ... the usher came out with the leaflets and she said, 'You will need to tell the court which of these providers you are going to choose.' ... that could have been done at 10:00am. I could have been given a bit more time to come to terms with the fact of the size of the commitment and to determine location, etc." – Attendee, England

The way in which the 'find your nearest' service is used as part of the course selection process appears to vary, with a very small number claiming that the service was used by court staff to show offenders which providers and courses were available in their area prior to requesting a decision, but most indicating that the service was used after the offender had made their selection and left court to find specific dates and locations. One stakeholder suggested that the service was not used in court due to a lack of convenient internet access.

"That seems to happen after they've made a decision on the company that they want to go with, they can just log on, put in the details of their postcode and they'll be provided with the detail of what courses are available in their locality. That happens later on in the process really, when they've made a decision about their provider." – Course provider (tutor), England

According to attendees that had used it, the service was simple and easy to use. Several course providers, however, raised concerns about the integrity of the system. One provider stated that the information available on the website was incomplete and described how on several occasions they had discovered that their courses were missing. Another was concerned that some providers submitted details of courses at appealing times and locations with no intention of delivering them, to attract attendees who would then be re-allocated to another of their courses (although we found no further evidence to suggest that this was true).

The foremost priority for attendees in choosing a specific course was price. Location was also a key factor for most, and many sought courses near their homes with convenient public transport options nearby. Another motivation for choosing a provider was the day of the week on which courses were available, with several respondents stating that they had to fit their attendance around their working schedule. These findings were echoed by the course providers interviewed.

4.5.5 Information and guidance

Interviews with a range of respondents suggested that each court appeared to have its own system for providing information. Attendees, course providers and judiciary respondents' reports of typical materials and information available

to offenders during the course selection process varied from provision of a wide range of leaflets showing the full selection of DDR course providers in the area, to a list of names of local providers through to the contact details of a single provider.

"What I have seen is I've seen a list which has all the providers listed on an A4 piece of paper and the clients just pick one because it's on the top or they pick one because the price says, 'From £99.'" – Course provider (administrator), England

Course provider leaflets were broadly described by attendees as being sparse, offering only the key details such as the locations and prices of courses, although the information contained in these was thought to be clear, accurate and sufficient. Several respondents also mentioned that these leaflets were often made available in a variety of languages to cater to the local population of some areas. One course provider indicated that the competition for referrals meant that providers were incentivised to keep the information up to date, however, another felt that the information provided through other means, such as printed lists, tended to be inaccurate and out of date.

"I think any information that's given in court should be accurate and at the moment it isn't ... Prices, locations... it says [online] that one company delivers 250 venues and they don't, the locations are incorrect on there ... it's quite misleading really." – Course provider (administrator), England

4.5.6 Booking process

The process by which to book onto a course was revealed to be relatively simple. All attendees chose to book either online or by phone (the latter option was particularly appreciated by attendees with limited computer skills). A minority of respondents however complained about the availability of courses, reporting that having chosen providers which offered courses at locations and times convenient to them, they began the booking process only to find that there were no spaces available on these courses for several months. Some attendees mentioned that they ended up booking courses on days that were inconvenient to them as nothing else was available.

"I was told to book onto the January one, so I applied to book on to that one, but then when I went in it was fully booked. ... It is a bit annoying getting told to book a course and then finding it is fully booked already" – Course attendee

The immediate preceding steps to booking onto a course however gave rise to a few issues. Several course providers mentioned that they frequently received incomplete or inaccurate contact information for attendees that had been referred to them by the courts, which made it difficult to contact these individuals to encourage them to complete the booking process. This was considered particularly acute for smaller course providers, who lack the administrative staff and infrastructure to consistently 'chase' non-bookers.

"Sometimes there aren't accurate contacts on the referral - an accurate phone number or an accurate email address. And sometimes the address is inaccurate, and if we send a letter it just comes back return to sender." – Course provider (tutor), Wales

There was also a lack of consensus and clarity among respondents as to who was responsible for initiating the booking process, which presents another barrier for converting referrals into course completions. Around half said that it was the responsibility of the provider to contact the attendee with booking details, and others stated that the onus was on the attendee to make the first contact. Attendees were more likely to think that the onus was on them to make contact with the provider.

"Once we've got that referral on our system, if there's a phone number, we'll send them a text message but, hopefully, there'll be an email and we'll email the courses that are coming up in the area We do make a lot of effort to try and get them on courses." – Course provider (administrator), England

Issues with the booking process was only one of the reasons identified for non-conversion of referrals. Largely noted by course providers, another reason was due to a lack of willingness from offenders to take the courses for personal reasons. These included an inability to pay for the course; forgetting to book a course until it was too late; unwillingness to use public transport; inability to take time off work; childcare issues; and a perception that the 25% reduction in the disqualification was not worth the effort of booking and attending a course.

Interviews with course providers, stakeholders and attendees revealed that there is a lack of clarity on how to change course provider once a referral is made. A small number of HMG stakeholders and course providers outlined that according to DVSA guidelines, if an attendee wants to switch to another provider then the referring court must agree to withdraw the referral and then re-issue it to another provider. However, respondents were unanimous in stating that this procedure was not followed in practice. Instead, providers simply send referrals by secure email to the new provider (a process which most providers who commented felt to be preferable). One course provider suggested that this was because courts were overburdened, and therefore providers feared that "burdensome" administrative requests such as this may take a long time to process.

"Historically, there was some kind of agreement where providers used to swap referrals between one another for whatever reason. That isn't in the current legislation. ...from what I understand it the courts are very reluctant to do that, because they haven't really got the time. In practice, the provider would say 'well, it's alright, I know somebody in Northumberland, I'll ring them, and we'll switch you over to them'." – HMG stakeholder, England

4.5.7 Availability of courses

The extent to which a greater number of offenders can access a DDR course, as a result of the 2012 enforcement to widen the geographies offered, was viewed positively. Attendees largely indicated that they were able to access courses near to their homes. Most stated that they were able to book on to courses that were a relatively short journey away, although several mentioned that their inability to drive during their disqualification period resulted in journeys to courses on public transport that were longer and less convenient than the equivalent journeys by road. No attendees expressed frustration or disappointment with the location of their courses.

Analysis of secondary data also supports the notion that there is a wide geographical spread of courses. There are currently at least two course providers operating in 22 geographical areas across England and Scotland, and Wales (which is treated as a single separate area). The largest concentration of course providers is in Greater Manchester, with a total of 10. In comparison to England, however, Scotland and Wales are relatively under-served. Four out of six areas in Scotland only have two approved course providers, and the remainder are only served by three – whereas in England all areas are served by a minimum of five providers. Wales is only served by two providers.

Recommendations

- **Explore how to make the 'find your nearest' service more available in courts.** Making this service available in more courts (by giving offenders access to a computer they can use to browse the service, for example) would help to increase usage of the service, and potentially the number of offenders accepting a referral.

- **Explore options for awareness-raising of DDR for offenders.** Raising awareness of the course among offenders before they attend court would help to ensure that they are able to make an informed decision on whether to take the course and which provider is best for them. This could lead to an increase in acceptances of referrals and efficiency savings for providers who may have to commit less time to contacting potential attendees.
- **Review methods of offender data transfer to providers.** A review of what information is collected, what is compulsory and how data collection could be made more accurate and complete could have a significant impact on the ability of providers to contact offenders and convert referrals. It would also reduce escalating administrative costs for providers.
- **Consider allowing providers to transfer referrals without the involvement of courts.** Formally allowing providers to send referrals between one another by secure email – a process which is extensively used in practice – could help to prevent an unnecessary extra administrative burden on courts and improve the customer experience for attendees who wish to switch to another provider after the initial referral has been made.

