

Evaluation of Home Detention in South Australia: Final Report

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Abbreviations

CEA	Cost Effectiveness Analysis
COHD	Court Ordered Home Detention
DCS	Department for Correctional Services
FTE	Full time equivalent
HD	Home Detention
HISSP	Home Detention Integrated Support Services Program
HREC	Human Research Ethics Committee
ICU	Intensive Compliance Unit
IHISSP	Interim Home Detention Integrated Support Services Program
OARS	Offender Aid and Rehabilitation Services of South Australia
ORNI-R	Offender Risk Needs Inventory - Revised
PD	Prison Discharge
RoGS	Report on Government Services
ROHD	Release Ordered Home Detention
RoR	Risk of Reoffending
RTC	Return to Custody
SA	South Australia
SoSS	School of Social Sciences
SPRC	Social Policy Research Centre
UNSW	University of New South Wales

Executive Summary

This report presents the findings of an evaluation undertaken to assess the impact that legislative and program changes have had on the effectiveness and efficiency of home detention (HD) in South Australia (SA). The evaluation was commissioned by the Department for Correctional Services (DCS) following the introduction of a series of reforms to expand and improve the use of HD throughout the state. The evaluation, conducted by a team of researchers from UNSW Australia, aimed to assess the impact of introduced reforms on specified key indicators: reoffending rates, prisoner growth, government expenditure, community safety, and the lives of those subject to HD and various stakeholders.

Examined together, the findings detailed in this report present a picture of positive impact. While some qualitative data indicates that the HISSP program could be enhanced to better meet the needs of prisoners on HD, and that some prisoners had unrealistic expectations about daily life on HD, the quantitative data analysis reveals some positive prisoner outcomes. For example, the return to custody rate is significantly lower for prisoners who completed their sentence on Release Ordered Home Detention (ROHD) than a matched group of prisoners who served their sentence in prison (20.0% compared to 34.3%). Moreover, the finding that breach numbers have not increased despite significantly longer ROHD sentences since 2016 suggests that the assessment processes for ROHD are effective in selectively targeting those more likely to manage HD conditions. Finally, the economic analysis presented in Section 5 reveals significant demonstrable cost offsets for the government, as well as non-costed positive outcomes such as an increased ability to retain housing and therefore reduce the risk of homelessness or reliance upon homelessness services.

The evaluation method and findings are summarised below.

Evaluation Method

The evaluation of the changes to HD in SA consisted of three components:

- An Outcomes Evaluation that measured the effect that changes to HD have had on prisoner outcomes;
- A Process Evaluation that examined the effectiveness of the implementation of changes to HD and the newly developed HISSP program; and
- An Economic Evaluation that aimed to establish if the changes to HD offers cost savings for the government.

The evaluation relied upon multiple methods and data sources, including:

- A literature review¹;
- Interviews with people subject to home detention (n=17), and key stakeholders involved in implementing HD and the related support program (n=12);
- Administrative data from DCS;
- Program cost and other financial data from DCS.

The methods used to analyse the different data sources are detailed in Section 2 below. The findings presented in this report represent a robust attempt to evaluate the impact of reforms on HD however it needs to be remembered that the findings are subject to project limitations detailed in Section 2, including timing issues and the use of comparison groups.

Key Findings

A selection of key findings related to the different evaluation components are presented below.

Outcomes Evaluation

- Men are over-represented in the criminal justice system and this pattern is reflected in Release Ordered Home Detention (ROHD) orders with 85% of the cohort being male, and 15% female. Females on ROHD were more likely to have completed high school education (43.0% compared to 29.1%); and less likely to have been employed prior to custody (17.2% compared to 39.9%).
- 9.5% of the ROHD cohort was Aboriginal. This proportion is significantly higher than the 2.8% 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% Aboriginal and Torres Strait Islander peoples in SA prisons during the 2014-15 financial year (Steering Committee for the Review of Government Service Provision; SCRGSP, 2016).
- For those subject to ROHD between June 2014 and July 2017, followed until October 2018, less than one-fifth (16.3%) breached the conditions of their ROHD order, and similarly, less than one-fifth (17.4%) returned to custody at some point following the conclusion of their ROHD order.
- The key predictors of breaches of ROHD were having less than high school education and higher risk assessment scores.

