

**Evaluation of South Australia Home Detention, Research Report 1:  
Baseline analysis**

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# Evaluation of Home Detention in South Australia: research report 1 (baseline analysis)

Prepared for: Department for Correctional Services,  
South Australia

December 2017

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# Glossary

<b>AHREC</b>	Aboriginal Health Research Ethics Committee
<b>CEA</b>	Cost Effectiveness Analysis
<b>COHD</b>	Court Ordered Home Detention
<b>DCS</b>	Department for Correctional Services
<b>HD</b>	Home detention
<b>HISSP</b>	Home Detention Integrated Support Services Program
<b>HREC</b>	Human Research Ethics Committee
<b>IHISSP</b>	Integrated Home Detention Integrated Support Services Program
<b>OARS</b>	Offenders Aid and Rehabilitation Services of South Australia
<b>ORNI</b>	Offender Risk Needs Inventory
<b>ROHD</b>	Release Ordered Home Detention
<b>RoR</b>	Risk of Reoffending
<b>RTC</b>	Return to Custody
<b>SA</b>	South Australia
<b>SoSS</b>	School of Social Sciences
<b>SPRC</b>	Social Policy Research Centre
<b>UNSW</b>	The University of New South Wales

# Executive Summary

## Introduction

In December 2016, the South Australian Department for Correctional Services (DCS) commissioned a team of researchers from the Social Policy Research Centre (SPRC) and the School of Social Sciences (SoSS) at UNSW Sydney (The University of New South Wales) to undertake an evaluation of Home Detention (HD) in South Australia (SA). The evaluation aims to examine the impact that recent legislative and program changes have had on:

- Offender return to custody rates;
- Forecast prisoner and offender growth;
- Government expenditure on correctional services;
- Victim and community safety and wellbeing;
- Those involved in supervising and implementing HISSP/IHISSP; and
- Offenders affected by the changes including those subject to HD and their families.

This report outlines the progress made to date in the evaluation and presents the findings from a baseline analysis of DCS administrative data; as well as interviews conducted with key stakeholders.

## Evaluation progress to date

The evaluation commenced in December 2016. The tasks undertaken between project commencement and November 2017 have included:

- Executing the Official Order;
- Developing an agreed Evaluation Framework (Cale et al, 2017);
- Applying for and receiving ethics approval from UNSW HREC (excluding reporting on Aboriginal outcomes);
- Applying for and receiving ethics approval from the Aboriginal Health Research and Evaluation Committee of SA;
- Conducting interviews with 12 key stakeholders and analysing the data;
- Conducting a baseline analysis of a cohort of prisoners released from custody to HD in South Australia between June 2014 and June 2015;
- Conducting preliminary work to establish an Aboriginal Reference Group including key stakeholders from South Australia; and

- Developing the draft economic model framework to examine program effectiveness across offender pathways, program costs and related cost effectiveness.

## Analysis of DCS administrative data

Section 4 of this report contains a baseline analysis of a cohort of prisoners released from custody to HD in South Australia between June 2014 and June 2015. This analysis presents a detailed profile of those subject to HD including their demographic characteristics, offence history, risk assessment data and program participation whilst in custody. The analysis also includes an examination of cohort breaches and returns to custody up to June 2017.

Findings from the baseline analysis indicate that:

- Men are over-represented in the criminal justice system and this pattern is reflected in HD orders with 84 per cent of the cohort being male, and 16 per cent female. There are some clear gender differences within the cohort with women more likely to have completed high school education (40.5% compared to 27%); less likely to have been employed prior to custody (20.7% compared to 40.5%); and four times more likely than men to have received an initial high-risk security rating upon entry to custody (72% versus 18%).
- Nine per cent of the cohort was Aboriginal or Torres Strait Islander. This proportion is significantly higher than the 2.8 per cent of Aboriginal and Torres Strait Islander peoples in the Australian population (ABS, 2016), however, it is significantly less than the daily average of 22.9 per cent Aboriginal and Torres Strait Islander peoples in South Australian prisons during the 2014-15 financial year (SCRGSP, 2016).
- Less than one-fifth of the cohort breached their HD order.
- 19.6 per cent of those who served an HD order returned to custody for a re-offence during the 24-month follow up period (June 2015 to June 2017) following the completion of their HD order. This is significantly lower than the national rate of 52.6 per cent of adult offenders released from prison during 2013-2014 who returned to corrective services within 2 years (SCRGSP, 2017).
- Less than 10 per cent of returns to custody (that is, five individuals) were for a violent offence. This contrasts with the fact that approximately one-fifth of the cohorts' HD orders in 2014-15 (21.8%) were associated with a violent offence.
- The key predictors of HD breaches were the length of the HD sentence (i.e., longer HD sentences), custodial security ratings, and risk assessment scores.
- Results showed a clear association between offender returns to custody and the number of prior sentences; the Risk of Reoffending (RoR) score; a prior non-violent offence; and a prior HD breach. Of these factors, the frequency of prior offending (measured in the number of prior sentences) is the most robust predictor of reoffending.

In the final evaluation report, the cohort analysis presented herein will be compared with another group of offenders sentenced to HD between 1 July 2016 and 30 June 2017 (and tracked until end June 2018). This latter cohort will have received an HD order following implementation of both



legislative and program changes. This comparative analysis will enable examination of the impact of the changes to HD, the baseline findings presented herein provide valuable information about individuals sentenced to HD orders in SA, and the nature and extent of reoffending within this group.

## Interviews with key stakeholders

Section 5 presents the findings from interviews conducted with key program stakeholders and representatives from participant organisations. These interviews were conducted as part of the process evaluation that aims to examine the effectiveness of changes to HD and the implementation of HISSP. Results for the complete process evaluation will be reported at the end of 2018 and include interviews with offenders and family members.

Interview data indicate that there is broad support for HD amongst stakeholders. The assessment process for HD was described as rigorous and firmly focused on maintaining community safety and program integrity. It was suggested that the assessment process could be improved by the receipt of information about accommodation availability earlier in the process. Further, there was some concern amongst HD committee members about the lack of DCS input into the selection of offenders for COHD orders. Committee members felt confident in conducting informed assessments of those eligible for ROHD.

Offenders subject to HD were described as generally compliant, with breaching an infrequent occurrence and typically related to drug or alcohol misuse. HD was viewed as facilitating reduced reoffending as it enabled offenders to maintain employment. However, HISSP providers commented that it was challenging for their workers to meet program requirements and offender needs when offenders are working full time, and therefore have little opportunity to engage with service providers. It is suggested that HISSP providers address this challenge – perhaps by introducing staggered work times for caseworkers.

Interview data also show that the Home Detention Integrated Support Services Program (HISSP<sup>1</sup>), the support program implemented at the same time as the expansion of HD, is a highly regarded program and government initiative. The evaluation did not compare the implementation of HISSP by the two different providers, however the data does provide examples of good practice in service delivery. These include the ability to develop in-house programs (particularly related to drug/alcohol use and domestic violence) that facilitate immediate treatment for offenders; and the provision of suitable accommodation following release from custody.

## Economic evaluation

Section 6 of this report outlines the draft economic modelling integrating custodial outcomes across HD pathways with program funding and costs. The economic model provides the framework to assess the impact of HD in terms of reoffending and return to custody rates, potentially increased proportions of sentences undertaken in HD and related cost offsets and savings from potentially reduced growth in the SA prison population.

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<sup>1</sup> A description of the HISSP program is provided in Section 1 and 4.

Preliminary work has reviewed available sources of program cost data including program financial reporting and budgets as well as service provider support hours for both settlement and intensive support packages. This review has confirmed the content for the economic component of the evaluation in preparation to undertake the detailed modelling in 2018 when the longitudinal offender data are available.

## Next steps

The foundational setup work for the evaluation including establishing relationships with data gatekeepers and DCS staff to examine program financial reporting and facilitate recruitment; conducting consultations and interviews with key stakeholders; and reporting a baseline analysis of offenders has been completed. The focus now for the evaluation team will be on maintaining relationships with key DCS staff to facilitate an efficient transfer of offender and cost data and ongoing recruitment assistance in 2018. The team will also work to establish an Aboriginal Reference Group that can advise on outcomes for an Aboriginal cohort of offenders.

The economic model framework will be populated with final offender and cost data following the end of the 2017-18 financial year and will incorporate the longitudinal HD offender data as well as comparison group outcomes.

# 1 Introduction

This report presents an analysis of two key data sources, and summarises the progress made on the evaluation of Home Detention in SA. The evaluation, commissioned by the South Australian Department for Correctional Services (DCS), commenced in January 2017. The evaluation is scheduled to conclude at the end of 2018, and this report presents the work undertaken during the first year.

The daily average prisoner population in South Australia has increased significantly over the last 5 years (Productivity Commission, 2015), and this trend is forecast to continue. As a result, the operating expenditure of the SA government on prisons has also increased, and only a small percentage of the total is spent on offender rehabilitation. In an effort to address these challenges, the South Australian government introduced legislation in February and September 2016 to expand the use of home detention (HD) and funded the implementation of a support service for those subject to HD.

HD is a corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officers while confined to their place of residence or a place other than a prison. HD programs typically aim to sanction offenders, ensure community safety and positively change offender behaviour. The changes implemented by the South Australian government include new legislation that allowed for eligible prisoners to be released from custody to HD earlier in their sentence; and the *Sentencing Act 2017* (SA) that establishes HD as a front-end sentencing option.

To support these changes to HD, DCS has also funded NGOs to deliver a wraparound support program – the Home Detention Integrated Support Service Program (HISSP). At the time that the stakeholder interviews were conducted, the program was being implemented by two providers under an interim arrangement. The two interim providers were Anglicare SA and Offenders Aid and Rehabilitation Services (OARS). During the interim phase (June 2017 to end October 2017) the program was referred to as IHISSP. The procurement process for HISSP was concluded recently. OARS was contracted as the provider, and new services began operations on the 1<sup>st</sup> of November 2017.

The individually tailored program seeks to address the causes of offending and support the person's successful rehabilitation and reintegration into society. The program comprises three different levels of service packages, with the level of need assessed during intake. HISSP service providers work in partnership with DCS case managers, community corrections officers and other practitioner stakeholders to implement the program.

The evaluation is being conducted by a team of researchers from the Social Policy Research Centre and the School of Social Sciences at the University of New South Wales (UNSW). Michael Doyle from the University of Sydney is advising the project team on reporting outcomes for Indigenous offenders.

The aim of the project is to assess the impact that legislative and program changes have had on:

- Re-offending;

- Forecast prisoner and offender growth;
- Government expenditure on correctional services;
- Victim and community safety and wellbeing; and
- The lives of people affected by the changes including those subject to HD, their families, and those involved in supervising HD and implementing HISSP.

The evaluation methodology (outlined in Cale et al, 2017) draws on multiple methods and involves triangulating multiple sources of data. To date, the evaluation team has conducted one round of analysis of DCS data, has collected and analysed data from key stakeholders, and has reviewed available sources of program funding and cost data. This report presents these findings. It is important to consider when interpreting the results that additional data sources will inform the final evaluation report.

## 1.1 Report structure

This report is divided into 7 sections and an executive summary. Section 1 provides a brief introduction to the evaluation and outlines report content. Section 2 provides an overview of the progress made to date. Section 3 describes the methodological methods used to analyse the collected data. Section 4 presents a baseline analysis of DCS data. Section 5 presents findings from the interviews with key stakeholders. Section 6 presents work undertaken to date for the economic evaluation. Finally, chapter 7 presents conclusions and next steps for the evaluation.