4.6 Course delivery and course completion process

4.6.1 Overview of process

Course content is dictated by a [syllabus provided by the DVSA](#), which was devised in 2012 based on best practice from providers prior to this. The syllabus is split over two distinct units. Unit One focuses on helping attendees to understand the impact of alcohol use in relation to driving. Unit Two focuses on approaches to behavioural change in relation to driving and alcohol use. Both units are built upon the notion that behaviour change is best achieved by encouraging offenders to independently reach a position where they actively want to change their behaviour, and subsequently providing them with the support needed to successfully make these changes. The syllabus stipulates the required learning outcomes and assessment objectives for each unit, however course providers are permitted to devise their own structure and delivery format of the course to meet these objectives (subject to approval from DVSA).¹ For example, they may choose to spend more time on some sections compared to others, or to incorporate multiple interactive sessions throughout the course – as long as the overall content is compliant with the course syllabus. This results in course formats reflecting the priorities and preferences of providers.

Courses must last for 16 hours in total and be delivered over three days in a face-to-face setting with at least 4 attendees. On rare occasions the DVSA will make exceptions to this on request – for example, to provide a course over consecutive days that suits the needs of offenders who live in extremely isolated areas or usually work offshore. Upon completion of a course, the course provider sends a completion certificate to the referring court, which then informs the DVLA that the course has been completed and the ban should be reduced. The DVLA then make a note of this on their database, so that when the attendee reapplies for their licence it can be restored without delay (however High-Risk Offenders will need to have a medical assessment in order to regain their licence).

A complete account of these findings can be found in the scoping stage report.⁵

Appropriate content and effective delivery of courses is necessary to ensure that the DDR course meets its aims of educating offenders and preventing future re-offending. The main stage research therefore explored the current effectiveness of course delivery, and the appropriateness of the course as means of rehabilitating offenders. The 2012 changes to the course

⁵ Ipsos MORI (2019). Scoping study for the review of the Drink Drive Rehabilitation Course

aimed to ensure greater consistency in the delivery of courses, so the research also sought to develop an understanding of how courses are delivered and how this varies between providers and areas. The full list of research questions is shown in the process evaluation framework in Annex A.

4.6.2 Key findings from the main stage research

Sources used to answer the above questions included a mix of telephone depth interviews (with course providers, course attendees, DVSA staff, and relevant academics and interest groups); course observation visits; and information from the DDR course syllabus and previous evaluation reports.

Awareness of how the DDR course is delivered varied considerably between different stakeholder groups interviewed as part of the research. Course providers and course attendees were able to comment at length due to their direct experiences of participating in courses, whereas awareness among other stakeholder groups was poor. As a result, overall findings on this process are largely based on interviews with course providers and course attendees.

Key findings from main stage research on the course delivery and completion process are outlined below.

Figure 4.6: Key findings on the course delivery and course completion process

Findings where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Course content is seen to be relevant, appropriate and engaging by attendees. ✓ Course providers and attendees think that the face-to-face delivery method is appropriate. ✓ Attendee perceptions of course delivery by tutors are mostly very positive. ✓ Most providers deliver courses using an interactive format, which is favoured by attendees. ✓ Most stakeholders think the course is an appropriate way to educate drink drive offenders. ✓ Some course providers speak favourably about the flexibility offered by the syllabus. 	<ul style="list-style-type: none"> ⦿ Some attendees may need more follow-up support than is currently offered. 	<ul style="list-style-type: none"> ✗ Court involvement in the course completion process viewed as unnecessary and can delay reduction in disqualification or application for licence. ✗ Course materials and facilities are sometimes poor quality.

4.6.3 Course syllabus and content

The content of the DDR course was widely seen by stakeholders to be appropriate and engaging. Many course providers noted that the syllabus was both specific and strict, and that the course content aligned very closely to this. However, many also commented that it offered sufficient flexibility for them to build a course as they see fit around the core requirements. Only one provider felt that the syllabus was too restrictive, commenting that the sheer quantity of content they were required to cover left them without flexibility to spend time on particular sections or exercises. The extent to which the course could be attributed to positive outcomes for road safety, such as reducing reoffending rates, was also found to be questionable.

"It addresses the issues that are relevant to the offenders, it addresses the issues that we're trying to educate them in. Until we can say that reoffending rates have changed, or conviction rates have changed, we don't have the evidence to say that the course is supporting those outcomes at the moment." – HMG, England

The course content was widely felt to be relevant by attendees, who noted the educational focus and the helpfulness of having sections on consequences and planning. Many referred to its informative nature and the provision of a good theoretical grounding, which many felt they lacked prior to the course. One respondent specifically noted the content on alcohol limits and effects on the body resonated and stayed with them beyond the course. Sections that were not directly related to drink driving, or alcohol more generally, were seen to be less relevant by some attendees. For example, one attendee mentioned that they had been taught about the highway code and general road safety practice and had struggled to stay engaged during these sections, feeling like their overall driving ability was not an area that needed to be addressed.

"It was very relevant. Covered alcohol, punishment, the laws, what it does to your body, the way it affects your driving, all sorts of areas and the reasons I was on the course." – Attendee, England

As part of the evaluation, course plans from 17 providers were reviewed. Documents were presented in Word or PDF format and varied in length, format and detail. The most basic plans provided a broad outline of the day with approximate timings and a summary of each stage – this was limited to two or three providers adopting this format. Most plans were split out into more detail with a full breakdown by day and overall objectives for each day listed alongside this. This was then followed by sections with approximate timings for each with bullet lists providing more detail on what was to be covered in each section and what resources were required at each stage. Several providers adopted more comprehensive plans which were presented in a format that was more in the style of a script for trainers. These tended to include prompts about preparation required prior to delivery as well as step by step instructions for each element of the course.

4.6.4 Course materials and tools

Responses from course providers revealed that modes of delivery were broadly consistent across different courses; they were universally classroom-based and delivered by a tutor face-to-face. Within this, the mediums through which to deliver content varied since these are at the discretion of the tutor. Overall, tutors expressed preferences for interactive exercises, group discussions and visual aids. Across all stakeholder groups, respondents were almost unanimous in saying that the current face-to-face method of delivering the course was the most effective, with all respondents agreeing that an online course would be inferior. The reasons given for this were that individuals are more likely to understand the potential significance and impact of their actions by sharing their experiences in person with others, and that they are compelled to take the course seriously if effort is required to attend in person. It was suggested that an online course would result in low commitment and engagement.