¹ Presented as Appendix A in the Evaluation Framework (Cale et al, 2017).

- The key predictors of returns to custody following ROHD were: younger age, having administrative/driving index offences related to the previous ROHD sentence, the number of prior sentences, and breaches of ROHD.
- While approximately 12% of index offences for which individuals received ROHD were related to violence, only 4.5% of returns to custody (i.e., 6 individuals) post ROHD sentence completion were related to violent reoffending.
- ROHD sentences are significantly longer post 2016 than in previous years (approximately one month on average, in terms of actual days served on ROHD). Despite this, the proportion of individuals breaching conditions of ROHD did not increase.
- Individuals sentenced to COHD were characterised by lower risk scores compared to those individuals who were sentenced to ROHD, and the index offence profile for which individuals receive ROHD is significantly different than the index offence profile for those who receive COHD; those on COHD are more likely to have index offences for administrative/driving related offences, whereas those on ROHD are more likely to have drug, theft, fraud, and violent related index offences.
- When comparing a sample of prisoners who completed ROHD matched with a sample of prisoners discharged from prison using propensity score matching, prisoners who served ROHD were significantly less likely to return to custody compared to their matched counterparts who were discharged from prison (20.0% compared to 34.3%).
- Similarly, prisoners serving either ROHD or COHD who received an iHISSP/HISSP package were significantly less likely to return to custody by October 2018.

Process Evaluation

- Prisoners shared a diversity of views about HD during interviews. When asked to consider the positive aspects of HD, prisoners cited their ability to maintain a connection with family members; the increased independence and autonomy provided through this form of sanction (e.g. being able to cook what you like at any time); the gradual transition and adjustment period that HD offered for those that had been in custody; the ability to save a little money; and the safety that it offered by ensuring that you could avoid the potential violence and other hazards of prison.
- When asked to consider the negative aspects of HD, prisoners again expressed diverse opinions, however, the main grievance of prisoners was the lack of ability to exercise freely (particularly to go for a jog). Other negative aspects of HD cited typically related to individual experiences such as: not being able to attend a family wedding on a licenced premise; not being able to take their own children to the park; the inability to restart their own business as this required attending residential homes; and, not being able to attend social activities such as church group.

- More than half of the prisoners interviewed lived with one or more family members and during interviews they commented on the negative and positive impacts of HD on them. Positive impacts on family members included: being able to help with household tasks such as cooking and cleaning; being able to care for a sibling with a disability; being able to keep elderly parents company; and, being able to contribute to household bills. Negative impacts reported centred around family members being burdened by the prisoner's inability to leave their place of residence to engage in everyday tasks such as shopping and taking children places.
- Prisoners were asked to suggest possible changes to the HD program and while some responses reflected unrealistic expectations, others revealed a strong desire for paid work and the difficulty that prisoners face in finding and maintaining employment while on HD. Other suggestions for change included greater flexibility and prompt responsiveness around requests for pass outs. In some cases, prisoners were unable to work longer hours at the request of employers because of HD conditions.
- Qualitative data indicated that community connections are maintained by some prisoners on HD through both everyday interactions and specified HD conditions. This included undertaking community service; attending required programs (particularly group sessions where non-offenders also attend); attending appointments and having friends visit. In contrast, prisoners cited the restrictions on free movement as the central feature of HD that impeded the development of strong community connections.
- There is broad support for HD and the reforms to expand and improve the program amongst the stakeholders interviewed for the evaluation.
- Offenders subject to HD were described as generally compliant, with breaching an infrequent occurrence and typically related to drug or alcohol misuse. This qualitative finding is supported by analysis of DCS data which highlighted that only approximately 16% of the total sample breached ROHD.

Economic Evaluation

Home detention cost and program development

- The SA Government allocated \$29.8 million over four years in 2016-17 and 2017-18 to implement supervision and management of offenders' subject to new COHD and to expand the use of ROHD.
- Based on detailed costing analysis of HD staffing, operational units across the State, NGO support service providers and related community grants the total cost of the home detention program for the two-year study period, 2016-17 and 2017-18, was \$8.5 million.