## 2 Methodology

The evaluation methodology is detailed in the Evaluation Plan (Cale et al, 2017). Briefly, the methods comprise:

- Analysis of DCS administrative data (2 rounds);
- Primary data collection from three stakeholder groups: key program stakeholders and representatives of organisations implementing HISSP/IHISSP; offenders subject to HD<sup>2</sup>; and family members of offenders' subject to HD; and
- An economic evaluation.

This report presents the separate findings related to two methods: the analysis of DCS administrative data, and interviews with key program stakeholders. In addition, we present the draft economic modelling framework and preliminary review of program cost data sources in preparation for reporting findings of the economic evaluation in the Final Evaluation Report.

The methods used to present the findings in this report are described below.

### 2.1 DCS administrative data

This report presents a baseline analysis of DCS administrative data. The aim of this analysis is threefold: to develop a statistical profile of offenders serving HD in SA; to identify the factors associated with breaches of HD and returns to custody; and finally, to examine the contribution of factors associated with HD breaches and returns to custody. The specific method employed is described below.

#### Sample

The current study was based on all prisoners released to HD in the state of South Australia from June 2014 to June 2015. Up until 2016, prisoners in SA could only receive ROHD, meaning they have all served a period of time in custody prior to being released to serve part of their sentence on HD. Between June 2014 and June 2015 this included a total of 317 offenders who, as a part of their prison sentence, received an HD order and either completed their HD order or breached conditions of the order.

#### Procedures

The research protocols for the current study were conducted according to the ethical guidelines stipulated by the Research Ethics Board of UNSW Sydney and DCS. Data for the current study were obtained from DCS. These data were de-identified by DCS and included: demographic characteristics, current and historical offence information, risk assessment scores, information

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<sup>2</sup> COHD and ROHD

about involvement in different programs while in custody, sentence details, and information about breaches while on HD orders and returns to custody up until June 2017.

## Measures

*Covariates.* In the current study five demographic covariates included: (1) age; (2) sex (0=female, 1=male); (3) Aboriginal or Torres Strait Islander (0=no, 1=yes); (4) level of education (0 = less than high school and 1 = greater than high school); and, (5) employment status prior to incarceration (0=unemployed, 1=employed). Offence history variables included the type of offence (based on most serious offence in cases of multiple charges) for which they were serving the current sentence coded as a: violent (0=no, 1=yes); theft (0=no, 1=yes); drug related (0=no, 1=yes); administrative (0=no, 1=yes); or, fraud (0=no, 1=yes); and, the number of prior sentences. Also included here was the number of non-parole period days attached to the HD sentence, and the number of days sentenced to HD. Risk ratings in custody included: security ratings (initial and final, coded as: 0=low, 1=medium, 2=high) and risk assessment information (Risk of Reoffending and Offender Risk Needs Inventory Scores). Finally, participation in programs in custody was coded as: prison employment (0=no, 1=yes); prison education (0=no, 1=yes); and, behavioural change programs (0=no, 1=yes).

*Recidivism.* Two different outcome variables were examined. The first was whether prisoners' records indicated they had breached their HD conditions. The second was whether prisoners were returned to custody for a re-offence at some point following the actual discharge date associated with their sentence that included an HD order.

## Analytic Strategy

Bivariate statistics were used to provide a descriptive analysis of the sample according to demographic characteristics, covariates, and outcome variables. These analyses were conducted comparing males and females. Next, two sets of logistic regression models were estimated, the first predicting breaches of HD orders, the second predicting returns to custody by June 2017. Variables for prediction models were selected based on their bivariate association with the respective outcomes (that is, if they were significantly associated with breaches of HD or returns to custody) to determine the value of adjusted odds ratios identifying which variables predicted breaches and returns to custody.

## 2.2 Interviews with key stakeholders

All interviews were semi-structured, and were guided by a pre-determined interview schedule. Topics that will be covered in these interviews include stakeholder views of changes to HD; impact of HD on those subject to it; effectiveness of programs governance structure; circumstances in which HISSP is effective and characteristics of clients who do not complete the program; effectiveness of integrated service delivery; relationships with program stakeholders; the impact of changes to HD on their role.

All interviews were recorded with the permission of participants.

To analyse interview data, all the audio recordings were transcribed and imported into QSR NVivo10, a qualitative data analysis software package to assist coding and thematic analysis. A

coding framework was drafted however this was revised following hand-coding of a small number of interviews by two researchers. These researchers then compared coding results and discussed ways to improve the framework. All transcripts were coded using the finalised framework (see Appendix A). Coding enables data to be managed easily by reducing it into themes.

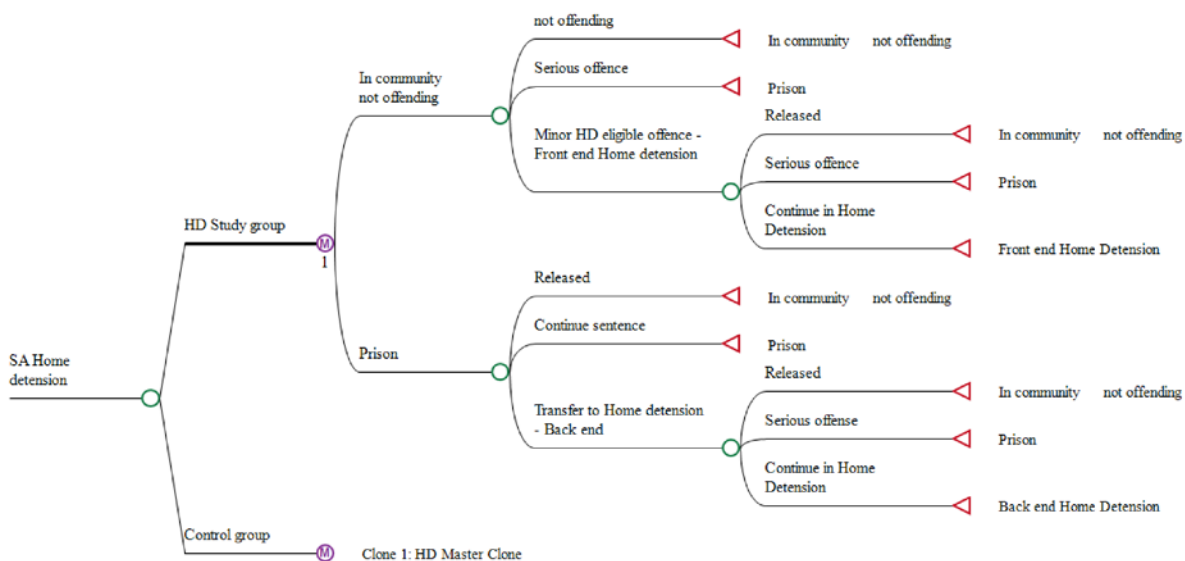
Following coding, analytic memos were written to summarise key themes and queries were run to identify any relationships across themes. Through this intensive process of coding data, running queries and writing up results, key findings emerged and these are presented in section 5.

## 2.3 Economic evaluation

The economic component of the evaluation has developed a draft modelling framework to integrate program outcomes from the offender data, measured costs, as well as potential input from previous HD costing analysis and relevant research. The economic modelling reflects HD pathway scenarios including proportions of clients with reduced returns to custody, potentially reduced severity of reoffending, and reduced reoffending sentences in context of historical profiles, average durations in custody or average periods between custodial episodes.

The modelling will enable assessment of client transition pathways between being in the community, incarceration, as well as supported ROHD and COHD. Client trajectories will reflect release from prison and integration back into the community or HD, subsequent reoffending or breaches, returns to custody or sustained reduced levels of reoffending. This provides the framework to evaluate client outcomes through the offender data combined with comparative costs and resource use between HD pathways as well as a non-HD comparison group. The model framework as outlined in figure 1 will be populated when final data are available to integrate offender outcomes for each pathway with program cost as well as the alternative cost of being in prison.

**Figure 1: Draft economic model structure**



This will provide the basis to estimate program cost-effectiveness and develop supplementary comparative scenarios such as higher numbers of clients undertaking increased proportions of their sentence in HD, or avoiding prison as a result of a direct HD order, potentially reduced prison

population growth rates, or reduced churn of shorter term custodial episodes. The economic model also provides the framework to specify variation across offender outcomes and program costs to examine the combined confidence intervals in estimated cost effectiveness.

In preparation for the final economic analysis in 2018, preliminary program funding and cost data were provided by the DCS finance directorate to confirm available sources and level of detail. Each data source will be extracted in 2018 covering all HD program operations from commencement to the end of the 2017-18 financial year.

## 2.4 Ethics

Ethical approval to undertake this study was sought in March 2017 from the University of New South Wales' Human Research Ethics Committee (HREC). Following a request from UNSW HREC for a letter of support from DCS, and further justification of why a waiver of consent should be granted for offenders whose data is contained within the DCS dataset, approval was granted in May 2017. See Appendix B for approval notification (HC 17196).

Ethical approval to report outcomes on the Aboriginal cohort contained within the DCS administrative data was sought from the Aboriginal Health Research and Ethics Committee (AHREC). Conditional approval was granted in October 2017, subject to the formation of an Aboriginal reference group to provide advice on the reporting of outcomes for an Aboriginal cohort of offenders. This reference group is to comprise representatives from South Australia.

## 2.5 Limitations

It is important to consider any limitations of the methodology when interpreting the findings presented in Sections 5 and 6. Two issues are of particular significance:

- Small sample sizes

The analysis of DCS data on a cohort of offenders' subject to HD is based on a relatively small sample (n=317) and this limited the scope and power of the analysis that was conducted. However, the analysis also reflects the full population of prisoners sentenced to HD between June 2014 and June 2015 in the state of SA.

- Independent variables

The number of independent variables contained within the received dataset is limited, and missed data characterised some of the demographic and risk assessment variables. The missing data, in addition to the small size, limited the power of the statistical analysis conducted.

- Security rating variable

It should be noted that the initial and final security ratings provided in the data are standard assessments and reflect procedural decisions.



## 3 Profiling people subject to HD: a baseline analysis

This section provides a baseline analysis of offenders subject to HD.

### 3.1 A statistical profile of individuals on HD

Table 1 below provides a bivariate description of the sample characteristics of individuals on HD in South Australia from June 2014 to June 2015. The analysis is stratified by gender. As shown, the vast majority of the sample were male (84.2% male, 15.8% female). The average age of the entire sample at the time they were released to HD was 37.5 years (sd=11.5)<sup>3</sup>, and there were no differences in age between males and females. Approximately nine per cent of the sample were Aboriginal or Torres Strait Islander, and again there were no difference between the proportions of males or females who were Aboriginal or Torres Strait Islander. Just over one-quarter of the sample (28.8%) had completed high school education or above, with a significantly higher proportion of females (40.5%) compared to males (27.0%) having completed high school or more. In contrast, over one-third of the sample (38.2%) reported being employed prior to their most recent custody episode, and here the proportions were reversed; nearly twice as many males (40.4%) reported employment prior to custody compared to females (20.7%).

Table 1 also provides information on the offence history of those subject to HD. As shown, approximately one-third of the sample (29.0%) had more than one prior sentence; the average number of prior sentences in the entire sample was 1.8 (sd=1.8, range=1-13) and there were no statistical differences between males and females.

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<sup>3</sup> Standard deviation (sd) is the measure of dispersion in the data.