"I think it's a better way of getting people to understand what's wrong with their attitude than just doing an online course or something like that where you just read it, tick a box, go onto the next page. It's not actually changing your attitude as much as people discussing issues and how they impact on other people." – HMG stakeholder, England

Interviews with course providers identified several interactive elements within the face-to-face format, the use of which varied between courses and providers. The most widely-used elements included:

- **Introductions exercise:** where offenders tell the group why they're there at the beginning, what their offence is, including both sentence and breath test result

- **Practical exercise of pouring drinks:** asking offenders to pour measures of coloured water to represent how much they would drink at home
- **'Beer goggles' exercise:** where offenders wear glasses that simulate the effect of being intoxicated while trying to complete simple tasks, such as throwing a ball in a bucket
- **Video exercise:** where offenders watch videos showing traffic accident scenarios and are then asked to discuss who was at fault and what they should have done differently
- **Quizzes:** to test knowledge of the Highway Code and other topics discussed during the course

The style and demeanour with which tutors delivered courses, including their attitude towards drink driving, their approachability, and the serious learning environment they established, was frequently praised by course attendees. This was reinforced by the course observations, where tutors were noted to teach in an approachable and engaging manner.

"[The course tutor was] very effective. Both strict and effective. Not allowed to talk, use phone, not allowed to be late etc." – Attendee, South-East England

Views on the mediums of delivery and the materials used to deliver course content were mixed amongst both offenders and course providers. Offenders responded particularly well to the use of videos and group discussion exercises, as these were seen to be more effective and engaging.

"[They include] everyone by asking everyone for ideas, no one sat there in silence, everyone got involved and then the group activities were good as well." - Attendee, South-West England

The venues used to host courses were mostly seen to be suitable, although a small number of offenders noted the conditions of the classroom as problematic and, on some occasion, these were seen to have hindered the delivery of the course. One of the course observations was also noted to have taken place in an uncomfortable and distracting environment. The observer reported that the room was too warm, and an external door had to be opened letting in considerable noise from the street outside.

"They made [me] feel comfortable. They encouraged [me] to be honest and made [me] do a diary as homework. Only bad thing was the classroom – it was an uncomfortable, small, hot room. Children were playing outside." - Attendee, South East

A small number of course tutors noted the need to improve the quality of materials used. Of those that raised this as an issue, nearly all mentioned the need to update and modernise the visual aids.

The course itself is very aged, you're watching videos from the early 80s and 70s. You've got very old stats on there. It needs a contemporary look and training on this, so it needs that more behaviour change, coaching, sort of, more interaction it needs as well." – Course provider (tutor), England

4.6.5 Drink drive education

Overall, the course was seen by stakeholders as an appropriate way to educate drink drive offenders. An academic and several course providers flagged that drivers are usually shocked by the judicial process and educational course into rethinking their behaviour. Respondents largely felt that the course provided a good opportunity for this reflection, to change the attitudes of offenders and reduce the risk of re-offending. Several course providers also showed an awareness of previous research suggesting that the course reduces reoffending rates.

In terms of feedback on the appropriateness of the DDR, providers suggested direct feedback from course attendees was the most tangible source of information they had. The majority of course providers suggested feedback from attendees was largely positive and the course was seen as a useful way of being educated on drink driving.

"It achieves good results as shown by client reactions and reoffending rates." Course provider (administrator), England & Wales

Three respondents (an academic, a course provider and an HMG stakeholder) suggested that some respondents might need more support than is offered in the current course. They stated that attendees suffering from alcohol addiction would be unlikely to receive all the support they need from a one-off-intervention and might need to receive meaningful follow-up support as a result (these respondents did not appear to be aware of similar support offered through the High-Risk Offender scheme). An academic also suggested that while the course was a suitable way of educating offenders, it would be more effective if delivered as a pre-emptive intervention (as a part of learning to drive, for example).

"There are some people who have particular problems with alcohol that may need more help than others. A one-off course is not necessarily going to help with that, but then if you've got other follow up support structures and if you're directing them to other areas where they can get further support to change their behaviour ... a one-off intervention isn't really going to do a great deal." – HMG stakeholder, England

4.6.6 Administration of course completion

A number of course providers and HMG stakeholders confirmed the completion process was working as intended though it could be improved. It was reported that, upon course completion, the course provider sends a completion certificate to the referring court, which then informs the DVLA that the course has been completed and the ban should be reduced. When the attendee comes to reapply for their licence a note on the DVLA database should confirm a reduced ban.

Almost all course providers voiced dissatisfaction with the course completion process, describing the role of the courts in this process as unnecessary. Responses revealed how courts were typically overburdened with administrative duties, and so their involvement in course completion would frequently result in delays in registering the reduction of the ban with DVLA. In some instances, this has resulted in attendees frequently having to 'chase' courts and providers to prompt them to act. This was reinforced by the findings from one of the course observations, where the tutor included a section dedicated to teaching attendees how to monitor and expedite the progress of their certificate's delivery to DVLA, which included a warning that this process was inefficient and needed close attention to prevent any delay to the reduction being applied.

"We're not allowed to send them to the DVLA directly, which, to me, just seems daft. I really wish we were able to do that, because I think it would save a lot of trouble, and a lot of administration if we didn't have to chase the courts to process these certificates" – Course provider (administrator), England

Recommendations

- Explore options for the course completion process, including the possibility of allowing providers to send course completion certificates straight to DVLA. Allowing course providers to send certificates directly to DVLA would reduce the administrative burden on providers, courts, attendees and DVLA, and reduce delays associated with this process.

- **Consider reviewing requirements for course materials and facilities.** Although the standard of course materials and facilities is generally adequate, revised requirements for these in the syllabus or course approval criteria, enforced by DVSA through the course audit process could help to address the isolated reports where these are not up to standard.

4.7 Monitoring and quality assurance processes

4.7.1 Overview of process

JAUPT has been responsible for administering the audit process for DDR providers and courses since 2017. This has allowed full courses to be observed, whereas previously auditors only had the capacity to observe part of each course. One interviewee stated that although the course approvals process in Wales is administered by the Welsh Government, JAUPT still provides the auditing service for providers in Wales on behalf of DVSA.

An approved course provider is subject to an announced central audit as well as unannounced course audit at any time from a JAUPT or a DVSA representative (the course audit is subject to 8 weeks' notice of intention to audit) and are assessed on the following:

Figure 4.7: Areas assessed by JAUPT audit visits

Course provider quality assurance visit	Course quality assurance visit
Administration processes	Quality and delivery of the training
Trainer selection	Knowledge transfer
Trainer professional development	Learning environment
Communication	Course content
Internal quality assurance	Ensuring the course is being delivered in line with the approved course summary
Record keeping	Identification checks and registration of offenders

The 2012 changes to the DDR course aimed to increase the quality and effectiveness of the courses through the introduction of an effective system for monitoring courses and providers. The main stage research explored how the current monitoring and quality assurance processes are functioning, how course providers and tutors are assessed by JAUPT, how good practice in delivering the course is identified and shared, and how key challenges (and solutions to these) are identified. The full list of research questions is shown in the process evaluation framework in Annex A.

4.7.2 Key findings from the main stage research

The process evaluation framework identified that JAUPT's quarterly and annual reports from course and provider audits would provide supporting evidence to the research questions, however these were not publicly available and JAUPT were unable to provide them. The main stage research on this process was therefore largely informed by telephone depth interviews. Monitoring and quality assurance were identified as more technical and specific processes of DDR, and consequently only administrative staff and tutors at course provider organisations and HMG stakeholders (such as DVSA staff) were able to provide comment.