- The program supported a total of 882 HD detainees during the study period (459 ROHD and 423 COHD) providing an estimated average cost per detainee of \$9,631 across average HD sentences of around 5 to 6 months.
- The program costs are aggregated across each HD order type but indicate an indicative average HD cost per month of around \$1,808 which annualised represents less than 22 percent of the cost of prison in SA.
- The total program cost of \$8.5 million over the two-year study period is within budget of \$10.4 million over 2016/17 and 2017/18.

Home detention custodial cost offsets

- Based on prior custodial sentences over several years before their HD order the study group served total prison time estimated at \$158.4 million.
- The program generated substantial custodial cost offsets during the evaluation timeframe of \$38.8 million (ROHD \$18.2 million and COHD \$20.6 million). This provides a base case directly on measurable costs and prison days avoided during the study period.
- In addition to the base case prison time avoided within the study period the program is also generating further cost offsets following completion of HD orders through reduced returns to custody estimated at \$18.0 million, based on a reduced recidivism rate of 14.3 percent compared to a matched prison discharge group.
- Combined the program cost of \$8.5 million is generating \$38.8 million of direct prison offsets with high confidence, plus a further estimated future offset beyond the study timeframe of \$18.0 million, a total estimated cost offset of \$56.8 million.
- HD is reducing demand for custodial sentences of around 440 prison beds per year during the study timeframe across ROHD and COHD. As this is directly driven by the number of HD orders and associated sentence durations, this offset projects forward with confidence.

Program outcomes and benefits

- The cost offsets outlined above represent a subset of quantifiable outcomes for home detention detainees but is also potentially producing a wide range of implicit positive outcomes that are difficult to measure in monetary terms such as increased ability to obtain and sustain appropriate housing and reduced risk of homelessness, management of drug and alcohol abuse, improved community and workforce participation, improved education and job skill training, improved and sustained physical and mental health, as well as improved outcomes for families, partners and children of offenders.

Program cost effectiveness

- The evaluation study period confirms initial positive outcomes for HD prisoners and substantial cost offsets.

- It is exceptional that government programs deliver the assessed level of cost effectiveness where the total program cost is generating multiples in custodial offsets of over four-fold within the study timeframe and almost seven-fold if the future reductions in recidivism are considered.
- HD is potentially supporting additional benefits such as increased participation in education and employment and other measures of quality of life for offenders, their families, partners and children.
- The economic evaluation adds to the other quantitative and qualitative components of the research project illustrating that even under conservative assumptions, HD prisoners are likely to benefit from improved life trajectories, which are potentially reflected in significant positive benefits and system cost offsets. These benefits can extend well beyond the HD episode, potentially offsetting the cost of HD investment many times over.

1 Introduction

In February 2017, the South Australian Department for Correctional Services (DCS) commissioned an independent evaluation of the impact of changes to home detention (HD) in South Australia (SA). This report presents the evaluation findings. The evaluation has been conducted by a team of researchers from the Social Policy Research centre (SPRC) and the School of Social Sciences (SoSS) at UNSW Sydney; in partnership with an economist from Epoque Consulting and an Aboriginal project advisor from the University of Sydney.

The longitudinal project has been guided by an Evaluation Plan (Cale et al, 2017). This Plan outlines the evaluation aims and methodology, as well as providing contextual information about HD in SA and the recent state-wide reforms. As detailed in the Evaluation Plan (Cale et al, 2017), the aims of the project were to assess the impact that recent legislative and program changes had on:

- Reoffending rates;
- Forecast prisoner 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, those involved in supervising prisoners on HD, and those involved in implementing the support program.

Multiple methods were used to evaluate the impact of changes to HD including:

- Analysis of DCS administrative data;
- Analysis of DCS financial data and economic modelling;
- Interviews with prisoners' subject to HD (n=17);
- Interviews with HD stakeholders including (n=12); and,
- Interviews with family members (n=1).

This final Evaluation Report presents the analysis and findings from each methodological component. The final chapter presents a synthesis of the findings in relation to specific evaluation questions.