**Table 1: Characteristics of sample: demographics, offence history and risk assessment**

	Total sample (n=317) %/x(sd)	Males (n=267) %/x(sd)	Females (n=50) %/x(sd)	$\chi^2(df)$ , $\phi /$ $t(df)$ , Cohen's $d$
<b>Demographics</b>				
Age at release to HD <sub>log</sub>	37.5 (11.5)	37.3 (11.6)	38.4 (10.7)	n.s
Aboriginal or Torres Strait Islander <sub>a</sub>	9.0%	8.2%	13.6%	n.s
<b>≥ high school education<sub>b</sub></b>	<b>28.8%</b>	<b>27.0%</b>	<b>40.5%</b>	$\chi^2(1)=2.9^+$ , <b>0.10</b>
<b>Employed prior to most recent custody<sub>c</sub></b>	<b>38.2%</b>	<b>40.5%</b>	<b>20.7%</b>	$\chi^2(1)=4.3^+$ , <b>0.13</b>
<b>Offence history</b>				
Multiple prior sentences (yes)	29.0%	30.3%	22.0%	n.s
Average number of prior sentences	1.8 (1.8)	1.9 (1.8)	1.5 (1.4)	n.s
<b>Risk ratings</b>				
<b>Initial security rating (high)</b>	<b>26.5%</b>	<b>18.0%</b>	<b>72.0%</b>	$\chi^2(2)=63.1^{***}$ , <b>0.45</b>
<b>Final security rating (high)</b>	<b>1.9%</b>	<b>2.2%</b>	<b>0.0%</b>	$\chi^2(2)=4.9^+$ , <b>0.09<sub>f</sub></b>
<b>RoR Score<sub>d</sub></b>	<b>12.2 (5.8)</b>	<b>12.7 (5.6)</b>	<b>9.4 (6.5)</b>	$t(50.2)=-2.9^{**}$ , <b>0.53</b>
ORNI Score <sub>e</sub>	24.4 (5.1)	24.1 (4.7)	25.9 (7.3)	n.s
<b>Prison programs (ever)</b>				
<b>Employment</b>	<b>91.2%</b>	<b>89.5%</b>	<b>100.0%</b>	$\chi^2(1)=5.8^+$ , <b>0.14</b>
Education	45.7%	46.0%	45.7%	n.s
Behavioural change	30.3%	26.0%	31.1%	n.s

$p < .10^+$ ,  $p < .05^*$ ,  $p < .01^{**}$ ,  $p < .001^{***}$

note. Non-parametric bivariate comparison for average number of prior sentences: Mann-Whitney U.

a. (n=301)

b. (n=267)

c. (n=251)

d. (n=254)

e. (n=113)

f. low expected cell counts

Table 1 also displays offenders' risk assessment information and involvement in prison programs. In terms of risk assessment, approximately one-quarter of the entire sample (26.5%) received an initial security rating of 'high' upon arrival into custody. There was a statistical difference in the initial risk assessment rating of males and females with females being four times more likely to receive a 'high' initial security rating compared to males (72.0% compared to 18%). In contrast, a minority of the entire sample had a 'high' risk rating upon release to HD (1.9%). The average Risk of Reoffending (RoR) score for a sample of 254 prisoners for which data were available was 12.2 (sd=5.8, range=1-20). Males scored significantly higher on the RoR compared to females ( $x=12.7$ ,  $sd=5.6$  compared to  $x=9.4$ ,  $sd=6.5$ ), and the effect size of this difference was moderate ( $d=0.53$ ). In contrast, there were no differences in Offender Risk Needs Inventory (ORNI) scores between males and females among 113 prisoners for which ORNI assessment data were available.

Finally, most of the sample (91.2%) had at some point been involved in employment programming in their custodial histories; 100% of females compared to 89.5% of male had prior involvement in these programs. Far fewer had prior involvement in education programming in custody (45.7%) and behavioural change programming (30.3%), and there were no statistical differences in the proportions of male or female involvement in these two types of programs.

Table 2 displays sentencing information, HD characteristics, breaches of HD and returns to custody following HD. The types of offences for which the sample were incarcerated for at the time of data collection were:

- drug related offences (30.9%) (e.g., drug trafficking, manufacturing, and one individual for possession of drugs)
- violent offences (21.8%) (e.g., assaults, robbery)
- administrative offences (19.2%) (e.g., offences against justice procedures, licence and registration offences)
- theft (11.7%) (e.g., theft, break and enter, receiving stolen goods)
- fraud (11.4%) (e.g., fraud and extortion).

Here, males were more than twice as likely as females to have been incarcerated for a violent offence (24.3% compared to 8.0%) whereas females were more than three times more likely than males to have been incarcerated for a fraud related offence (28.0% compared to 8.2%).

**Table 2: Characteristics of the sample: sentence and HD characteristics, breaches of HD and returns to custody**

Index offence (HD sentence)	Total sample (n=317) %/x(sd)	Males (n=267) %/x(sd)	Females (n=50) %/x(sd)	$\chi^2(df)$ , $\phi$ / $t(df)$ , Cohen's $d$
Drug	30.9%	31.1%	30.0%	n.s
<b>Violent</b>	<b>21.8%</b>	<b>24.3%</b>	<b>8.0%</b>	<b><math>\chi^2(1)=6.6^*</math>, 0.14</b>
Administrative/driving	19.2%	19.9%	16.0%	n.s
Theft	11.7%	10.9%	16.0%	n.s
<b>Fraud</b>	<b>11.4%</b>	<b>8.2%</b>	<b>28.0%</b>	<b><math>\chi^2(1)=16.3^{***}</math>, 0.23</b>
Public order/property	5.0%	5.6%	2.0%	n.s
Sentence characteristics				
<b>Non-parole period (days)<sub>log</sub></b>	<b>542.8 (483.5)</b>	<b>562.1 (492.9)</b>	<b>439.9 (418.8)</b>	<b><math>t(315)=-2.3^*</math>, 0.34</b>
Average length of HD Sentence (sentenced days)	148.4 (105.8)	149.8 (103.7)	141.3 (117.5)	n.s
Average length of HD Sentence (actual days)	143.2 (106.7)	144.4 (105.4)	134.7 (114.4)	n.s
HD Breaches				
Breached HD conditions	15.8%	17.2%	8.0%	n.s
Average time to breach of HD (days) (n=50)	103.7 (94.3)	103.4 (91.2)	107.5 (142.6)	n.s
Returns to custody (RTC) post HD				
RTC (reoffence) by June 2017	19.6%	19.5%	20.0%	n.s
Average time to RTC (days) (n=62)	295.7 (172.9)	308.7 (168.0)	228.3 (191.5)	n.s
Administrative offence <sub>a</sub>	82.3%	80.8%	90.0%	n.s
Non-violent (not including administrative) offences <sub>b</sub>	22.2%	21.2%	30.0%	n.s
Violent offence <sub>c</sub>	8.1%	7.7%	10.0%	n.s

$p < .10+$ ,  $p < .05^*$ ,  $p < .01^{**}$ ,  $p < .001^{***}$

a. Administrative offences include: offences against justice procedures.

b. Offences include: theft, break and enter, fraud, offences against good order, and 'other'.

c. Offences include: sexual assault, assault, unlawful possession of a weapon.

The average length of the non-parole period attached to HD sentences was 542.8 (sd=483.5) days, and males had significantly longer non-parole periods compared to females (562.1 days compared to 439.9 days). The average number of sentenced HD days was 148.4 (sd=105.8) and there were no differences in the lengths of HD sentences received between males and females. Accounting for breaches/early terminations of HD sentences, the number of actual HD days served for the entire sample was 143.3 (sd=106.7) and again there were no differences between males and females.

In terms of breaches of HD, only 15.8 per cent of the entire sample breached an HD order. While this reflected 17.2 per cent of males and 8.0 per cent of females, this difference was not statistically significant. A slightly higher proportion of the sample (19.6%) returned to custody following their discharge from a HD sentence by June 2017. Similarly, there were no differences in the proportion of males and females who returned to custody by June 2017. In terms of the types of offences for which individuals returned to custody, the vast majority were for administrative offences (82.3%) followed by non-violent offences, and only 8.1 per cent of those individuals who returned to custody by June 2016 committed a violent reoffence. Again, there were no statistical differences between males and females in terms of the type of offences they committed that resulted in their return to custody.

### **3.2 A statistical profile of individuals who breached HD orders**

Table 3 displays bivariate comparisons between individuals who breached HD orders compared to those who did not. In total, out of 317 individuals who received an HD order between June 2014 and June 2015, 52 (16%) breached the conditions of the order. In terms of demographic characteristics, individuals who breached HD were significantly younger on average than those who did not breach their HD order (34.4 years old compared to 38.0 years old) and the effect size of this difference was low to approaching moderate ( $d=0.29$ ). Individuals who did not breach their HD order were nearly twice as likely to have more than high school education compared to those who did (31.3% compared to 16.3%). There were no statistical differences in the demographic profile of individuals who breached their HD order compared to those who did not in terms of gender, whether they were Aboriginal or Torres Strait Islander, or whether they had been employed prior to their most recent custody episode. Similarly, there were no statistical differences between individuals who breached HD in terms of the number of prior sentences in their history.

**Table 3: Bivariate comparisons: Breaches**

	Total sample (n=317) %/x(sd)	No HD Breach (n=267) %/x(sd)	Breached HD (n=50) %/x(sd)	$X^2(df), \phi /$ $t(df), \text{Cohen's } d$
<b>Demographics</b>				
Male gender	84.2%	82.8%	92.0%	n.s
<b>Age at release to HD<sub>log</sub></b>	<b>37.5 (11.5)</b>	<b>38.0 (12.0)</b>	<b>34.4 (7.8)</b>	<b><math>t(86.3)=2.1^+, 0.29</math></b>
Aboriginal or Torres Strait Islander <sub>a</sub>	9.0%	8.8%	10.0%	n.s
<b>≥ high school education<sub>b</sub></b>	<b>28.8%</b>	<b>31.3%</b>	<b>16.3%</b>	<b><math>X^2(1)=3.9^*, 0.12</math></b>
Employed prior to most recent custody <sub>c</sub>	38.2%	40.5%	26.8%	n.s
<b>Offence history</b>				
Multiple prior sentences (yes)	29.0%	27.7%	36.0%	n.s
Average number of prior sentences	1.8 (1.8)	1.8 (1.7)	2.0 (2.0)	n.s
<b>Risk ratings</b>				
Initial security rating (high)	26.5%	25.5%	32.0%	n.s
<b>Final security rating (high)</b>	<b>1.9%</b>	<b>0.7%</b>	<b>8.0%</b>	<b><math>X^2(2)=4.9^+, 0.09_f</math></b>
<b>RoR Score<sub>d</sub></b>	<b>12.2 (5.8)</b>	<b>11.4 (6.0)</b>	<b>15.7 (3.3)</b>	<b><math>t(120.8)=-6.8^{***}, 0.90</math></b>
ORNI Score <sub>e</sub>	24.4 (5.1)	24.4 (5.3)	24.2 (4.5)	n.s
<b>Prison programs (ever)</b>				
Employment	91.2%	90.6%	94.0%	n.s
Education	45.7%	43.8%	56.0%	n.s
<b>Behavioural change</b>	<b>30.3%</b>	<b>26.6%</b>	<b>50.0%</b>	<b><math>X^2(1)=10.9^{**}, 0.19</math></b>
<b>Index offence (HD sentence)</b>				
<b>Violent</b>	<b>21.8%</b>	<b>19.1%</b>	<b>36.0%</b>	<b><math>X^2(1)=7.1^{**}, 0.19</math></b>
Theft	11.7%	10.5%	18.0%	n.s
Drug	30.9%	32.2%	24.0%	n.s
<b>Fraud</b>	<b>11.4%</b>	<b>12.7%</b>	<b>4.0%</b>	<b><math>X^2(1)=3.2^+, 0.10</math></b>
Administrative/driving	19.2%	20.2%	14.0%	n.s
Public order/property	5.0%	5.2%	4.0%	n.s
<b>NPP (days)<sub>log</sub></b>	<b>542.8 (483.5)</b>	<b>535.1 (506.3)</b>	<b>584.1 (336.9)</b>	<b><math>t(87.5)=-2.7^{**}, 0.37</math></b>
<b>Days Sentenced to HD</b>	<b>148.4 (105.8)</b>	<b>142.2 (105.9)</b>	<b>181.6 (100.1)</b>	<b><math>t(78.4)=-3.1^{**}, 0.45</math></b>

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*p* < .10+, *p* < .05\*, *p* < .01\*\*, *p* < .001\*\*\*

note. Non-parametric bivariate comparison for average number of prior sentences: Mann-Whitney U.

a. (n=301)

b. (n=267)

c. (n=251)

d. (n=254)

e. (n=113)

f. low expected cell counts

There were no statistical differences between individuals who breached HD orders and those who did not in terms of initial security ratings they received upon entry into custody. However, a larger proportion of individuals who breached HD had received a final security rating (i.e., upon release to HD) of high (8.0%) compared to those who did not (0.7%). However, these differences should be interpreted with caution due to the low base rate of individuals who received a 'high' final security rating (1.9%). In contrast, in the sample of 254 individuals for whom RoR assessment data were available, those who breached HD had a significantly higher RoR score (15.7,  $sd=3.3$ ) compared to those who did not (11.4,  $sd=6.0$ ) and the effect size was strong ( $d=0.90$ ). For the subsample of individuals for whom ORNI assessment data were available, there were no statistical differences between ORNI scores of individuals who breached HD and those who did not.