The key findings regarding this process from the main stage research are outlined below in figure 4.8:

Figure 4.8: Key findings from main stage research on monitoring and assurance processes

Findings where elements of the process are generally working effectively and efficiently	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Courses and course providers are being monitored regularly by JAUPT. ✓ The reporting burden on course providers is not seen to be excessive, and clear information on this is available. ✓ Monitoring and quality assurance is thought to have improved since JAUPT took responsibility for it. ✓ Almost all providers have systems for monitoring course delivery and tutor performance internally. 	<ul style="list-style-type: none"> ✗ Course providers feel that the frequency of audits is inconsistent. ✗ Audits only assess compliance with regulation; there is no formal assessment of learning outcomes. ✗ Feedback forms are widely used, but some providers and stakeholders think they are of little use. ✗ There is no formalised process for the identification and dissemination of good practice ✗ There is a lack of consistency between course providers in the ways in which courses are monitored internally

4.7.3 Frequency of monitoring

Interviews with course providers confirmed that JAUPT conducted separate audit visits to assess both providers and individual courses. The timing and frequency of audits was widely reported to be unpredictable, with JAUPT frequently conducting unannounced visits to courses. Two course providers expressed confusion about how JAUPT determined how often to conduct audits, reporting that the frequency of audits appeared to be random and unpredictable. One course provider reported having been audited six times in one year.

"It's completely random. Sometimes we have three on at the same time, then we don't have any for a couple of months. I don't think there's any kind of structure to it." – Course provider (tutor), Wales

4.7.4 Audit requirements

Course providers revealed that tutors are asked to complete a self-assessment forms for course audits, which is then compared to the observations of the auditor (a JAUPT representative). Following an observation, the course provider and course tutor are given a written report of the visit including any required improvements or changes to ensure compliance with the course syllabus. It was reported that progress against these changes is observed during the next observation.

"[The auditor] sits in the back. They come very early to see what time you turn up and set up. They watch the whole process from the beginning for the full three days, just making notes. They'll give you a bit of feedback at the end of each day. That feedback then gets sent back to the DVSA. They then look if there's anything to be looked at, so the providers normally let the trainers know any of the feedback. 'This is what's good, this is what needs developing.'" – Course provider (tutor), England

Several course providers suggested that centre visits are very thorough. JAAPT were reported to require providers to report on a variety of information, including evidence of compliance with procedures (such as ID checks, sign in sheets, etc.), statistics on referrals, completions and transfers to other providers, financial records, and the number of certificates issued.

Audit Reports

Audit reports for seven providers were reviewed as part of the evaluation. The audit reports consisted of three documents for each audit; one for each day of the course. The reports were presented in a consistent, JAAPT branded template which included details of the course such as the day number, the provider name, the venue and course number. The form is then structured into five sections; requirement notices, action points, continuous improvements, executive summary, report observations

The first three sections outline any changes that should be made to the course in order of importance/urgency. The 'Requirement Notices' section was blank for all seven audit reports which suggested that of the sample included within the evaluation no provider showed any serious cause for concern in how the course was being delivered. The 'Action Points' section outlines areas the provider/trainer should address for future courses. Several of these sections were populated for providers and included things such as verifying the identity of offenders prior to the start of each session and including a fire and safety briefing. The 'Continuous Improvements' section was populated for several providers and included things such as outlining the aims and objectives of each day as part of the introduction and ensuring all materials were adequately legible/audible to the whole audience. The 'Executive Summary' section was not completed for all providers but where it was it included a short summary of the course, the trainer(s) and any requirement notices, action points of continuous improvements.

The main section of the form is the 'Report Observations' section and is structured in the following way; delivery requirements, training environment, course introduction and structure, approved content, post course. This included a top-level summary of each part of the day alongside detailed notes on timings of each section. Other information such as whether there was continuity across days was also included, for example, if the venue was the same across all days. The reports concluded with a short note detailing when feedback was required in relation to 'Action Points' or 'Continuous Improvements' alongside the email address of the appropriate contact at JAAPT.

One provider emphasised that the process compelled them to maintain robust IT systems to collect and store this data. Most providers were content with this system, with several mentioning that the process was not overly burdensome, and others reporting that thorough and accurate information on what would be monitored was helpfully provided from JAAPT ahead of the visit. It was also widely reported that JAAPT provides written feedback on required improvements, and compliance with this would be assessed during a subsequent visit.

"There are lots of things that have come out about what will be required in that audit, and they'll be very helpful. I'm pretty used to doing audits, because I've run a fair few, and I've never had a sheet as helpful as JAAPT." – Course provider (administrator), Scotland

Satisfaction among course providers with the centre and course audit visits was high. There was an overall sense that the auditing process had improved since JAAPT had been appointed, with providers noting a more structured process and positive working relationship. Two course providers and interest group respondents however raised the point that the current monitoring process only looks at compliance with regulations, and a system to monitor training outcomes was missing.

"JAAPT will come in and they'll just do regulation, whether licenses are being checked, that's all been approved etc. which is quite simple stuff. They're not checking if learning's taking place." – Course provider (tutor), England

The level of internal monitoring was revealed to be very different between course providers, the reasons behind which were unclear. Some course providers pointed towards organisational size as a potential factor, as those with more resource could allocate people to monitoring. The types of monitoring in place were reported to range from informal discussions with tutors about how well they think the course is going, to more regular observations, scoring and corrective measures. In one case, a provider had no internal monitoring processes and instead simply relied on JAAPT audits.

Feedback forms for attendees were widely used by course providers to monitor and improve their performance. Several providers stated that they would compare tutor's self-evaluation forms to feedback forms to help them find areas for improvement. Attendees' views on the use of feedback forms were mixed with some preferring to complete them in the moment and other finding it awkward completing forms in front of their tutor. Some tutors and an interest group respondent also viewed feedback forms negatively, arguing that they were not an accurate reflection of successful learning or behaviour change, and reflected short-term satisfaction with the course rather than long-term impact.

The success of the course is based on what kind of post-course interviews or questionnaires ... that usually proves to be an extremely inaccurate guide as to whether it achieves the outcome. Everyone [in a different rehabilitation course for prisoners] said that that they really enjoyed it, they thought it was really useful, they learnt a lot, they think it's going to have a huge benefit for them and then four weeks later they're back in prison again." – Interest group, England

4.7.5 Sharing best practice

A variety of different ways of identifying good practice were reported to be used by the course providers. One provider mentioned that trainers from would share best practice with each other informally, exchanging lessons from their experiences of delivering the course. Another mentioned an online forum that was used for trainers from different course providers to discuss the course and exchange best practice in its delivery (although this has fallen into disuse). Another provider insisted that different course providers had become much less likely to share best practice since the 2012 changes which had introduced greater competition between providers for referrals. As a result, sharing best practice was seen to give competitors an advantage.

"In the old days we would work really well together, and we would help each other get better at what we were doing because there wasn't a competitive angle to it, but now there is, it's cutthroat" – Course provider (tutor), England

Several course providers mentioned that best practice was shared through a sector body named ADAPT, that would arrange meetings where experiences and lessons from course could be shared. However, there was considerable confusion as to how frequently the group met, with most revealing that it had not arranged a meeting for a long time and others suggesting that it had disbanded entirely.

One provider mentioned that they had identified good practice in delivery of the course through partnership with a charity working with offenders that had previously run DDR courses. This partnership allowed them to learn from the experiences of its staff and apply good practice identified to its own courses.

