

Safer Stockton Partnership

Alcohol Treatment Requirement (ATR) and Alcohol Specified Activity (ASAR) Report.

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Executive Summary

A report was submitted to the Safer Stockton Partnership in December 2012 outlining the initial findings from an Alcohol Treatment Requirement (ATR) and Alcohol Specified Activity Requirement (ASAR) order pilot. It was agreed at this time that a further report would be submitted in an attempt to provide a clearer picture of the impact of these orders as at the time of the original report the data available on both offending and alcohol behaviour was limited.

Within the first report a number of recommendations were made, all were taken forward with the below outcomes:

- *A DRR (Integrated Offender Manager) model has been applied to this group of offenders since January 2012 the outcome of which has been improved communication and relationships between probation and Lifeline. This is the case as there are only two key offender managers who deal with the orders as opposed to 18*
- *A number of meetings have taken place, although not on a regular basis. This has been as a result of maternity leave, sick leave and staff leaving posts.*
- *A direct line is now in use with answer phone which ensures that a member of the ATR/ASAR team receives all enquires related to the orders.*
- *Further non-recurrent investment has been secured until 31st December 2013 this is in-line with the re-procurement time line for alcohol treatment services.*

This further report examines in brief detail the costs associated with crime and the potential savings that have been made in terms of crime reduction with those offenders who have been subjected to an ATR or ASAR intervention between 1st April 2011 and 31st March 2012.

The cost of crime is immense. In Stockton during 2010-2011 there were 10,678 crimes committed. It is estimated that 14,914 were alcohol related, this is an estimated number which is calculated by taking the (actual number of crimes) x (under reporting factor) x (proportion of crime type which is alcohol related).

The cost associated with all crimes was £102,709,487, the cost of alcohol related crime was £19,417,909.

This report identifies the cost of crime committed by those individuals who were subject to an ATR/ASAR intervention and the potential savings that have been made as a result of the interventions. However this has proved a difficult and complex task and one of the recommendations of this report is that a more comprehensive study would be required to try and establish the true cost benefit of individual crimes versus an intervention such as an ATR/ASAR

1. Introduction

This report will provide an update of the ATR (Alcohol Treatment Requirement) and ASAR (Alcohol Specified Activity Requirement) pilot project which has been running within the borough of Stockton since December 2010, it will also present data relating to the costs associated with crimes committed and any subsequent savings following intervention. It will also provide an outline of actions taken in relation to the recommendations within the follow up report.

2. Background

2.1 In December 2012 a report was submitted to Safer Stockton Partnership (SSP) outlining the interim findings in relation to the ATR/ASAR pilot being delivered in partnership between probation and Lifeline. It also attempted to explore and analyze the potential cost of alcohol related crime and disorder, however the resource required to undertake this piece of work was not available. It was suggested at this time that this area be explored in more detail to attempt to present a more accurate picture in relation to cost benefit analysis of the outlined orders.

2.2 It also provides an opportunity to update the partnership on the outcomes of the recommendations made within this report.

3. Outcomes of Recommendations

Within the follow up report there were four recommendations made, below they have been highlighted along with the actions taken and outcome of the activity-

- To re-establish regular meetings which include both strategic and operation staff.

Regular operational meetings have taken place however strategic representation at these meetings has not been consistent. Although strategic meetings/discussions have taken place out-width this structure.

- To explore the benefit of doing an in-depth piece of analysis to find the true cost versus benefit figure.

This report aims to in part provide analysis relating to cost

- To explore the notion of identifying and adopting different strategies for the sub groups outlined within section 4.

This work is in its early stages but has been identified as a priority for improving the engagement of offenders within treatment..

- To identify if the outlined orders should a) be available on a recurrent basis b) presented to the Police Crime Commissioner to secure investment.

Public Health through the re-commissioning process have now made the delivery of both ATRs/ASARs a recurrent element of service delivery

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4. The cost of alcohol related crime

- 4.1 In terms of the cost of alcohol related crime and disorder there are a number of areas which could be included to estimate the actual cost. However it is extremely difficult to identify accurate costs as there are a number of complexities in terms of what should be taken into consideration when calculating. The methodology utilised for this report was to analyse the data available in relation to a cohorts criminal activity prior to and post either an ATR or an ASAR who completed their order between 2011-2012. The crime types and costings applied to produce this data can be found in appendix A.