There were no differences in participation in employment or education programs while in custody between individuals who breached HD orders and those who did not. However, half of the individuals who breached HD orders had participated in behavioural change programs in custody at some point (50.0%) compared to only one-quarter of individuals who did not breach HD orders (26.6%).

Finally, in terms of the offences for which individuals were incarcerated, those incarcerated for violent offences were almost twice as likely as those who were not to breach their HD order (36.0% compared to 19.1%). However, the reverse pattern was true in cases where individuals were incarcerated for fraud related offences; only four per cent of individuals who breached HD were in custody for fraud related offences compared to 12.7 per cent of individuals who did not breach HD. While these two patterns were statistically significant, the effect sizes were relatively low ( $\phi = 0.19$  and  $\phi = 0.10$  respectively). There were no other differences between individuals who breached their HD order and those who did not in terms of whether they were incarcerated for theft, drug, or administrative/driving related offences. However, individuals who breached HD had significantly longer non-parole periods compared to those who did not breach HD orders (584.1 days compared to 535.1 days), and were also sentenced to significantly longer HD periods (181.6 days compared to 142.2 days).

Given these bivariate differences, next logistic regression models were estimated to determine the relative contribution of covariates to the likelihood of an individual breaching their HD order. Table 6 displays a logistic regression model predicting breaches of HD based on differences in the profiles identified in table 5. The results show that net of other factors, a final security rating (coded as 0=low, 1=medium/high), RoR score, and the length of the HD sentence significantly predict the likelihood of breaching HD. More specifically, individuals who received a final security rating of medium or high were 3.5 times more likely to breach HD than those who received a final security rating of low. In addition to this, for every unit increase in RoR score an individual was approximately 21 per cent more likely to breach a HD order, and for every unit/day increase in the length of the HD sentence handed down there was a one per cent increase in the likelihood of individuals breaching HD.



**Table 4: Logistic regression predicting HD breaches**

	<i>B</i>	<i>SE(B)</i>	<i>Wald</i>	<i>Exp(b)</i>	95%CI
Demographics					
Age at HD	0.01	0.02	0.16	1.01	(0.97-1.05)
≥ high school education	-.68	0.50	1.87	0.51	(0.19-1.34)
Risk rating					
<b>Final security rating (med-high)</b>	<b>1.25</b>	<b>0.45</b>	<b>7.68</b>	<b>3.48**</b>	<b>(1.44-8.38)</b>
<b>RoR Score</b>	<b>0.19</b>	<b>0.06</b>	<b>9.59</b>	<b>1.21**</b>	<b>(1.07-1.36)</b>
Index offence					
Violent	0.44	0.48	0.87	1.56	(0.61-3.96)
Fraud	-0.39	1.11	0.12	0.68	(0.08-6.02)
NPP (Days)	0.00	0.00	3.19	1.00	(1.00-1.00)
Prison programs					
Behavioural change	0.03	0.47	0.00	1.03	(0.41-2.60)
Days Sentenced to HD	0.01	0.00	14.46	1.01***	(1.01-1.02)
$\chi^2(9) = 48.5, p < .001$					
Nagelkerke $R^2 = .32$					
Cox & Snell $R^2 = .20$					
% Correct class. = 83.0%					

$p < .10+$ ,  $p < .05^*$ ,  $p < .01^{**}$ ,  $p < .001^{***}$

### 3.3 A statistical profile of individuals who returned to custody for a re-offence post HD orders

Table 5 displays bivariate comparisons between individuals who returned to custody following the discharge date of their HD order compared to those who did not return to custody by June 2017. Out of 317 individuals who received an HD order between June 2014 and June 2015, 62 returned to custody by June 2017. Similar to individuals who breached HD, those who returned to custody were younger on average (34.0 years old,  $sd=12.0$ ) compared to those who did not (38.9 years old,  $sd=12.0$ ) and the effect size of this difference was moderate ( $d=0.44$ ). Aboriginal or Torres Strait Islanders were over-represented in terms of returns to custody; 14.8 per cent of individuals who returned to custody were Aboriginal or Torres Strait Islander compared to 7.5 per cent of those who did not return to custody. The effect size of this difference was in the low range ( $\phi = 0.10$ ). There were no other differences in terms of demographic characteristics (i.e., gender, level of education, employment prior to previous custodial episode) between individuals who returned to custody and those who did not. However, over twice as many individuals who returned to custody had multiple prior sentences (53.2%) compared to those who did not (23.1%) and the effect size of this difference was low approaching moderate.

**Table 5 Bivariate comparisons: Returns to Custody (RTC) post HD by June 2017**

	Total sample (n=317) %/x(sd)	No RTC by 2017 (n=255) %/x(sd)	RTC by 2017 (n=62) %/x(sd)	X <sup>2</sup> (df), φ / t(df), Cohen's d
<b>Demographics</b>				
Male gender	84.2%	84.3%	83.9%	n.s
<b>Age discharge from HD<sub>log</sub></b>	<b>37.9 (11.6)</b>	<b>38.9 (12.0)</b>	<b>34.0 (12.0)</b>	<b>t(315)=2.9<sup>**</sup>, 0.44</b>
<b>Aboriginal or Torres Strait Islander<sub>a</sub></b>	<b>9.0%</b>	<b>7.5%</b>	<b>14.8%</b>	<b>X<sup>2</sup>(1)=3.1<sup>+</sup>, 0.10</b>
More than high school education <sub>b</sub>	28.8%	30.0%	24.1%	n.s
Employed prior to most recent custody <sub>c</sub>	38.2%	39.7%	32.7%	n.s
<b>Offence history</b>				
<b>Multiple prior sentences (yes)</b>	<b>29.0%</b>	<b>23.1%</b>	<b>53.2%</b>	<b>X<sup>2</sup>(1)=21.9<sup>***</sup>, 0.26</b>
<b>Average number of prior sentences</b>	<b>1.8 (1.8)</b>	<b>1.5 (1.3)</b>	<b>2.9 (2.8)</b>	<b>U=5281.0<sup>***</sup></b>
<b>Risk ratings</b>				
Initial security rating (high)	26.5%	24.7%	33.9%	n.s
<b>Final security rating (high)</b>	<b>1.9%</b>	<b>1.6%</b>	<b>3.2%</b>	<b>X<sup>2</sup>(1)=6.3<sup>*</sup>, 0.14<sub>t</sub></b>
<b>RoR Score<sub>d</sub></b>	<b>12.2 (5.8)</b>	<b>11.2 (5.9)</b>	<b>15.8 (3.6)</b>	<b>t(132.9)=-7.1<sup>***</sup>, 0.93</b>
<b>ORNI Score<sub>e</sub></b>	<b>24.4 (5.1)</b>	<b>23.3 (5.4)</b>	<b>26.7 (3.3)</b>	<b>t(99.8)=-4.1<sup>***</sup>, 0.75</b>
<b>Prison programs (ever)</b>				
Employment	91.2%	92.2%	87.1%	n.s
Education	45.7%	45.5%	46.8%	n.s
<b>Behavioural change</b>	<b>30.3%</b>	<b>26.3%</b>	<b>46.8%</b>	<b>X<sup>2</sup>(1)=9.9<sup>**</sup>, 0.18</b>
<b>Index offence (prior HD sentence)</b>				
<b>Violent</b>	<b>21.8%</b>	<b>23.9%</b>	<b>12.9%</b>	<b>X<sup>2</sup>(1)=3.6<sup>+</sup>, 0.11</b>
<b>Theft</b>	<b>11.7%</b>	<b>9.4%</b>	<b>21.0%</b>	<b>X<sup>2</sup>(1)=6.5<sup>*</sup>, 0.14</b>
Drug	30.9%	32.9%	22.6%	n.s
Fraud	11.4%	12.2%	8.1%	n.s
<b>Administrative/driving</b>	<b>19.2%</b>	<b>16.5%</b>	<b>30.6%</b>	<b>X<sup>2</sup>(1)=6.4<sup>*</sup>, 0.14</b>
Public order/property	5.0%	5.1%	4.8%	n.s
NPP (days/prior HD related sentence) <sub>log</sub>	542.8 (483.5)	567.1 (517.9)	442.9 (285.0)	n.s
<b>Breached prior HD order</b>	<b>15.8%</b>	<b>11.8%</b>	<b>32.3%</b>	<b>X<sup>2</sup>(1)=15.8<sup>***</sup>, 0.22</b>

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*p* < .10+, *p* < .05\*, *p* < .01\*\*, *p* < .001\*\*\*

note. Non-parametric bivariate comparison for average number of prior sentences: Mann-Whittney U.

a. (n=301)

b. (n=267)

c. (n=251)

d. (n=254)

e. (n=113)

f. low expected cell counts

There were no statistical differences between individuals who returned to custody and those who did not in terms of initial security ratings they received upon entry into custody. However, similar to those who breached HD orders, a larger proportion of individuals who returned to custody had received a final security rating (i.e., upon release to HD) of high (3.2%) compared to those who did not (1.6%). Again, these differences should be interpreted with caution due to the low base rate of individuals who received a 'high' final security rating (1.9%). In contrast, in the sample of 254 individuals for whom RoR assessment data were available, those who returned to custody had a significantly higher RoR score (15.8,  $sd=3.6$ ) compared to those who did not (11.2,  $sd=5.9$ ) and again the effect size was strong ( $d=0.93$ ). In addition, for the subsample of individuals for whom ORNI assessment data were available, the average score of those who returned to custody was 26.7 ( $sd=3.3$ ) compared to an average of 23.3 ( $sd=5.4$ ) for those who did not and this association was also strong ( $d=0.75$ ).

A similar pattern to HD breaches also emerged in terms of custodial program involvement; nearly half of individuals who returned to custody had prior involvement in behavioural change programs (46.8%) compared to just over one-quarter of those who did not return to custody (26.3%). No differences were evident between individuals who returned to custody and those who did not in terms of prior participation in employment or education programs.