"We worked with [charity name] as well that had been running drink drive for quite a significant amount of time. We, sort of, merged with them and used their experience and knowledge to then expand so they have the-, they were already running the courses but we had more national reach. So, we used what they were doing in London and tried to replicate it elsewhere" – Course provider (administrator), England

Recommendations

- **Consider establishing a formal structure for the identification and dissemination of good practice.** Introducing a formal structure for the identification and dissemination of good practice would help to ensure that providers have the knowledge and skills they need to deliver the course as effectively as possible. This could take the form of a regularly updated JAUPT resource that clearly lays out best practice for course delivery, or a process for JAUPT to cascade updates on legislation and other external factors that could affect course administration or delivery to providers.
- **Introduce a system to monitor learning outcomes across courses.** A procedure for providers to collect data on learning outcomes, or alternatively reoffending, would help to facilitate evaluation of the effectiveness of the course. Collection of this data could be monitored and audited by JAUPT.
- **Clarify the frequency and schedule of audits for providers.** Formal guidance from JAUPT on the frequency of audits and the system used to determine when they are conducted would help to address concerns from some providers who feel that they are subject to excessive audits in short spaces of time.

5 Introducing drug drive education to the current DDR course

5.1 Context of drug driving in relation to the current DDR

In response to the [2010 North Review](#) of Drink and Drug Driving law [the Government introduced new legislation in 2015](#) to create the new offence of driving with a specified controlled drug in the body, above the specified limit for that drug. Between March 2015 and January 2018, nearly 25,000 motorists in England and Wales tested positive for drug-driving. In the year to April 2016 there were nearly 8,000 arrests and approximately 7,000 convictions under the new offence introduced in 2015.^{xv}

The North review also recommended that the Government considered the case for introducing a drug driver rehabilitation course. Following this, the Government announced plans to consult on a rehabilitation course for drug drivers as part of the [British Road Safety Statement's](#) commitment to promote safer driving behaviours among road users.^{xvi} Options currently under consideration include incorporating a drug drive component within the existing DDR scheme. This would build upon the existing material used in the DDR scheme to incorporate new educational content directly targeting drug driving, whilst ensuring that the course remains relevant for drink drivers.^{xvii}

In August 2016, DfT and DVSA collaborated to develop the concept of a joint alcohol and drug driving "impairment" course and initiated a trial of the joint course amongst drink drive offenders only (no one convicted of drug driving under the new offence attended a joint course). A new syllabus for a pilot course was designed which aimed to deliver learning and behaviour changes to motorists convicted of either drink driving and/or drug-driving. An evaluation of the pilot course was conducted in 2017, which found that the course brought about an immediate and positive change to the attitudes and behaviours of participants. It also recommended a longer-term study of reoffending rates and a formal consultation on the introduction of the course examining the feasibility of implementing it as a sentencing option for drug drivers.

Participants in the scoping stage interviews were asked for their opinion on the introduction of a combined drink and drug driving course. The idea was generally viewed positively, with several noting the successful pilot. One response stressed the interrelation of drink and drug driving which lent itself to be covered together. Although in the minority, contrasting views expressed apprehension, indicating that the success of the current DDR course relied on its acute relevance to offenders, and that this may be lost by including drug driving content which is presented to those who had not committed a drug-drive offence. Practical challenges of introducing the scheme were also noted, including the administrative change required, and the need to cover all increased content within the same 16-hour timeframe. The full findings from the scoping interviews can be found in the scoping stage report in Annex B.

The main stage research therefore looked to explore the extent to which a joint course would be an appropriate way of ensuring that drug drivers receive relevant rehabilitation, how course material could be amended to ensure it is relevant for both drink and drug drivers, and how the format of the current course would need to be altered. The full list of research questions is shown in the process evaluation framework in Annex A.

5.2 Key findings from main stage research

All stakeholder groups interviewed for the main stage research were asked for their views on the potential introduction of a combined drink and drug course; this included specific questions on the potential impact of introducing a drug-drive element to each of the key processes relating to the course. Views from all stakeholder groups, including DDR course attendees, are therefore included in this section of the report.

In addition to the interviews, a series of three online focus groups with academics and interest groups with an interest on road safety and substance abuse, police officers, course providers and HMG stakeholders were held to explore the topic of a combined drink and drug driving course in more detail. Responses from these groups were also used to inform the key findings below.

The key findings regarding this process from the main stage research are outlined below in figure 5.1:

Figure 5.1: Key findings from main stage research on introducing drug drive to the DDR course

Findings where elements of the process are generally working effectively and efficiently	General findings with no specific view	Areas for potential improvement or further review
<ul style="list-style-type: none"> ✓ Some stakeholders feel that drink and drug driving are similar and interrelated topics that could be combined effectively in a single course. ✓ Respondents did not have major concerns about any additional administrative burden of a combined course. ✓ Course providers say that they would welcome the additional business from drug-drive referrals. ✓ All judiciary respondents said that the option to refer drug-drive offenders to a rehabilitation course would be useful. ✓ The current processes for sentencing drink-drivers and referring them to course providers was seen to be suitable for use with drug-drivers. 	<ul style="list-style-type: none"> ⦿ Some respondents felt that tutors would need extra training to deliver a combined course. ⦿ Several respondents felt that, relative to drink drivers, a higher proportion of drug-drive offenders would require support beyond a rehabilitation course, such as a medical treatment programme. ⦿ Some respondents were concerned that the length of the course would need to be extended to cover drink and drug-drive content effectively. 	<ul style="list-style-type: none"> ✗ Many stakeholders felt that drink and drug drivers were typically two very different groups and may struggle to interact and cooperate with one another in a combined course. ✗ Some respondents felt the current DDR would be less effective if combined with a drug-drive element. ✗ Some respondents were concerned that course attendees would not find all of the content of a joint course relevant and therefore become disengaged.

As with the scoping phase, main stage respondents were largely in favour of the introduction of a rehabilitation programme for drug-drive offenders given the increase in drug drive convictions in recent years. The extent to which a joint course would be an appropriate way of ensuring this rehabilitation for drug drivers however proved divisive amongst respondents.

While some respondents suggested the impact of drugs and alcohol on driving were similar and could be treated in the same way, others had concerns relating to mixing the two issues, as well as the challenge of combining different audiences. Other concerns related to practical considerations such as implications on the course length and the need to provide extra training for tutors. Key findings are discussed in greater detail below.

The idea of combining two issues into a single course raised questions for respondents with some suggesting they were inherently very different circumstances and that rehabilitation courses should be delivered separately to tackle each issue. Several providers also pointed to examples of existing DDR courses which already combined the two elements and did not foresee any challenges to introducing a combined course. Responses generally focused around two key points: the practicability of its implementation, and the effectiveness of its introduction post implementation.

"I just can't see how the syllabus can cover both aspects of getting somebody to stop using an illegal substance and on the same course get somebody to be aware of the levels of a legal substance i.e. alcohol. I just don't understand how we can possibly get the benefit without diluting the stuff that is relevant for drink" – Course provider (tutor), England

"Within the class you've got a very, very difficult mix, because drinking alcohol is legal, it's legal, and I really worry about what that will bring to the table when you start to talk about drugs as well as drinking. I don't know how to separate it." – Course provider (tutor), England

As well as mixing different issues, one of the barriers to emerge from the depth interviews was the idea of mixing different types of attendees on a joint course and the potential implications of doing so. The 2017 evaluation of the pilot scheme referred to the different make up of groups (particularly related to age) and the influence it had on how receptive they were to content related to drugs. It was noted that *"if older participants were the majority, this group did not feel the drug element was relevant to them, this divided opinion had caused on occasions animosity within the group"*.