1.1 Background to the evaluation

In 2016 the South Australian Government introduced reforms to expand and improve the use of HD throughout the state. These changes are part of a larger three-year reform strategy – *Reduce Reoffending: 10% by 2020* (Government of South Australia, 2016). The 3-year strategy was developed in response to the state's increasing prisoner numbers and high rate of recidivism (Productivity Commission, 2018).

In SA the growth in prisoner numbers has dramatically outpaced the growth in the general population (7% per annum since 2004 versus 1% per annum) (Halsey, 2015) and this has put extreme pressure on the state budget. However, whilst the operating expenditure of the SA government on prisons has increased, only a small percentage of the total is spent on prisoner rehabilitation and reintegration. In an effort to address these challenges, the South Australian government introduced a series of reforms including setting benchmark reduction targets; funding rehabilitation and support programs; enacting legislative amendments; and providing job readiness training and post-release employment support. In relation to HD, DCS introduced and amended legislation to expand the use of HD and funded the implementation of a support service for those subject to HD. The legislative changes included passing the *Statutes Amendment (Home Detention) Bill 2015* and amending the *Criminal Law (Sentencing) Act 1988*.

It is within this context of newly implemented reforms and significant change that the evaluation project was undertaken. This adds to the complexity of the evaluation as it is important to separate program teething issues related to timing from any structural issues. Where possible, the researchers identify this distinction in the presentation of findings.

1.2 Home Detention in South Australia

HD is a corrective services program requiring prisoners to be confined to their home or an approved residence and comply with imposed conditions (such as not using drugs or consuming alcohol). Prisoners approved for HD are subject to Electronic Monitoring (EM) and supervision by corrective services officers and other authorised staff. Prisoners on HD are unable to leave their residence unless pre-approval has been provided. Approval is generally provided for routine tasks such as undertaking employment or study, attending medical appointments, and weekly shopping. HD allows for the continuation of factors that protect against re-offending such as sustained employment and connection to family. In addition, HD enables prisoners to access public benefits and supports such as Medicare and Centrelink.

The HD program in SA aims to sanction prisoners, ensure community safety, and positively change prisoner behaviour through the provision of individualised support services. This evaluation project focuses on two forms of HD:

- Release Ordered Home Detention (ROHD)

This form of HD occurs after a prisoner has been imprisoned for an offence and has been assessed as eligible and suitable by DCS. Prior to the recent legislative changes to the *Correctional Services Act 1982*, prisoners were only eligible for this form of HD if they had served a minimum of 50% of their non-parole period and had less than 12 months to their parole eligibility date. These restrictions have been removed and prisoners may be released to HD earlier in their custodial sentence, and they may now spend longer periods on HD. The quantitative analysis indicates that since 2016, the length of ROHD sentences have significantly increased.

Prisoners on this form of HD are required to work, study, or attend Community Service as part of a structured day. Prisoners who have committed homicide, sex offences and terrorist offences are ineligible for ROHD.

- Court Ordered Home Detention (COHD)

This new form of HD was introduced by the Government in September 2016 following changes to the *Criminal Law (Sentencing) Act*. A Magistrate may now sentence someone who has pled or been found guilty of an offence to COHD (therefore this form of sanction is sometimes referred to as sentenced HD). COHD occurs after the court imposes a custodial sentence and an assessment for HD suitability has taken place. There are restrictions on the types of prisoners suitable for this type of HD. A defendant is not eligible for COHD if they are being sentenced:

- (i) as an adult to a period of imprisonment with a non-parole period of 2 years or more for a prescribed designated offence; or
- (ii) as an adult for a serious sexual offence unless the court is satisfied that special reasons exist for the making of a home detention order; or
- (iii) as an adult for a serious and organised crime offence or specified offence against police; or
- (iv) as an adult for a designated offence and, during the 5-year period immediately preceding the date on which the relevant offence was committed, a court has sentenced the defendant to imprisonment (other than where the sentence is suspended) or HD for a designated offence.

The legislation ensures that the conditions of a Home Detention Order (HDO) are intensive and includes the use of EM.