4.2 Below are two tables outlining the number of crimes committed prior to and post either intervention broken down by age groups, all people, costs of crime and reduction in cost of crime.

ATR	20-29	30-39	40+	All People
All crimes 12m prior	27	51	31	109
All crimes 12m after	22	59	21	102
Total crimes (including trigger offence)	61	126	70	257
Overall reduction in crimes	5	-8	10	7
Mean reduction in crimes	0.42	-0.50	0.56	0.15
Median reduction in crimes	0.50	-0.50	0.00	0
Estimated cost of total crimes over period	£197,526	£408,005	£226,669	£832,201
Estimated cost of reduction in crimes	£16,191	-	£32,381	£48,572

4.3 In relation to the table above (ATR cohort) what can be identified is that although the numbers are small, within the 30-39 age group offending appears to increase post intervention. Thus it could be suggested (all be it tentatively) that consideration should be given to not using ATR's with the outlined age group. However it also demonstrates an overall cost reduction of £48,572.

ASAR	20-29	30-39	40+	All People
All crimes 12m prior	72	52	21	145
All crimes 12m after	76	38	8	122
Total crimes (including trigger offence)	170	106	44	320
Overall reduction in crimes	-4	14	13	23
Mean reduction in crimes	-0.18	0.88	0.87	0.43
Median reduction in crimes	0.00	0.50	0.00	0
Estimated cost of total crimes over period	£550,483	£343,242	£142,478	£1,036,203
Estimated cost of reduction in crimes	-	£45,334	£42,096	£87,430

4.4 In relation to the ASAR cohort outlined in the above table what can be identified is that although only small numbers the 20-29 age group appear to increase their offending post intervention. As with the ATR cohort it could be suggested that consideration should be given to not using ASAR with the outlined age group. There was however an overall saving

observed of £87,430, making a combined saving of £136,000 when the cost invested in delivering the orders is deducted this still gives a saving of £61,000.

(NB- it should be noted that the crime types and costs utilized were taken as a sample from the cohort, as analysis of all individual crimes was unachievable with the resource available).

5. Re-offending

- 5.1 One of the key issues since the introduction of the Lifeline Service has been to identify those who are offending to support an alcohol addiction. The clear need for this information is to try to ensure that those who most need and require the intervention of an ATR or ASAR are identified.
- 5.2 The Durham Tees Valley Probation Trust, Stockton office, as at the 31 March 2012 had 900 individuals on their caseload.
- 5.3 Some of those offenders are in custody, the majority, however are in the community. Of the 900 individuals, 608 are managed by the Reintegration Team (OMU), 230 are managed by the Integrated Offender Management scheme (IOM) and 62 have a stand alone Unpaid Work Order.
- 5.4 Those on a stand alone UPW Order do not have a full assessment (OASys) completed, therefore 838 individuals did.
- 5.5 In total 391 (256 OMU and 135 IOM) representing 46.6% declared drugs as a criminogenic need and therefore a problem in their lifestyle.
- 5.6 411 (277 OMU) and (134 IOM) representing 49% of the caseload declared alcohol as a criminogenic need and therefore a problem with their lifestyle.
- 5.7 201 (131 OMU) and (80 IOM) identified both as a criminogenic need and therefore a problem with their lifestyle.

5.8 Analyses of the IOM cohort in comparison to the OMU cohort then figures are as follows:

Drugs	OMU 256 = 42%	IOM 135 = 58.6%
Alcohol	OMU 277 = 45.5%	IOM 134 = 58.2%
Both	OMU 131 = 21.5%	IOM 80 = 34.7%

6. Methodology for Evaluating Impact

6.1 This section of the report focuses on the total number offenders who were given an ATR or ASAR between 1st April 2011 and the 31st March 2012. It provides a synopsis of the offending by this cohort during the period. In addition to the support they receive from the Lifeline Alcohol project they also undergo a Citizenship programme whilst under the supervision of the DTV Probation Trust. This is a modular programme which seeks to address the how, why and when of offending and then seeks to explore strategies to desist from re-offending.

6.2 In order to assess what, if any, impact the intervention of an ATR or ASAR had on their offending, examination of the number of arrests twelve months prior to, and twelve months after the completion of their respective Order was examined.