Findings from the main stage interviews highlighted concerns about the impact on the effectiveness of the course in terms of how individuals in a group interact with each other when their circumstances and characteristics may vary much more widely than just drink-drivers. This is of importance given the course relies heavily on offenders revealing personal information, building trust and acknowledging why they are attending the DDR to a group of strangers. Currently, attendees are aware that they will be attending a group with people who have committed the same offence as themselves. Introducing a drug-drive element would alter this. One academic noted that drinking is not a crime whereas drug-taking is, the implication being that drink-drivers may be less willing to interact with drug-drivers.

"If you put both drink and drug drivers in the same course, they can't share the same information or experiences with each other to help each other. So, they couldn't relate to each other's experiences" – Attendee, England

Several respondents suggested that it is already challenging enough catering for two audiences - namely those who are alcoholics or problem drinkers and those who are non-problem drinkers - and the introduction of a third audience would complicate things further. This finding was reinforced from the observations of the courses which highlighted a wide range of attendees with varying needs and circumstances related to their driving offence (the full observation notes can be found in Annex A). However, other respondents saw this as a positive in that the course already deals with a wide mix of people, trainers are well practiced in these environments, and the content they deliver could be easily adapted to accommodate a joint course. A small number of respondents also felt that in some cases there would be significant overlap between drink and drug users – particularly among younger age groups who may be more likely to drink and take drugs – and in these cases a combined course would be particularly helpful and engaging.

"The current issue of catering to two audiences (namely alcoholics/problem drinkers and non-problem drinkers) would be greatly increased by adding a third audience. Drugs and alcohol are completely different: drugs have different and more complex effects.... The combination would dilute the course and the messages would get lost on a lot of attendees." – Interest group, England

"There is already a great variety between drink drivers in terms of personal circumstances, so the integration of drug drivers would not greatly alter how things work at present" – Course provider (administrator), England

"I kind of think that you might be going for the same people, so it might be effective in that way, that if you're likely to drink-drive you're likely to drug-drive and vice versa, so having a joint course might be quite effective." – HMG stakeholder, England

In line with mixing audiences, another concern was raised during the interviews about whether those convicted of just drug-driving or just drink-driving would engage with aspects of the course not directly relevant to their circumstances. This was linked to a wider question of the nature of the drug-drive audience and whether they would be as engaged with a rehabilitation course as drink-drivers. One academic noted that the proportion of drug drivers who have previous convictions not related to driving offences was much higher than for drink drivers and a rehabilitation course may be less likely to have a positive impact on 'hardened criminals', who may be less likely to engage.

"In an education environment, you want everybody engaged all the time. The idea that, 'Well, we're going to spend the next half an hour or so talking about the effects of marijuana on brain function, immediately disenfranchises 50% of the room" – Course provider (tutor), England

"On the combined course [pilot] there was a fair amount of the course talking about the facts behind alcohol, alcohol's effect on the body, the legal framework surrounding the use of alcohol on the road. If that kind of material is still in there and you put drugs into the mix, you've effectively doubled up on that. You effectively end up talking to one sector of the room in front of you and ignoring the others". – Course provider (tutor), England

"There might be a risk that you might switch some people off during the course due to irrelevance. Perhaps 3 separate groups: drug-drivers, drink and drug-drivers, and drink-drivers. But some sort of confidential screening would need to take place as it is difficult to tell." – HMG stakeholder, England

There was no evidence to suggest that the current 25% should be changed as people felt it was proportionate. Two respondents suggested that if attending the same course drug drivers should be given the same reduction in ban.

Several respondents echoed this view that, relative to drink-drivers, a high proportion of drug-drive offenders would require support beyond a rehabilitation course and a rehabilitation course may not be the most appropriate course of action (although there is currently no further evidence to support this view). For several respondents this highlighted a question about whether to alter the current DDR course and diminish its effectiveness, when a large proportion of drug-drive offenders would not be offered the new course.

"... what's at the forefront of my mind, is the potential to have people with such differing needs and differing ranges of problems from the very low level, to the extreme that probably need something much more substantial in terms of intervention" – Interest group, England

"In the alcohol sector, we always tried to deal with people who have a drink problem that had manifested itself as drink driving but what had underpinned it was a problem with alcohol.... If you take that same approach with drug driving, I think you will end up, more quickly than with drink, accepting that there are certain sectors which are probably out of scope, frankly, the individuals have needs way beyond a Drug Drive Rehab course" – Interest group, England

"It may well be that a community sentence and alcohol treatment requirement or drug rehabilitation requirement might be a more appropriate option for (people with serious substance abuse problems)" – Interest group, England

"...the extent to which the issue is a drug problem rather than a drug driving problem are probably more pronounced, more accentuated in the drug sector than they are in the alcohol sector" – Interest group, England

Discussions during the online focus groups expanded into debates around more appropriate ways of introducing a drug drive rehabilitation scheme or support. Several respondents suggested a separate course would be more appropriate and more effective than a joint course and you wouldn't risk diluting the current DDR course or jeopardising uptake or overall effectiveness of the course. Several respondents acknowledged that while the number of drink drug drive offences is increasing, the current level would not be sufficient to sustain a separate course.

"A separate course is a better idea – there will be more buy in if everyone there is like minded and knows the content is relevant to them. A separate course would be most effective." – Police, England

"The course material must be specific to the crime involved. The two groups cannot be addressed simultaneously by one set of course material - there should be separate materials for the separate groups." – Interest group, England

Some respondents also suggested that if the drug-drive element was delivered as a separate course there may also be the need to tailor it or screen respondents to ensure material was relevant to them to maximise the effectiveness of the scheme. Some suggested a modular approach could be used to target specific drug users though this may be difficult to achieve given the current number of offences and the wide range of drugs available.

When probed about the additional requirements a drug drive element would place on course providers, responses could be grouped into three categories; firstly, some providers felt that the current course materials could be readily amended; secondly, some felt that materials could be amended but it would be challenging; and thirdly, it would not be feasible and the course would need to be standalone with the materials developed separately.

"...if you've got some clients there for drink driving and some are there for drug driving I can't picture how that would work and if there would be conflict, like "I'm not as bad as him, I only had two pints and got in the car"...The only thing I could think is if there is like a limit to the offence. If it's graded, then there's a limit to the offence of drug driving." – Course provider (tutor), Wales

"With drink causes, for example, we never had to differentiate between alcohol types. You're definitely going to have to differentiate between drug types, and the depth of commitment of somebody to a drug lifestyle may, arguably, be deeper and more profound than it is with an alcohol lifestyle" – Interest group, England

Respondents who thought the materials could be readily adapted focused on presenting a more generic behaviour change course. This suggested that ultimately, though different issues, there could be a single objective to educate people about the effects of alcohol and drugs as a result of putting yourself and others at risk from driving under the influence. This view differed from other respondents who voiced strong opinions that though the issues may be related, the effects on the body (between alcohol and drugs) vary significantly and a combined course would not be as effective.

"The current DDR course content 'is almost directly transferrable...most of this is recreational stuff... course providers would be able to find a way to describe what they're trying to achieve regardless of what the particular substance abuse was, because ultimately, all of it leads to the same thing, which is that you are presented as a risk to yourself and to others because of your behaviour." – Interest Group, England

"You would need to make the content generic. Don't focus too much on one or the other, focus on the general behaviour change. Otherwise you risk alienation and people switching off" – HMG Stakeholder, England

Respondents who felt more strongly that it would be more challenging to adapt current course materials focused on the need for specificity of the course and how a joint course could risk being a diluted version for both audiences.