1.3 The Home Detention Integrated Support Services Program (HISSP)

To support the expanded use of HD, DCS funded the delivery of a support service for prisoners on HD. The Home Detention Integrated Support Services Program (hereafter HISSP) is a wraparound program that aims to assist prisoner's reintegration into the

community and address issues that may lead to re-offending (such as drug use and unemployment).

The HISSP program is provided by OARS SA². The types of support provided through the program are based on prisoner's identified needs and include: support to access accommodation; education and training; employment; mental health; alcohol and drugs; family and community connection; and, independent living skills such as budgeting.

The model of support for prisoners referred to HISSP includes an intake assessment to determine if any support is required. Where need is identified, prisoners will be allocated to one of three levels of support:

- Settlement support: service provision for a period of 2-4 weeks;
- Intermediate support: service provision for a period of 4-8 weeks; and
- Intensive support: service provision for 6-12 weeks with the possibility of extension for those who are assessed as having support needs beyond the hours in the Intensive Support Package.

The types of support provided to prisoners include case management; referral and service brokerage; case coordination; brokerage and advocacy; and direct service provision through OARS programs.

At the commencement of the evaluation and when the interviews with stakeholders from HISSP were conducted, HISSP was being implemented by two non-government organisations under an interim agreement. Interim arrangements remained in place until 1 November 2017 when OARS SA entered into a Services Agreement to deliver HISSP for a 3-year period. This change in service delivery is part of the background context to the evaluation.

1.4 Report Structure

This report comprises six sections. Section 1 provides some background to the evaluation and the context of reform in SA. Section 2 describes the methodology used to evaluate the impact of legislative and program changes on multiple stakeholder groups. The remaining sections are structured according to the evaluation components (outcomes, process and economic). Each component area is designated a separate section. Section 3 presents analysis and findings from the Outcomes Evaluation; Section 4 presents analysis and findings from the Process Evaluation; and Section 5 presents analysis, findings and economic modelling undertaken for the Economic Evaluation. Section 6 concludes the report by returning to the guiding research questions and synthesising the findings from all evaluation components.

² The program was originally provided by two NGOs under an interim agreement however following a procurement process in 2017, OARS Community Transitions was awarded a contract for service provision.

2 Evaluation methodology

This chapter provides an overview of the methodology used to evaluate the impact that legislative and program changes have had on the effectiveness and efficiency of HD in SA. As described below, the methodology is informed by a literature review and includes primary data collected from a range of stakeholders; maximises the use of existing DCS administrative data; and includes an economic component to examine cost benefit. This section describes the evaluation methodology in detail however further information may be found in the Evaluation Plan (Cale et al, 2017).

2.1 Aims of the evaluation

The evaluation was a longitudinal, mixed method research project that aimed to assess the impact that recent legislative and program changes have had on:

- Reoffending rates;
- Forecast prisoner 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 and implementing the program.

To assess the impact of changes across these multiple domains, the evaluators designed three interlinked components:

- An *Outcomes Evaluation* that measures the effect that changes to HD had on key indicators such as breaches and returns to custody;
- A *Process Evaluation* that examines implementation of the legislative changes and program implementation, with a view to identifying ways of enhancing the program; and
- An *Economic Evaluation* that provides a cost benefit analysis of the changes to HD.

Together, these components provide a comprehensive assessment of the impact of the changes to HD in SA.

The evaluation is further guided by the following research questions:

- What impacts have HD and HISSP had on participant prisoners and their families?
- What impacts have the legislative and operational changes to HD had on the correctional service system and community stakeholders?

- What are the demographic, sentencing, and correctional history characteristics associated with positive outcomes?
- How is the HISSP service delivery model being implemented?
- What are the factors that promote and hinder the implementation of HD and HISSP? How can it be improved?
- What are the costs and benefits to the justice system of changes to HD and HISSP?