ATRs completed in Stockton during the period

- 78 individuals completed ATR during the period
- 12 months prior to their attendance on ATR they had accrued a total 254 convictions (average 3.25)
- 12 months after their attendance on ATR they had accrued a total 248 convictions a reduction of 6 (average 3.17)

- A reduction of 0.78%
- 26 individuals had increased their number of convictions
(*significant examples- prior and post figures*) 7-13, 10-14, 3-8, 6-11, 1-17, 26-31, 9-1
- 26 individuals had decreased their convictions
(*significant examples prior and post figures*) 8-2, 5-1, 12-2, 11-3, 20-14, 13-5, 15-5
- 25 individuals had not been convicted since the completion of their ATR

ASARs completed in Stockton during the same period

- 53 individuals completed an ASR during the period
- 12 months prior to their attendance on ASAR they had accrued a total 145 convictions (average 2.73)
- 12 months after their attendance on ATR they had accrued a total 122 convictions a reduction of 23 (average 2.3)
- A reduction of 15.8%
- 26 individuals had increased their number of convictions
(*significant examples- prior and post figures*) 5-7, 3-6, 1-6, 3-6, 1-7, 2-14, 1-5,
- 26 individuals had decreased their convictions
(*significant examples prior and post figures*) 5-1, 13-3, 12-2 17-0, 4-1, 10-6, 4-1, 6-1, 4-0.
- 23 individuals had not been convicted since the completion of their ASAR

6.3 This section of the report attempts to understand/identify any trends in relation to gender, age, order and offence of those individual who Clearly the impact of the ATR intervention overall is not as impactive as would have hoped. The reduction, in twelve months, of only six convictions by this cohort is not at all impressive. Nor is the fact that 26 individuals increased their convictions, one by a further twelve convictions.

6.4 However on the positive side some 26 individuals had decreased their convictions and 25 individuals had not been further convicted twelve months after completion

6.5 The impact of the ASARs was slightly improved with a reduction in 23 convictions. However again 26 individuals increased their convictions with 26 individuals decreasing their convictions. A total of 23 had not been convicted twelve months after completion of the intervention

7. Impact on Alcohol Misuse

7.1 This section of the report attempts to understand/identify any trends in relation to gender, age, order and offence of those individual who following an order continued to offend at high or increasing levels. Thus a sample of 18 individuals (12 ATR and 6 ASAR) from the overall cohort who fitted the criteria were examined. Below is a table which outlines gender, age, level of criminality pre and post order, the order they received and the intervention and/or outcome from a treatment perspective.

Initial/Gender	Age	Pre & Post criminality	Order	Intervention/Outcome
JS (F)	36	9-10	A.T.R	Referral only none engagement
DD (M)	26	0-5	ASAR	Discharged/ controlled drinking
JT (M)	26	5-7	ASAR	Referral only (custody)
DD (M)	41	1-5	ASAR	Discharged from ASAR- now on ATR
JD (M)	32	2-5	ATR	Discharged- custody
AT (M)	24	3-8	ATR	Discharged- custody
GT (F)	41	6-11	ATR	Completed treatment controlled drinking
RP (M)	22	2-7	ATR	Completed treatment secured accommodation, reduced AUDIT score
ST (F)	34	3-7	ATR	Referral only, D.N.E
SC (M)	20	0-17	ATR	Referral only,

				breached
AS (M)	37	26-31	ATR	Not engaged
SH (M)	30	13-11	ASAR	Not engaged
LT (M)	30	0-7	ASAR	Not engaged
SS (M)	24	2-14	ASAR	Discharged- custody
DK (M)	36	7-13 10-14	ATR x 2	Referral only, D.N.E
DH (M)	50	2-4	ATR	Discharged
MH (M)	21	3-5	ATR	Didn't complete treatment
SB (M)	57	0-2	ATR	Completed treatment, reduced AUDIT score

7.2 As can be seen from the above table those continuing to offend do so to varying degrees and are predominantly male. In relation to trends in offences (all be it very small numbers) of the 6 individuals within the ASAR group Domestic Violence were identified in 4 cases, of those 4 cases 3 were between the ages of 20-29yrs. This identification needs to be considered alongside other data to determine if orders/interventions in relation to DV perpetrators should be developed specifically to ensure engagement and relevance of intervention to address the complexities of this specific cohort.

7.3 What can also be observed from the above table it that of the 18 individuals presented only 3 actually engaged in any sort of treatment/intervention, thus treatment services were not able to attempt to support change of drinking behaviour and/or offending with the remaining 15 individuals.