"How would fitting drug driving into course work? An element would be fine – but drugs are such a varied, huge topic area that would be hard to fit everything in to the course. It would become too big for the course. Might lose the message if it's too thin to cover everything in detail, and if people don't identify with it." - Interest Group, England

"It would be very difficult. Drugs and alcohol are very separate issues (drugs have different effects and the people who take them are different from people who drink) and it would be hard to combine the two into one set of course material"

"The course will need a complete overhaul. It needs to include long-term health impacts and dangers of drugs as well as statistics on societal impact, deaths caused by drug driving etc." – Interest Group, England

Evidence from attendees of the DDR course was also mixed with some suggesting they would still have attended and engaged with a joint course while others suggested drug and drink-driving were separate issues and this should be reflected in the rehabilitation courses on offer. On balance, more attendees felt they would have attended and engaged with a joint course rather than choosing not to take the course.

Respondents were also asked what a joint course would mean for the format of the course and whether the current format would need to be altered – particularly the length of the course and the style of presentation.

Several respondents suggested the course would need to be extended to accommodate a drug-drive element and some acknowledged 3-days is already quite a commitment from attendees. Two interviewees acknowledged combining the course would add cost – though one was focused on the implementation cost with another provider focusing on the longer-term cost of running a longer course for a larger audience. It was not mentioned directly but there would potentially be an increased cost to attendees – a factor that is already a key element in choosing a course. Any additional cost could result in reduced conversions.

Respondents suggested the option of cutting down the current drink-drive content to allow for drug-drive material could impact on the effectiveness on the drink-drive element of the course. This was particularly true for providers and on balance more suggested the course length would need to be altered though some respondents did suggest any changes would be quite minimal. One respondent in Wales also noted that if a joint course was developed, they would need to work very closely with DfT to keep the course as similar as possible across England, Wales and Scotland.

"It would make things much more difficult. They only have three days to deliver the course (16 hours of classroom time) during which time one has to focus heavily on alcohol, and there would not be enough time to squeeze in information about drugs as well. – Course provider (administrator), England

"We would need to work closely with the DfT. If the process came out and was seen as a positive opportunity to deliver a drug rehabilitation course, we'd need to work with DfT on what the guidance was. We'd have to make sure our processes then were very closely aligned. It needs to be done as close to be the same way as possible" – HMG Stakeholder, Wales

There was no evidence to suggest the face-to-face format would need to be changed to deliver a joint course though there were mixed views on how the introduction of a joint course would impact on trainers. Several respondents acknowledged that tutors would likely have to attend additional training or increase their knowledge around drugs but detail or insight into what this would involve was limited.

"Shouldn't be too much of a burden - formats, groups sizes, procedures etc. can stay mostly the same. The only issue is that staff at smaller providers may lack the expertise on drug driving." – HMG stakeholder, England

"The course would have to be updated and the trainers retrained. The burden would not be too great, however" – Course provider (tutor), England

When discussing the implications for the application, approvals and payments processes, views overall suggested that this would be relatively unaffected. No respondent raised any significant concerns about the impact on the applications and approval process if a drug-drive element was added to the current scheme. Several respondents said the administrative burden would be minor at application stage though one HMG stakeholder acknowledged that sufficient guidance should be provided working in collaboration with the DfT.

"No, I don't see that as a burden really. It's probably a good thing for us, anyway. While you've got guidance information out, you should always have a regular update anyway, so it's just getting it right is the important thing. No, I don't see it as a burden." – HMG stakeholder, Wales

"We'd all need to have a consistent guidance piece around it and understand... information around it and work with the DfT on whatever processes and guidance we'd need to adhere to." – HMG Stakeholder, Wales

5.2.2 Sentencing and referrals processes

Respondents were split on whether a combined course would lead to an increase or decrease in referrals. Some respondents noted that combining the course may lead to a reduction in the proportion of drink-drivers who would be willing to attend the course as they would not want to associate themselves with drug-taking. However, several course attendees said they would still have attended the course if a drug-drive element was included (though one did say he would not have paid attention to the drug drive element as it was not relevant to him). Several providers were optimistic about the potential for an increased number of referrals if a joint course was introduced though one noted the extra administrative burden it would place on the courts and themselves.

"There would be a negative effect. Drink drivers will not want to mix with drug drivers" – Academic, England

"I would still have attended to reduce the ban if it was combined. But I don't think I would have paid much attention to the drugs effect" – Attendee, England

"I don't think it would be present too much of a challenge in terms of admin. my only concern is, we struggle with the courts in terms of the referrals we receive not having the right information" – Course provider (tutor), Wales

New legislation introduced in 2015^{xviii}, and the increased ability of police forces to perform roadside drug tests has seen an increase in the number of convictions for drug-driving. However, the number of drug-drive convictions is still relatively low compared to drink drivers. Several providers noted that while a combined course may lead to an increase in referrals, they might be quite limited if drug-drivers are more likely to be repeat offenders, high risk offenders or warrant support beyond a rehabilitation scheme i.e. many cases would not be deemed suitable for referral.

"I think if it becomes successful, when we end up referring to a Drug Drive Rehabilitation course, in fact we will be talking about a very niche sector of the drug driving demographic... There's going to be a much bigger level of exclusion amongst drug users from these courses than you would find with drink causes" – Interest group, England

"Yes. Maybe a 25%-30% increase in the number of people, due to a lot of them probably falling into the high-risk category due to the types of drugs and the level of drugs in their system" – Police, England

Considerations

Evidence suggests there is concern about mixing audience groups. Stakeholders are concerned about the impact of mixing audience groups and the impact of it would have on the effectiveness of the current course. While the 2017 pilot evaluation suggested a combined course would have no impact on learning outcomes – this did not factor in the impact of a combining separate groups of drug and drink drivers. Further work could be conducted to understand the feasibility of achieving effective learning outcomes within a combined course. This should involve engaging with both drink and drug drive offenders.

There is concern about mixing two topics and maintaining engagement. The 2017 pilot evaluation highlighted issues in engaging older respondents with a drug-drive element of the course. Linked to this, several stakeholders voiced reservations about attendee engagement during elements of the course not relevant to them i.e. a drink driver being taught about the impact of class A drugs. It was felt this could impact on the overall effectiveness of a course.

- **Evidence from stakeholders suggests more research is required to determine whether a rehabilitation course would be suitable for offenders with serious drug addictions.** Some stakeholders suggested that individuals with drug-driving offences are more likely to have serious substance issues that would be better addressed by a medical treatment programme. More research is required to understand whether this is correct.
- **Providers did not voice concerns about the practical implications of implementing a joint scheme.** From a practical point of view, providers felt the impact of putting a joint course in place would be minimal. There was acknowledgement of an initial increase in workload and administration, but this was viewed as achievable.
- **A combined course may need to be extended to provide sufficient coverage of drug and drink drive objectives.** Stakeholders felt that the current DDR provides adequate coverage for drink-drive rehabilitation and a combined course would have to dilute this element to squeeze a combined course into the same time frame. With this in mind, stakeholders felt a combined course would need to be extended beyond 3-days to maximise its effectiveness.
- **Providers would welcome increased referrals from introducing a drug-drive element.** Providers did not raise any concerns about an increase in referrals were confident in meeting the demand.