Compared to individuals who breached their HD orders, a slightly different profile emerged for individuals who returned to custody in terms of their prior offences. First, individuals who returned to custody were less likely to have previously committed a violent offence (12.9%) compared to those who did not return to custody (23.9%), although this relationship was statistically marginal and the effect size was low ( $\phi = 0.11$ ). In contrast, over twice as many individuals who returned to custody had previous theft offences (21.0%) compared to those who did not return to custody (9.4%). Similarly, twice as many individuals who returned to custody had previous administrative/driving offences compared to those who did not return to custody (16.5%). Finally, individuals who breached their prior HD order (32.3%) were nearly three times as likely to return to custody than those who did not breach their prior HD order (11.8%).

Given the bivariate differences between individuals who returned to custody and those who did not, table 6 displays a logistic regression model of the variables associated with returns to custody. A different profile for returns to custody emerged than variables predicting breaches of HD orders. Given that ORNI data were available for less than half of the sample, it was not possible to include this variable in the models. The number of prior sentences, RoR score, a prior non-violent offence, and breaching the previous HD<sup>4</sup> order were associated with a higher likelihood of returning to custody post HD. More specifically, each prior sentence in an individual's history was associated with a 50 per cent increase in the likelihood of a return to custody. RoR score was marginally associated with returns to custody net of other factors. In terms of the prior offence, those individuals who committed a violent offence were 79 per cent less likely to return to custody compared to those individuals who did not commit a violent offence. Finally, individuals who breached their previous HD order were 2.75 times more likely to return to custody than those who did not breach their prior HD order.

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<sup>4</sup> It was not possible to determine with absolute certainty if an individual returned to custody as a result of breaching their HD order. Of all individual who breached an HD order, 32.3% also returned to custody. It is possible that some of these individuals returned to custody because of breaching their HD order, which is also why this is included as a covariate in the current model.

**Table 6 Logistic regression predicting Return to Custody (RTC) by June 2017**

	<i>B</i>	<i>SE(B)</i>	<i>Wald</i>	<i>Exp(b)</i>	95%CI
Demographics					
Age at discharge from HD	-0.04	0.02	2.17	0.97	0.92-1.01
Aboriginal or Torres Strait Islander	0.31	0.62	0.25	1.37	0.40-4.65
<b>Number of prior sentences</b>	<b>0.40</b>	<b>0.11</b>	<b>14.38</b>	<b>1.50***</b>	<b>1.22-1.85</b>
Risk rating					
Final security rating (med-high)	0.51	0.41	1.52	1.66	0.74-3.69
<b>RoR Score</b>	<b>0.11</b>	<b>0.06</b>	<b>3.38</b>	<b>1.11+</b>	<b>0.99-1.24</b>
Prison programs					
Behavioural change	-0.05	0.43	0.01	0.95	0.41-2.20
Index offence (prior HD sentence)					
<b>Violent</b>	<b>-1.58</b>	<b>0.61</b>	<b>6.85</b>	<b>0.21**</b>	<b>0.06-0.67</b>
Theft	-0.62	0.60	1.06	0.54	0.17-1.75
Administrative/driving	0.62	0.49	1.64	1.87	0.72-4.85
<b>Breached prior HD order</b>	<b>1.01</b>	<b>0.43</b>	<b>5.55</b>	<b>2.75*</b>	<b>1.19-6.40</b>
$\chi^2(10) = 62.08, p < .001$					
Nagelkerke $R^2 = .35$					
Cox & Snell $R^2 = .23$					
% Correct class. = 78.5%					

A reduced form logistic regression model is presented in Table 7. The results are consistent with those in table 6, when removing the non-significant variables from the equation RoR also predicts return to custody; each unit increase in RoR score results in a 19 per cent increase of the likelihood of a return to custody.

**Table 7 Logistic regression predicting Return to Custody (RTC) by June 2017 reduced form model**

	<i>B</i>	<i>SE(B)</i>	<i>Wald</i>	<i>Exp(b)</i>	95%CI
<b>Number of prior sentences</b>	<b>0.31</b>	<b>0.09</b>	<b>11.83</b>	<b>1.36**</b>	<b>1.14-1.62</b>
<b>RoR Score</b>	<b>0.17</b>	<b>0.05</b>	<b>14.11</b>	<b>1.11***</b>	<b>1.09-1.30</b>
<b>Index offence = violence (prior HD sentence)</b>	<b>-1.50</b>	<b>0.51</b>	<b>8.56</b>	<b>0.22**</b>	<b>0.08-0.61</b>
<b>Breached prior HD order</b>	<b>0.95</b>	<b>0.41</b>	<b>5.46</b>	<b>2.57*</b>	<b>1.17-5.69</b>
$\chi^2(4) = 57.8, p < .001$					
Nagelkerke $R^2 = .32$					
Cox & Snell $R^2 = .20$					
% Correct class. = 79.1%					

### 3.4 Interpreting the findings

The findings from the current study provide a statistical profile of a cohort of 317 prisoners subject to HD between June 2014 and June 2015. In total, less than one-fifth of all prisoners subject to HD in this time frame breached the conditions of their HD order. Only a slightly higher proportion of individuals (19.6%) returned to custody for a new offence at some point following the conclusion of their HD order by June 2017. Indeed, this recidivism rate falls far below overall recidivism rates of released prisoners returning to custody in Australia (see Australian Productivity Commission, 2016).

Less than 10 per cent of returns to custody (i.e., five individuals) were for a violent offence. This contrasts with the fact that approximately one-fifth of the cohorts' HD orders in 2014-2015 (21.8%) were associated with a violent offence. In fact, the multivariate analyses in the current study indicated that those individuals whose HD sentence was associated with a violent offence were less likely to return to custody by 2017 compared to those individuals whose HD order was associated with a non-violent or administrative offence.

The length of non-parole period was not associated with breaches of HD or returns to custody by 2017 net of other factors considered. This highlights another important pattern; the vast majority of offences for which individuals returned to custody post their HD order were administrative offences (i.e., offences against justice procedures). In other words, while the prevention of serious and violent offences committed by individuals on HD orders should be a paramount concern for policy makers and those working in the criminal justice system, in the current cohort they would constitute rare exceptional cases.

### Who receives HD orders?

The proportion of males compared to females serving HD orders in South Australia in 2014-2015 reflects the overrepresentation of males in crime and the proportion of male and female involvement in the justice system more broadly (e.g., approximately 75-80% males compared to 20-25% females). Aboriginal and Torres Strait Islander individuals were slightly overrepresented in HD relative to the proportion of the general population they make up, but far lower than the proportion of Aboriginal and Torres Strait Islander individuals involved in the justice system more broadly. A notable finding had to do with initial custodial security ratings of male and female prisoners who received HD orders; females were four times more likely than males to be assessed as having a high initial security rating suggesting their differential needs profile upon entry to custody compared to males.

### Who breaches HD orders?

This of course then raises the question of what are the key factors associated with non-compliance of HD orders, be it breaches of conditions or reoffending? The length of the HD sentence was a significant predictor (in addition to a high security rating and RoR score) of breaches of HD and for those who breached, the average amount of time from HD sentence commencement to breach was just over three months. This suggests that, not surprisingly, the longer someone is on HD the more likely they are to breach, and, when breaches did occur, they typically happened in the latter portions of HD sentences.

Given the low base-rate of violent recidivism, it was not possible to look at this outcome specifically. Nonetheless, differential profiles emerged pertaining to individuals who breached conditions of their HD order and those that returned to custody following an HD order. In short, the key predictors of HD breaches were length of the HD sentence, custodial security rating, and risk assessment score. Net of the other factors considered (i.e., demographic characteristics, index offence associated with the HD sentence, programs in custody), this suggests that the practice of risk assessment in the current context is appropriate to the identification of those individuals most likely to succeed (or not) while on HD orders. Importantly, final security custody ratings were associated with breaches of HD in addition to RoR scores. This suggests that, at least to some

extent, security ratings in custody that are administered prior to release into the community provide some information about whether or not individuals are likely to breach conditions of their HD order.

In terms of returning to custody following the completion of an HD order, a slightly different profile emerged. The number of prior sentences, RoR score, a prior non-violent index offence, and prior HD breach were all associated with returns to custody. Again, the majority of returns to custody were for administrative offences, and it is possible that some individuals may have been returned to custody for breaching their HD order. However, even if this is the case, the profile stands that returns to custody are not predicted by violent index offences. In the current study, the majority of the category of violent index offences involved assaults, robbery and weapon possession. Rather than the nature of the index offence for which an individual received an HD sentence, these results suggest that in addition to risk score, chronicity, or in other words, the frequency of prior offending (here measured as number of prior sentences) is a more robust predictor of reoffending. At the same time, the fact that most returns to custody following HD orders were for administrative offences, this may also suggest that individuals on or who have completed HD orders are subject to disproportionate monitoring or surveillance that might contribute to their returns to custody. Importantly, while this may be a possibility it was not possible to assess this relationship directly in the current study.

## 4 Findings: key stakeholder interviews

During the stakeholder interviews, participants were asked specific and separate questions about HD and the associated support program. As noted in Section 1, HISSP was being delivered by OARS and Anglicare under an interim arrangement when the interviews were conducted (therefore IHISSP). The procurement process to contract a long-term provider of HISSP was concluded recently. A new contract commenced on 1 November 2017, with services now being provided by OARS<sup>5</sup>. Because of this change to operations during the first phase of the evaluation, we refer to the support program as IHISSP/HISSP. The only exception is in the provided quotes, where we use the participants' language.

### 4.1 Stakeholder views about HD

#### Stakeholder views about HD

Interview participants were asked to share their views about HD. Amongst various participants there was broad support for HD, the legislative changes that expanded its use in SA, and the accompanying support program (IHISSP/HISSP). HD was seen as being beneficial for both the offender as well as for family members (where domestic violence was not the offence).

I think the [HD] conditions are adequate. ... There's all the standard conditions, not to leave the state, not to commit any crime, not to drive unless they've got a licence, not to associate with any offenders or ex-offenders unless they have permission from us so we can look at that. ... So yeah, I think it's pretty comprehensive. (Stakeholder, DCS)

So the feeling was that it's early days yet but that people seem to be taking their obligations when receiving these sorts of sentences very seriously. (Stakeholder)

HD was widely viewed as meeting offenders' needs, however, isolation was a recurrent concern among both DCS and NGO case managers. Some stakeholders were concerned about the wellbeing of offenders who live in regional areas. For others, the transition from prison to HD for offenders who will reside alone following release from custody was also seen as particularly challenging. As outlined by many participants, offenders on ROHD are going from an environment in which they are surrounded by people to a community-order which limits their engagement with others. Many stakeholders felt that isolation was countered when offenders were engaged with IHISSP/HISSP service providers who were able to connect clients with organisations and help establish connections in the community. This was achieved through securing and retaining employment or other community engagement initiatives. Employment was viewed as both a buffer against the isolation of HD, as well as an opportunity for providing stability to the offender and a protective effect against re-offending.

I think if they do have employment, it's a key indicator for their success. I think they're much more likely to complete the HD order. They might go onto parole after that or they might

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<sup>5</sup> OARS have entered into a partnership arrangement with Red Cross in delivering HISSP.



have finished their sentence and not have anything else to do with us. I think that's a real indicator for whether or not they will reoffend or come back to us. (Stakeholder, DCS)

One of the things that Home D offenders will tell me is [that] if they've got something to do they're less likely to do something wrong. (Stakeholder, NGO)

HD was accredited with enabling continuity with employment for some offenders, as well as offering other stabilising factors:

I think for some of them it is because, yeah, there is a lot of restrictions on it but they're able to at least fulfil other, you know, employment and stuff like that can continue. (Stakeholder, NGO)

More of that routine and a bit more control [in prison] where they find Home D isolating ... being at home a lot by themselves, especially if family are out or if they've got no family, yeah, quite isolated. Where, you know, they had people to talk to while inside and that, so they struggle with a lot of that stuff too. ... I find that they're better when these guys get work ... So a lot of them have then commenced work and they've been a lot better ... and those guys seem to then adjust a lot quicker. Where[as] the ones who can't work are the ones that continue to struggle a bit. (Stakeholder, NGO)

HD was viewed as being beneficial for both offender and their families (not including offenders charged for domestic violence).