8. Challenges

8.1 The most significant challenge is to identify those offenders whose offending is directly related to alcohol misuse. Thereafter it is essential that those individuals, when appearing at court, are given the appropriate intervention to address their offending and alcohol misuse.

8.2 There is a plethora of information around drug misusing offenders given the testing on arrest procedure. The introduction of this intervention is

relatively recent and therefore this critical information will be gathered over time. It does, however pose the question as to who has the responsibility for the gathering and dissemination of this information.

- 8.3 There are currently reduced numbers being given orders at court and this is an issues that must be addressed.

9. Conclusion

9.1 This report has highlighted a number of key issues:-

- A potential overall saving (subject to the accuracy of the figures) of £61,000
- A slight overall reduction in the re-offending of this particular cohort
- A significant number of individuals who increased their offending twelve months after the intervention
- The same number of individuals who decreased their offending twelve months after the intervention

Recommendations

- That the partnership note this report
- To determine whether or not a more detailed examination of individual offending and a cost benefit analysis of an alcohol intervention is required to identify potential savings
- To determine who will accept responsibility for the collation and dissemination of intelligence to identify the most appropriate alcohol intervention
- To develop in conjunction with DV providers/ probation and alcohol treatment services a bespoke ATR program which addressed DV specifically.

Appendix A

HO Code	Crime Type			Average
37.2	Aggravated vehicle taking	Aggravated vehicle taking	Theft of Motor Vehicle	£5,057
104	Assault without injury on a constable	Assault on a constable	Violence against the person	£1,760
105A	Assault without injury	Assault without injury	Violence against the person	£1,760
105B	Racially or religiously aggravated assault without injury	Assault without injury	Violence against the person	£1,760
28A	Burglary in a dwelling (excluding attempted, distraction and attempted distraction burglary)	Burglary in a dwelling	Burglary Dwelling	£3,994
29	Aggravated burglary in a dwelling	Burglary in a dwelling	Burglary Dwelling	£3,994
30A	Burglary in a building other than a dwelling (OTD)	Burglary not in a dwelling	Burglary Others	£3,533
56A	Arson endangering life	Criminal damage	Criminal Damage	£1,058
56B	Arson not endangering life	Criminal damage	Criminal Damage	£1,058
58A	Criminal damage to a dwelling	Criminal damage	Criminal Damage	£1,058
58B	Criminal damage to a building other than a dwelling	Criminal damage	Criminal Damage	£1,058
58C	Criminal damage to a vehicle	Criminal damage	Criminal damage to a vehicle	£1,058
58D	Other criminal damage	Criminal damage	Criminal Damage	£1,058
58E	Racially or religiously aggravated criminal damage to a dwelling	Criminal damage	Criminal Damage	£1,058
58F	Racially or religiously aggravated criminal damage to a building other than a dwelling	Criminal damage	Criminal Damage	£1,058
58G	Racially or religiously aggravated criminal damage to a vehicle	Criminal damage	Criminal damage to a vehicle	£1,058
58H	Racially or religiously aggravated other criminal damage	Criminal damage	Criminal Damage	£1,058
59	Threat or possession with intent to commit criminal damage	Criminal damage	Criminal Damage	£1,058
8F	Inflicting grievous bodily harm without intent	Less serious wounding	Violence against the person	£9,846
8G	Actual bodily harm and other injury	Less serious wounding	Violence against the person	£9,846
8H	Racially or religiously aggravated inflicting grievous bodily harm without intent	Less serious wounding	Violence against the person	£9,846
8J	Racially or religiously aggravated actual bodily harm and other injury	Less serious wounding	Violence against the person	£9,846
49	Other theft	Other theft	Theft - Other	£775
34A	Robbery of business property	Robbery of business property	Robbery	£6,543
34B	Robbery of personal property	Robbery of personal property	Robbery	£8,900
46	Shoplifting	Theft from shops	Theft from Shops/Stalls	£131
39	Theft from the person	Theft from the person	Theft - Other	£1,031
45	Theft from vehicle	Theft from vehicle	Theft from Motor Vehicle	£1,049
44	Theft or unauthorised taking of a pedal cycle	Theft of a pedal cycle	Theft - Other	£775
48	Theft or unauthorised taking of a motor vehicle	Theft of vehicle	Theft of Motor Vehicle	£5,057
			Tot	£97,144
			Ave cost per crime	£3,238