- **The current format of the DDR course is seen as an appropriate method to deliver a joint scheme.** The face-to-face, multi day format of the current DDR is viewed very positively across the board. There was no evidence to suggest this would need to be altered for a combined course or that there was a feasible alternative.

6 Conclusions

The DDR is regarded as an effective way of rehabilitating drink drive offenders. Interviews with stakeholders and attendees suggest the processes underpinning the DDR appear to be working effectively and efficiently though there are some areas of the scheme which could be improved. The changes implemented in 2012 are seen to have had a positive impact on the delivery of the scheme.

Evidence from depth interviews suggests the DDR is being extensively offered to eligible offenders at the discretion of presiding members of the judiciary. While this is positive, several stakeholders suggested the guidelines for the judiciary on who can or should be referred to the DDR course are vague and could be reviewed. A review of existing data relating to the DDR established there is no current central record of the number of referrals offered to offenders. A central record would provide a more accurate picture of how widely the DDR is offered and allow for further analysis into areas where the course is less likely to be offered or, for example, if certain subgroups of offenders are more/less likely to go on to complete a course after referral.

Evidence also suggests courses are widely available across England, Wales and Scotland and the selection and booking process is working effectively but there are some areas for improvement or further exploration. Providers noted the information that they receive about referred offenders is often incomplete which increases the burden on them to achieve conversions – with this in mind, the processes and documentation used within courts could be reviewed which may lead to an increased proportion of conversions. Stakeholders also felt there was a lack of clarity around the process for changing course provider. More work could be undertaken to establish how this is impacting on course conversions and if the process could be streamlined.

Course content is seen as relevant and engaging and tutors are viewed positively. There is broad consensus that the current course format is the most effective way to deliver DDR. One aspect of course delivery and completion which could be made more efficient is the issuance of course completion certificates. Currently this involves the courts, which can create bottlenecks in the process which has a knock-on effect on attendees, providers, the DVLA and the courts. More work could be undertaken to establish if this process could be refined to make this more efficient.

Impact of 2012 changes

The 2012 changes to DDR focused on approvals, monitoring and auditing and adherence to the user pays principle. Findings from the depth interviews suggest the approvals process has improved because of the changes, but particularly since JAAPT became the administrator in 2017. Information and clarity of requirements for application and approval are generally viewed positively and applications are processed in a timely manner. Areas for improvement or further exploration relate to guidelines for setting up CJSM accounts and a review of the application guidance to ensure it is up to date and contains sufficient detail for providers. There is also concern among some providers that allowing multiple providers to operate in a single area has driven down prices and could impact on the quality of course delivery.

Providers are being audited at regular intervals and unannounced inspections administered by JAAPT are generally viewed favourably by providers. Providers generally feel they are proportionate though a small number of providers thought the visits were disruptive and there should be greater clarity around the frequency of visits, with this in mind,

guidance around audits could be reviewed. The majority of providers also have internal systems for monitoring performance of tutors and course delivery. One aspect of monitoring and auditing which could be reviewed is whether there are sufficient processes and structure for sharing good practice between providers – this was identified as an area which could improve the effectiveness of DDR delivery. Several stakeholders also suggested data on learning outcomes should be collected as part of the scheme to help establish a more accurate measure of the effectiveness of the DDR.

In 2012, it was recommended the DDR adhere to HMT's 'user pays' principle and for each offender who completes a DDR course, the relevant course provider must pay £7 to the DVSA or Welsh Government. Findings from depth interviews with providers as well as analysis of secondary data suggests this is the case and there was no evidence to suggest otherwise.

Expanding the current DDR to include a drug-drive element

There was wide support for the introduction of a rehabilitation scheme for drug-drive offenders and while the current DDR was seen as a practical place for this, concerns were raised about the potential impact on the effectiveness of the current DDR. The main concern related to mixing different audience groups. Further work could be conducted to understand the feasibility of achieving effective learning outcomes within a combined course. Any further work should involve engaging with both drink and drug drive offenders.

End notes

- ⁱ Transport Research Laboratory (1999). Drink/driver rehabilitation courses in England and Wales
- ⁱⁱ Transport Research Laboratory (1999). Drink/driver rehabilitation courses in England and Wales; Transport Research Laboratory (2004). The drink/drive rehabilitation scheme: evaluation and monitoring. Final Report; Transport Research Laboratory (2007). Extended monitoring of drink-drive rehabilitation courses. Final report
- ⁱⁱⁱ HM Treasury Greenbook defines a process evaluation as “assessing whether an intervention is being implemented as intended within its cost envelope, whether the design is working, what is working more or less well and why.”
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685903/The_Green_Book.pdf
- ^{iv} DVSA (2017). Joint alcohol and drug driving “impairment” rehabilitation course: Evaluation of pilot scheme (October 2016-March 2017)
- ^v Transport Research Laboratory (1999). Drink/driver rehabilitation courses in England and Wales; Transport Research Laboratory (2004). The drink/drive rehabilitation scheme: evaluation and monitoring. Final Report; Transport Research Laboratory (2007). Extended monitoring of drink-drive rehabilitation courses. Final report
- ^{vi} DVSA (2017). Joint alcohol and drug-driving “impairment” rehabilitation course: Evaluation of pilot scheme (October 2016-March 2017)
- ^{vii} The entirety of England, Scotland and Wales have been divided into 23 in order to produce the geographic course approval areas. Segregation varies from metropolitan areas, to counties, to regions.
- ^{viii} The evidence review and scoping interviews suggested the sentencing and referrals processes were separate procedural components. Following the main stage research, findings revealed significant overlap between the two processes. For this reason, the process map has been revised and sentencing and referrals processes are treated as a single process within this report.
- ^{ix} Ipsos MORI (2019). Scoping study for the review of the Drink Drive Rehabilitation Course
- ^x JAUP (2019). Management data provided for Ipsos MORI.
- ^{xi} JAUP (2019). Management information provided on request for Ipsos MORI
- ^{xii} DVSA (2019). Management data provided to Ipsos MORI for analysis
- ^{xiii} DVSA (2019). Management data provided to Ipsos MORI for analysis
- ^{xiv} Offenders are considered to be ‘high risk’ if they are convicted of 2 drink driving offences within 10 years, were driving with an alcohol reading of at least 87.5 microgrammes of alcohol per 100 millilitres (ml) of breath, 200 milligrammes (mg) of alcohol per 100 ml of blood, or 267.5 mg of alcohol per 100 ml of urine, refused to give the police a sample of breath, blood or urine to test for alcohol, or refused to allow a sample of their blood to be tested for alcohol – see <https://www.gov.uk/driving-disqualifications/disqualification-for-drink-driving>
- ^{xv} DVSA, 2017. Joint alcohol and drug-driving “impairment” rehabilitation course: Evaluation of pilot scheme (October 2016-March 2017)
- ^{xvi} The British Road Safety Statement sets out the government’s vision, values and priorities for improving the safety of Britain’s roads from 2015 onwards.
- ^{xvii} DVSA (2017) Joint alcohol and drug-driving “impairment” rehabilitation course: Evaluation of pilot scheme (October 2016-March 2017)
- ^{xviii} The new roadside tests were implemented in England and Wales in 2019, but at the time of writing were not due to be implemented in Scotland until 2019