Well for starters they're not in a prison which is really important. It helps them by giving them the opportunity to spend time with their families. So it gives the families an opportunity to work through their own stuff because their actions will affect everyone around them and I've seen families affected tremendously ... and they're really quite very disturbed about the fact that someone they love so deeply has ended up in prison. So IHISSP gives them the opportunity for the individual to go back to the family and make amends and work through the problems that they've caused within the family. If they're put into prison they're not going to be able to do that on weekly visits. It can't work that way. (Stakeholder, NGO)

For others, it appeared that maintaining a family presence and the home environment provided space for offenders to be open to receiving support and assistance and helped minimise the bravado necessary for offender survival in prison:

In a custodial environment the guys would have to do the shoulder thing and strut and have a certain level of 'look at me, don't mess with me!'. Safety. I understand that they need to do that... However, when you go with that same person, you go into their home, it drops. It disappears. Even to the bigger tougher guys that we used to keep an eye on in the custodial environment when you get to see them in their residence with their partners, with their mum and dad, with their family, they're different and they change. The way they respond to supervision changes too. So that - that's a really good thing I can see that - HD - the benefits far outweigh, far outweigh somebody doing a custodial sentence; balanced on the severity and, you know, and expectations of the community and that kind of thing. (Stakeholder, DCS)

## Offender assessment

A number of the stakeholders interviewed provided feedback about the offender assessment process for ROHD. This process conducted by the HD Committee was described as being “robust” with a rigorous process for ensuring suitable offenders were identified and approved.

We also sit in on Home D meetings each week so we have delegates but one of the executive officers each week will present the information to the Home D committee and then we'll all assess it ... delegate, and discuss whether he should be going to Home D. (Stakeholder, DCS)

Community safety is paramount, staff safety is there and integrity of the programme. That's what we will base - I will base my risk assessments on is, if they [DCS] come to me with a question and I'll say, "Well, community, you, the programme. If it's going to put any of those at risk, and it doesn't have to be any area, that's when we step back." That's when we say, "Well, hang on, no, perhaps this is not going to fit for us." So far it's worked. (Stakeholder, DCS)

I feel quite confident that the right people are getting selected that have the likeliest chance of succeeding, completing their order. (Stakeholder, DCS)

The data indicates that stakeholders involved in the assessment process took seriously their role to ensure community safety:

There's concerns that everyone released – are they suitable to go out in the community?... We address it every time. We look at that every time. That's our main focus. The community is the biggest stakeholder we've got (Stakeholder, DCS).

The availability of suitable accommodation for offenders leaving custody was central to any assessment for HD:

A lot of people might have been suitable but you didn't have accommodation and we just couldn't release them onto the street on Home D unfortunately... We weren't going to release them on Home D if they didn't have any accommodation but now we've got the IHISSP referrals (Stakeholder, DCS)

Two stakeholders commented how accommodation options for those potentially leaving custody to HD had improved because of the temporary accommodation available through one of the IHISSP service providers:

We weren't going to release them on Home D if they didn't have any accommodation but now we've got the IHISSP referrals. We seem to be releasing a few to there. There's still a few issues about how much accommodation we've got with IHISSP and they've got to be a bit of a waiting list but we seem to be releasing a few more to that (Stakeholder, DCS).

A few participants suggested that assessments could be improved by HD committee members being advised of accommodation availability prior to weekly meetings in which applicants are assessed for eligibility. According to participants, this information could be provided on a fortnightly or monthly basis, depending on when OARS assess their accommodation availability. Participants

also said that it would be helpful to identify if there are other accommodation options available for offenders going onto ROHD.

A recurring issue with COHD was concern that offenders may not be known to DCS. This had the effect of prohibiting DCS from conducting an informed assessment of the offender's suitability for HD. For example, this may impact on a DCS case manager's ability to assess COHD offender needs and provide a comprehensive list of mandatory programs to IHISSP/HISSP case managers.

The only thing I wonder about and again, it's probably too early to tell, is with front-end sentences. Because they don't go through the DCS system, we don't really see them or have that kind of history of engagement with them. So there could be a new client and then yeah, it relies on that person sort of making an assessment. Again, the magistrate would have to examine certain criteria about whether or not they'd be suitable but yeah, I guess because we don't know, we don't have that information... So I guess that's more of a grey area, a bit of an unknown in my mind. (Stakeholder, DCS)

I suppose for us, unlike COHD, the prisoner would have been in custody for a period of time. What that period of time, who knows. But we've had an option ourselves to assess their stability, assess whether they're currently using, are they still using some, and make our own determination based upon that pretty quickly. So we've got some sort of data and we can make some sort of informed assessment, whereas we can't necessarily do that with a COHD because some of them are an unknown quantity to us because they've never been through our doors. (Stakeholder, DCS)

However, front-end sentencing was also viewed as undergoing a rigorous assessment process which weighs the benefits of HD on the individual (and their family) against the potential risks to the family and community should the individual be sentenced to HD.

One of the things that has to be taken into account is the situation where, you know, and the occasions on which a relatively relaxed HD order can properly be made - allowing a person a great deal of social mobility and interaction in the community, particularly for employment. ... they're factors which might enliven the discretion to grant HD. (Stakeholder)

The benefits of HD for both offenders and their families were highly regarded by senior level stakeholders.

But you know, [HD is] great for mothers. I say mothers, but I should say single parents in general. I think it's great for individuals that are sort of your lower end spectrum of risk, can continue to work, continue to pay taxes, continue to keep that sort of family unit, so we don't have to break that up, rather than them costing the government 100K a year to be incarcerated. I never go into a Home D committee chairing it thinking I'm looking for this type of offender and these will be the ones. It's more sort of looking at no drug use, you know, stable accommodation, do they have any structured day, all those sorts of things lined up. (Stakeholder, DCS)

## Compliance issues

Offenders on HD need to comply with specified conditions of release such as not using drugs and applying for a pass to leave their home. Non-compliance results in a breach and potential return to custody.

People on ROHD were generally described by stakeholders as compliant and likely to adhere to conditions. This is in contrast to people who were on Intensive Bail Supervision (IBS) as this group have yet to be sentenced:

The sentenced offenders are, I would say, a lot more rewarding to deal with... they've been found guilty for their crime, they've done their time and now they're on the home stretch. So they're not wanting to do anything wrong. They've seen change. They're gaining full time employment. ... Very compliant. So those ones that actually have to follow conditions on their release order, otherwise they are going back to custody, you know, like "I will not take drugs". They will not take drugs because they know that that will land them back into custody. (Stakeholder, DCS)

However, despite stakeholders reporting a high level of compliance amongst offenders on HD, there were examples of breaching. Breaching was described as an infrequent occurrence, with offenders more likely to breach after support services provided through IHISSP/HISSP have concluded.

I think IHISSP clients – because they're on the program for a relatively short period of time – I think they're generally quite compliant while they're getting support. We've had a few breach after they've exited the program so maybe like four, five, six months down the track (Stakeholder, DCS).

This suggests that post-program follow-up – with a view to providing additional services if needed – may be helpful for some offenders.

A number of stakeholders stated that the offenders most likely to breach conditions were those with drug and alcohol problems:

Breaches are generally drug related (Stakeholder, NGO).

I think the key thing for people reoffending and returning is drug and alcohol use, particularly drugs.... sometimes going back to into community, going back into those circles of their friends and family and having those influences that were there prior, I think that can be an issue... sometimes we've had people that... have had a really long history of drug use and sometimes they've been the quickest to come back, like they can maybe only be out in the community for a week or a few days (Stakeholder, DCS).

We have had a lot of return to custodies and orders revoked, but all of them have been around drug use (Stakeholder, DCS).

Further, one stakeholder described how electronic monitoring supported offender sobriety:

I had a female offender who said they made her feel accountable while she was on the electronics - because everything was tracked she was limited in what she could do. She

went onto parole and within a few weeks had a positive urine and was devastated with herself and asked to come back onto HD but they're like "no"... So a lot of them do say, "you know this actually makes me better by being on here" (Stakeholder, DCS).

## 4.2 IHISSP/HISSP

IHISSP/HISSP provides individualised support services for offenders on HD. As noted previously at the time that the stakeholder interviews were conducted, the program was being implemented by two providers - OARS and Anglicare, under an interim agreement.

Generally, IHISSP/HISSP was highly regarded by interview participants.

[IHISSP/HISSP] is a great program. It really is giving something and in HISSP it can be expanded to so many more people – isolated people... people that may have been removed from their families because of their offending behaviour (Stakeholder, NGO).

The IHISSP program has been fabulous. I think it's one of the best correctional programs I've seen (Stakeholder, NGO).

Those connected to service provision generally talked about IHISSP/HISSP as being central to a rehabilitative approach to criminal justice that focuses on reintegrating those leaving custody into the community:

It's about reintegrating them back into – like helping them tap into services that they may need. So it might be Centrelink, drug and alcohol services, community services and just to help with that transition from being in gaol to you know, you've got Home D (Stakeholder, NGO).

[IHISSP/HISSP is] something that would be tailored to the individual, responsive to their needs and really kind of assist with that reintegration from prison – and for people with more complex needs to provide I guess a next level of support so that they can have more intensive contact with whoever it is that they're working with and all of that is a way to address their issues, making sure that they're set up to comply with their order and then complete that successfully and give them a better chance to keep on living in the community and not reoffend and come back to us (Stakeholder, DCS).

### Client characteristics

Stakeholders described a diversity of clients accessing IHISSP/HISSP – some having multiple and complex needs, while others were viewed as less vulnerable, low risk offenders. This difference in opinions was perhaps reinforced by the DCS practice of referring clients with more intensive needs to the IHISSP/HISSP provider with greater experience supporting offenders, and those with less intensive needs to the other provider:

A lot of my IHISSP clients don't have a history – mental health, drug, alcohol. Nothing. No prison history either. That's a large percentage of my clients. They don't have that history. It's been wonderful working with them. It really has (Stakeholder, NGO).

They're a very different group of people [IHISSP clients] and to hear their stories, their stories are very different as well. They don't lay blame on the system. They admit fault. They want to do their time and they want to finish Home D and then parole and then move on with their lives. ... I've had some people come out of prison on this program that are just so relieved to get out and they've watched the culture within the system, with the prison, going "I'm never going to come back here" and I know they're not. I can tell they're not. It's the IHISSP people that have said to me "I'm not going back" and I know they're not because it's frightened them so much. (Stakeholder, NGO)

NGO caseworkers stated that they had provided services to significantly more women than men. All caseworkers involved in interviews had provided support to Aboriginal offenders. Some clients were described as actively engaging with the program, while others were 'just doing what they need to do to get through':

There are some who just go through the motions because it's a requirement. It's on the release order. It's a condition of release (Stakeholder, NGO).

Clients were generally described by the small number of caseworkers interviewed as 'quite compliant', with breaches typically occurring following conclusion of IHISSP/HISSP.

Two stakeholders described older clients as benefitting most from the program:

With a lot of the younger guys it's just "I'm doing what I need to [and that's all]"... but if I reflect back on the caseload I've had, it's definitely been the older guys who are more open to having a helping hand and being able to tap into the services (Stakeholder, NGO).

More than one caseworker described clients with full-time jobs as difficult to engage within the standard working hours of IHISSP caseworkers:

[I had] to contact DCS and say "hey this client is now working. He leaves the house at 6.30am and doesn't get back until 5.30pm. How am I meant to see them? How am I meant to make my hours up? If you guys have said he can work five days a week how am I meant to make my hours up because that's what your expectation is of me?" (Stakeholder, NGO).

The ones we do have difficulty with are the ones who are working. Because we've got one guy who was released, he had to do drug and alcohol counselling, but he was working from 6.30 in the morning until 6.30 at night. And that was 5 days a week, and then they asked us if we could do out of hours support and it was like, no, we don't. We are 8.30 to 4.30 or 9 to 5. We don't do after hours support (Stakeholder, NGO).

This issue requires consideration and perhaps the introduction of caseworkers performing staggered work hours that facilitate engaging clients outside of standard work times. Employment has been identified as a factor that reduces reoffending (Government of South Australia, 2017) and so any program enhancement that supports offender employment as well as IHISSP engagement would be beneficial:

## **Service delivery model**

The interviews were conducted while the program was being implemented under an interim arrangement (IHISSP). Following a procurement process, OARS is now the long-term provider of



HISSP (new operations began 1 November 2017). There are some differences to the IHISSP and HISSP service models. Each model includes three forms of support: settlement support (minimal support that comprises up to 8 hours of service provision over an estimated 2-4 week period); intermediate support (comprises up to 13 hours of service provision over 4-8 weeks) and intensive support (comprises up to 18 hours of service provision over 6-12 weeks. Under the new operations, in addition to the support packages, offenders and their families have access to a 24//7 helpline for a period of 24 months, and a caseworker will regularly undertake a phone check-in.

During the interim period of operations, DCS staff referred offenders to IHISSP. Under the new arrangements, all offenders on HD are referred to OARS for an intake assessment. During this assessment, OARS staff will determine what level of support is required. It is the role of the service provider to assist the offender in accessing the required programs. This is done by either referral to a third-party service provider or in-house provision of the service. NGO caseworkers spoke of offering Aboriginal clients where possible the choice of being referred to mainstream or Aboriginal services. Service referral (for example to Medicare, Centrelink etc.) is a core feature of all support packages. Intensive support also includes one-on-one case coordination.

There were a number of suggestions that support packages, particularly the settlement package, should be extended to provide services for a longer duration to better assist offenders. However, this was often described in the context of those accessing IHISSP/HISSP on back-end HD. Front-end HD settlement packages may require the traditional four to six weeks to assist people adjusting to their home-based sentence as well as connect offenders with the necessary support services which may be mandatory as part of their sentencing.

Look I personally don't think that this program's good for long-term offenders... because one to three months is not long enough for me to get them hooked into mental health services – it's not long enough. Someone with such high needs, they need twelve months or more (Stakeholder, NGO).

Sometimes those packages might be a bit short, but that's dependent upon the individuals we have on the program. Some might require it for their whole order, but that just might be the nature of that individual, and then if they do, really how suitable are they for HD? (Stakeholder, DCS).

An NGO representative described how they have brokered, and in some instances developed, their own clinical services to address client issues. One participant described the flexible approach that their organisation took to ensure that offenders received support – even while waiting for a more appropriate service:

We devised our own DV program which is called Safe Relationships and that's a 12-week program and we've also got relapse prevention, drug awareness and smart recovery groups. So, if the waiting lists are high, we pop them into a group which can be 5 one-hour sessions or 3 one hour sessions depending on the group. So they're already getting that involvement until somebody's available to do the one-on-one and that's so much easier to handle in the house (Stakeholder, NGO).

Accommodation following release from prison was described as a crucial part of the support provided through IHISSP/HISSP. This is because people who are released from prison often don't have the necessary supports available to find and secure stable accommodation post-release.

Where accommodation is not available for those up for release, IHISSP/HISSP can provide temporary accommodation, thus filling a critical gap in the transitional care for prisoners returning to the community. The provision of accommodation through IHISSP/HISSP is likely to be a first-step towards reducing recidivism rates. Future analysis will identify whether accommodation is a beneficial component for reducing recidivism.

So it's a big change that way and we're trying to get more out on Home D and more programs being put in place and of course we've got IHISSP now for accommodation. That was a major issue too. A lot of people might have been suitable [for Back-end HD] but didn't have accommodation and we just couldn't release them onto the street on Home D unfortunately (Stakeholder, DCS Executive).

As part of its service provision, OARS is able to offer interim accommodation to offenders going onto HD orders. The ability to place offenders into suitable accommodation was one of the widely regarded benefits of the organisation.

The data indicates that the services provided through IHISSP/HISSP make transition out of custody smoother for offenders. This is particularly evident for people who have been incarcerated for several years as there have been significant changes in technology and society since their incarceration. It appears that IHISSP is able to provide the necessary supports to ease transitional anxieties for people returning to community. However, future qualitative research with offenders on HISSP will better indicate offender assessments of the transitional support provided through the program.

## **Stakeholder relationships and collaboration**

IHISSP/HISSP design was informed by research of similar programs that emphasised the importance of partnership between correctional services and community organisations that had “on-the-ground knowledge of local services”. NGO stakeholders suggested that the core partnership between DCS and the two NGOs is operating well during the Interim phase:

The relationship is very strong with correctional services from the level of our CEO who meets regularly with the CE of Corrections down to my level of senior management and then right down to caseworkers that work with parole officers... It's a very good relationship and you can pick up the phone and just talk to anybody you need to (Stakeholder, NGO).

DCS representatives similarly described the relationship between Corrections and the NGOs as good. The importance of maintaining this strong connection was stressed by one DCS staff member who felt that a position should be established to focus on managing stakeholder relationships, as opposed to contract requirements.

Participants from both DCS and the two NGOs agreed that communication was open, however, some ‘teething issues’ were identified during the Interim phase. Importantly, it appeared that these issues were used to inform enhancements to the program, such as the rapid development of new reporting templates.

Frequent and clear communication was described as facilitating collaboration between the NGOs and DCS:



We keep in constant contact with the Corrections Officers and give them an update on what's going on and with the client – if we're having troubles with them engaging or whatever (Stakeholder, NGO).

However, some examples of communication breakdowns were shared:

There was one instance of a woman who was being released and she was going into OARS accommodation and had just been released with little to no notice so OARS weren't able to organise someone to go and pick her up. Then they rang the prison and they were like 'where's such and such?' and they said 'she's been released', and they were like 'we haven't been able to get anyone to pick her up. Where has she gone?' They said 'we don't know, she's left' – and you know, they have to report in the same day, otherwise they've breached. So OARS were scrambling trying to get someone down there, trying to help and in the meantime we found out this woman was basically hanging out the front of the Women's Prison waiting around on the street and it was a really hot day as well. And I thought, this poor woman has no money and no phone. The likelihood of her then just going off and doing something that gets her back into trouble is really high (Stakeholder DCS).

Finally, in relation to communication and information sharing, the data indicates that some participants from both DCS and the NGOs would like additional information from each other. Some NGO stakeholders stated that they would like to receive offender's charge information from DCS, rather than from the client. This information is not provided on the IHISSP/HISSP referral form, but in some cases (such as DV or drug charges), NGO workers felt that it was important to have this information. On the other hand, one DCS stakeholder stated that it would be good to receive information from the NGOs outlining what programs offenders had completed through IHISSP/HISSP:

We let them know what [programs] we think [offenders] require but we definitely don't get any information back on what's been done and how that's progressing or whether it's working (Stakeholder, DCS).

Offenders on HD receiving IHISSP/HISSP receive case management from their allocated NGO caseworker and from a DCS caseworker. There is little collaboration between these caseworkers with each having clear responsibilities. Generally, DCS caseworkers are responsible for monitoring compliance:

We will do things like on site breath tests. We'll do a swab test. We can do some surveillance, venue checks, things like that... The case management is done through the community corrections centres where the prisoners are assigned to a case manager (Stakeholder DCS).

NGO caseworkers, on the other hand, provide supportive services. This delineation in roles enables NGO case managers to build rapport without compromising the trust they've established with offenders. NGO case managers aren't required to report drug use as offenders are mandated to comply with urine testing – a process managed by DCS. This separation enables DCS to retain the authoritative role while NGO case managers are able to maintain a supportive role.

NGO representatives also spoke of forming professional relationships with other HD stakeholders, including Police. It appeared that interactions with police were well guided by information sharing policies and procedures:

There is something called the OMP which is the Offender Management Program. So that's when somebody that's released from prison is identified as a really high risk of reoffending and police actually do this sort of wraparound keeping in contact... and they also engage other agencies to assist... Some IHISSP clients are also OMP clients. So we use the information sharing guidelines as well. If we ask for a welfare check the policy are pretty good... We have a professional relationship but then I might get the odd phone call from a police officer saying 'I need to know the address of this man'... and I'll just say 'no, you can subpoena our files' (Stakeholder, NGO).

Finally, NGO stakeholders spoke of having good relationships with community services and agencies in the delivery of services. These included GPs, homeless services, drug and alcohol services, Aboriginal health services, and counselling services.

## 5 Economic analysis: Data sources and approach

The preliminary phase of the economic evaluation has included a review of the available data sources for the economic analysis across the baseline offender data, client support services, program funding and costs. The economic modelling integrates the offender outcomes presented in Section 3 for ROHD and COHD pathways combined with program costs and the alternative cost of being in prison.

### 5.1 Program funding and cost data sources

Preliminary work has been completed to identify and review HD program funding and cost data sources to verify the level of detail available for input and alignment with the economic modelling. The initial review includes:

- Financial reports for all relevant cost centres for community corrections and HD for the 2016-17 financial year including actual, budget and variance figures.
  - The reporting structure provides cost details across salaries, operating and travel expenses, offender related expenses and technology including electronic monitoring.
  - Reporting breakdown across each cost centre and related FTEs for each position.
- The SA DCS organisation structure which is focused on the intensive compliance unit (cost centre 208) as the core HD cost centre, and includes wider program activity across related community corrections departments.
- HD Community grants paid for 2016-17 providing some components of program support to offenders on HD, although the grants are not directly provided specifically for HD.
- IHISSP/HISSP service provider quarterly management reports for both Anglicare and OARS.
  - OARS reporting since commencement in June 2016 including the pricing mechanism for delivery of HISSP services and related payment summaries.
  - Management reports including breakdown of individual client support for both basic settlement and intensive support packages including the number of hours of support and related cost across each region.
  - The reports include details of program development and establishment costs as well as contract management and KPI reporting providing details on FTE and other operational activity.

The cost data will be developed into a time-series framework during the final analysis in 2018 to align with entry and exit points for program participants and to reflect the early development phase and scaling up during program implementation. The program cost analysis and economic evaluation are being undertaken in context of ongoing growth in SA prison populations and HD as

a program intervention aimed to reduce the risk of re-offending, given the relatively high proportion of individuals in prison who have previously been incarcerated.

The economic evaluation is being undertaken in the overarching context of increasing prison population growth, the potential to contribute to reducing growth and longer-term prison capacity or avert or delay substantial infrastructure development if new prison facilities are required. These aspects have been examined in prior work undertaken for DCS including the Future Corrections Infrastructure business case report undertaken by Ernst and Young.<sup>6</sup>

## Program costs and benefits

The program costing is closely integrated with the wider quantitative analyses (as outlined Section 3) and will be developed into the economic modelling through respective client outcomes, transition pathways, baseline characteristics, geography, and client subgroups. Costing aspects will also include a range of potential offsets which may result from program support including the community cost of reduced levels of reoffending, reduced police and court loads and indirectly through corresponding reduced victim costs.

The final program cost and outcome data from DCS offender and corporate systems will be run in 2018 for the current evaluation phase. In line with the evaluation specification, the economic framework will provide a baseline during the current 2-year evaluation period for a potentially extended study timeframe. This will be well suited to ongoing validation of results through repopulating the model with further data as they become available in subsequent years. In addition to validation of prior results the extended analysis may incorporate additional subgroups, adjustments to the program support model or extended forward timeframe estimates.

For the 2016-17 financial year the program budget was \$13.6 million with an additional \$0.6 million allocated to reflect a greater than anticipated take up of COHD, including the cost of electronic monitoring devices.<sup>7</sup> Preliminary review of cost data indicates around half of the program cost of \$6.6 million is captured directly through the DCS intensive compliance unit with the remainder of the program activity comprised of NGO service delivery and overlaps with related DCS departments.

## 5.2 Cost effectiveness modelling

Each cost source will integrate with the economic benefits resulting from stabilising and re-integrating clients in the community providing a basis for extrapolated modelling over 5 or 10-year timeframes to investigate the medium and longer term returns that result from the predominantly up-front investment in the HD program.

The economic evaluation component will incorporate time series cost analysis into a Markov model as the framework for the cost effectiveness analysis (CEA). The CEA will develop service usage profiles and pathways for clients, the composition and level of support they received through the program, and the alignment of resource use and costs. The preliminary economic work as

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<sup>6</sup> South Australia Department for Correctional Services, Future Corrections Infrastructure, Full Business Case, Ernst and Young, April 2015.

<sup>7</sup> Government of South Australia, State Budget 2017-18, Budget Statement, Budget Paper 3, page 22.

developed the draft modelling framework reflecting transition pathways and timing between custodial episodes, ROHD and COHD, and related client outcomes in terms of program completion, HD breaches, and recidivism.

As outlined in the Evaluation Framework (Cale et al, 2017) there are characteristically high levels of variation in offender outcomes and the modelling framework provides rigorous methods to evaluate uncertainty in estimated model parameters to estimate confidence intervals around the incremental cost effectiveness ratio(s) and the joint uncertainty in all parameters. The detailed economic modelling will be undertaken in 2018 when final datasets are available.

## 6 Conclusion

This report provides an overview of the progress made on the evaluation of HD in SA and presents findings related to two project components: the baseline analysis of DCS data, and the findings from the stakeholder interviews.

The findings from the quantitative analysis provide the first baseline evidence of the nature and extent of reoffending of individuals subject to HD orders in the state of South Australia, as well as factors associated with breaches of HD orders and returns to custody. The findings suggest that violent reoffending by individuals on HD is rare, and that security and risk assessment tools utilized by corrective services are among the best predictors of who breached HD orders as well as who returned to custody, based on the variables available for analysis. Furthermore, the results also showed that the vast majority of returns to custody for individuals who served an HD Release order were for administrative offences, specifically, breaches of justice orders. This suggests the possibility that individuals subject to HD orders may also be subject to additional surveillance that in turn contributes to them being detected for breaching conditions of court orders. Future research needs to explore this critical question more closely to investigate the potential of HD resulting in net widening rather than an alternative to custody.

Importantly, the quantitative analysis suffered from methodological limitations. First it is based on a relatively small sample of prisoners which limited the scope and power of analysis that was conducted. Nonetheless, it also reflected the population of prisoners sentenced to HD in 2014-2015 in the state of South Australia. Second, the scope of independent variables was limited, and missing data characterized some of the demographic and risk assessment variables, which in addition to the small sample size limited the power of the statistical analysis conducted. Despite these limitations, the findings provide some insights into the profile of individuals subject to HD in South Australia, and factors associated with breaches and reoffending of people sentenced to HD orders.

Data from the qualitative interviews with stakeholders (presented in Section 4) indicate early findings related to the Process Evaluation however these should be considered preliminary until all interviews are conducted. Stakeholders expressed positive views about HD and IHISSP/HISSP. The expanded use of HD and the provision of supportive services to transition offenders to the unique demands of HD were supported by all interviewed. The isolation of HD for offenders transitioning from custody was seen to be particularly challenging, with employment and community integration seen as vital to countering isolation.

The assessment process for HD was described as rigorous and firmly focused on maintaining community safety and program integrity. It was suggested that the assessment process could be improved by the receipt of information about accommodation availability earlier in the process. Further, there was some concern about the assessment of offenders for COHD, suggesting that the interviewed stakeholders may not be aware of the assessment process as it occurs in a different business unit. There could be benefit in greater knowledge of that process, for example that extensive advice and reports are provided to the courts to help determine suitability for COHD. HD Committee members were satisfied with the process for those subject to ROHD as assessments were based on direct observations and interactions with offenders in custody. HD Committee members were satisfied with the process for those subject to ROHD as assessments were based on direct observations and interactions with offenders in custody.

Offenders subject to HD were described as generally compliant, with breaching occurring infrequently and typically related to drug and/or alcohol misuse. HD was viewed as facilitating reduced reoffending as it enabled offenders to maintain employment. However, HISSP providers commented that it was challenging to meet the program requirements and the support needs of offenders working full time. It is suggested that HISSP providers address this challenge – perhaps by introducing staggered work times for caseworkers.

Interview data also show that HISSP is a highly regarded program and government initiative. The evaluation did not compare the implementation of HISSP by the two different providers however the data indicates characteristics that support good practice in service delivery. These include the ability to flexibly respond to the needs of offenders; develop in-house programs (particularly related to drug/alcohol use and domestic violence) that facilitate immediate treatment for offenders; and the provision of accommodation following release from custody.

Finally, this report presents preliminary work undertaken for the economic component of the evaluation. This work comprised a review of available sources of program funding and cost data and development of a draft modelling framework to incorporate HD offender outcomes with program costs and benefits. This model will be populated with figures and results will be presented in the final evaluation report.

## 6.1 Next steps

The evaluation will continue to be guided by the Evaluation Framework (Cale et al, 2017). This document details the evaluation objectives, research questions, methods and data sources. As detailed in the Framework, the main activities to be undertaken between now and the conclusion of the evaluation include:

- An additional round of administrative data analysis;
- Interviews with offenders subject to HD and analysis of data;
- Interviews with family members and analysis of data; and
- A cost effectiveness analysis.

A draft final evaluation report will be submitted to DCS in November 2018 to ensure that feedback can be provided and changes made before submission of the final report in December 2018.

## References

- Baldry, E., McDonnell, D., Maplestone, P. and Peeters, M. (2002). Ex-prisoners and accommodation: What bearing do different forms of housing have on social reintegration of ex-prisoners? Paper presented at the Housing, Crime and Stronger Communities Conference, Melbourne.
- Cale, J., Hlifferty, F., Zmudzki, F. and valentine, k. (2017). Evaluation Plan for the Evaluation of SA Home Detention. Unpublished report prepared for the SA Department for Correctional Services.
- Government of South Australia (2017). Reducing reoffending 10 per cent by 2020.
- Lamberti, J.S. (2007). Understanding and preventing criminal recidivism among adults with psychotic disorders. *Psychiatric Services*, 58, 6, 773-781.
- Roman, C.G. and Travis, J. (2004). Taking stock: Housing, homelessness and prisoner re-entry. Retrieved from Washington, D.C.: <http://webarchive.urban.org/publications/411096.html>
- Steering Committee for the Review of Government Service Provision (2017). Report on Government Services, 2017. Volume C, Justice. (Table C.4). Canberra: Productivity Commission.



# Appendix A Coding Framework

Coding framework for interviews with program stakeholders

## **Stakeholders**

- About
  - Relating to description of participant's organisation / workplace
- Impact of HD / IHISSP
  - Relating to the impact that changes to HD/HISSP have had on the stakeholder's organisation or role
- Committee
  - Relating to participant's relationship with DCS including level of contact and any committee meeting work (such as Home D sentencing committee)
- Role
  - Relating to participant's role in organisation
- Training & Supervision
  - Relating to training and/or supervision provided by their organisation
- Relationships
  - Relating to relationships with other stakeholders (DCS, SAPOL, NGOs, Magistrate/judiciary)

## **Home Detention (HD)**

- Beliefs about HD appropriateness
  - Participant's views on whether:
    - HD is an appropriate penalty
    - Community awareness, perceptions, and acceptability
    - Meeting needs of offenders and community
- Client suitability
  - Relating to participant's beliefs about clients' suitability for HD & descriptions of who is accessing and who is breaching HD
- Outcomes
  - Participant's views about outcomes that can be attributed to HD
- Views of HD Aims
  - Participant's views about the aims of HD

## **HISSP**

- Admin
  - Administration and implementation of HISSP including reporting and compliance requirements
- Aims

- Views about the aims of HISSP
- Assessment
  - Assessment of HISSP and IHISSP service providers (e.g., NGOs)
- Client characteristics
  - Relating to participants views about clients most/least suited to HISSP
  - Extent to which HISSP meets client needs, particularly needs of female and Indigenous clients
  - Engagement of reluctant clients
- Collaboration
  - Participants views about collaborative service provision including relationship with partner agencies
- Outcomes
  - Participant's views about the outcomes that can be attributed to HISSP
- Service Model
  - Services and resources provided to clients accessing HISSP including referral to other organisations

### ***Recommendations***

- Recommendations and suggests for change to improve or enhance HD and/or HISSP

### ***Miscellaneous***

# Appendix B UNSW HREC Approval



25-May-2017

Dear Associate Professor kylie valentine,

Project Title	Evaluation of Home Detention in South Australia
HC No	HC17196
Re	HC17196 Notification of Ethics Approval
Approval Period	25-May-2017 - 24-May-2022

Thank you for submitting the above research project to the HREC Executive for ethical review. This project was considered by the HREC Executive at its meeting on 23-May-2017.

I am pleased to advise you that the HREC Executive has granted ethical approval of this research project. The following condition(s) must be met before data collection commences:

#### Conditions of Approval:

The HREC approves the request to waive consent on the provision that a letter of support from the SA Department for Correctional Services is provided to confirm that a non-identifiable data set will be provided for research purposes.

#### Conditions of Approval - All Projects:

- The Chief Investigator will immediately report anything that might warrant review of ethical approval of the project.
- The Chief Investigator will seek approval from the HREC Executive for any modifications to the protocol or other project documents.
- The Chief Investigator will notify the HREC Executive immediately of any protocol deviation or adverse events or safety events related to the project.
- The Chief Investigator will report to the HREC Executive annually in the specified format and notify the HREC Executive when the project is completed at all sites.
- The Chief Investigator will notify the HREC Executive if the project is discontinued before the expected completion date, with reasons provided.
- The Chief Investigator will notify the HREC Executive of his or her inability to continue as Coordinating Chief Investigator including the name of and contact information for a replacement.

The HREC Executive Terms of Reference, Standard Operating Procedures, membership and standard forms are available from <https://research.unsw.edu.au/research-ethics-and-compliance-support-recs>.

If you would like any assistance, or further information, please contact the ethics office on:

P: +61 2 9385 6222, + 61 2 9385 7257 or + 61 2 9385 7007

E: [humanethics@unsw.edu.au](mailto:humanethics@unsw.edu.au)

Kind Regards,

A handwritten signature in black ink that reads 'John Hunt'.

A/Prof John Hunt  
HREC Presiding Chairperson

This HREC is constituted and operates in accordance with the National Health and Medical Research Council's (NHMRC) *National Statement on Ethical Conduct in Human Research (2007)*. The processes used by this HREC to review multi-centre research proposals have been certified by the National Health and Medical Research Council.