2.2 Evaluation data sources

The evaluation draws upon both quantitative and qualitative data. Table 1 below provides a summary of evaluation data sources

Table 1: Summary of data sources

Name	Source type/description	Specification/Dates
DCS Administrative data	Administrative data collected by DCS on all prisoners	June 2014 to October 2018
Interviews with HD and HISSP program stakeholders (n=12)	Primary data collected for the evaluation	Fieldwork conducted 3 to 7 July 2017
Interviews with prisoners' subject to HD (n=17) and 1 interview with a related family member	Primary data collected for the evaluation	Fieldwork conducted 22-24 May 2018
Review of literature	Literature was sourced on the following topics: principles of HD; challenges to effective implementation; HD policies and programs in Australia; and evaluations of HD and related programs.	The search strategy covered academic and grey literature such as government reports. Literature was sourced from 1990 to 2016

2.3 Evaluation methods

The evaluation project relied upon three main methods, each of which is described separately below.

Analysis of DCS data

The outcomes evaluation is based upon analysis of administrative data obtained from DCS of SA. These data were de-identified by DCS and included: demographic characteristics, current and historical offence information, risk assessment information, information about involvement in different programs while in custody, sentence details, and information about breaches while on HD orders and returns to custody post HD up until June 2018.

To investigate which key demographic, sentencing and correctional history characteristics were associated with positive outcomes on HD, four separate sets of analyses were

conducted based on samples derived from administrative correctional data provided by DCS SA of prisoners released to HD since 2014. Descriptions of each sample are provided below and, as shown, they relate to different forms of HD and different follow-up times.

The first sample involved all prisoners who received, and either completed or breached ROHD between June 2014 to October 2018 (the end of the observational period at the time of data collection). Individuals in the data who were still serving ROHD sentences at the time the data were requested from DCS were excluded from the analyses.

In total, 906 prisoners were sentenced to ROHD that ended prior to October 2018 (see Figure 1). Next, three ROHD cohorts were followed for an equal time period derived from this base sample of 906 prisoners. The first cohort included prisoners released to ROHD between June 2014 and June 2015 followed until June 2016 (n=309); the second cohort included prisoners released to ROHD between June 2015 and June 2016 followed until June 2017 (n=312), and the third cohort included prisoners released to ROHD between June 2016 and June 2017 followed until June 2018 (n=274).

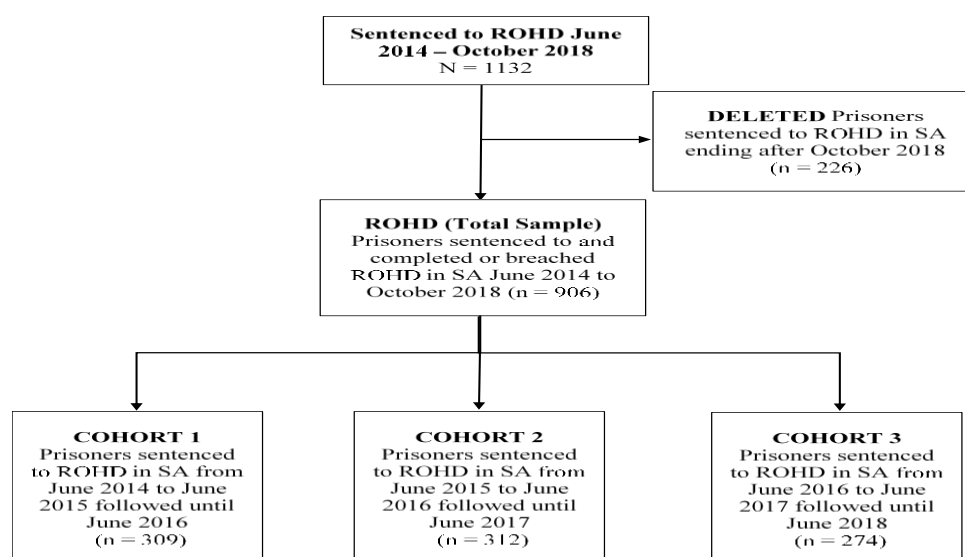


Figure 1 Sample and cohort descriptions, ROHD

The second set of analyses investigated a subgroup of prisoners who received COHD. Of the 435 prisoners who received COHD in SA from September 2016 (the first time COHD orders appeared in the data following June 2016), 312 were discharged from COHD before October 2018 (the end of the observational period at the time of data collection) (see Figure 2).

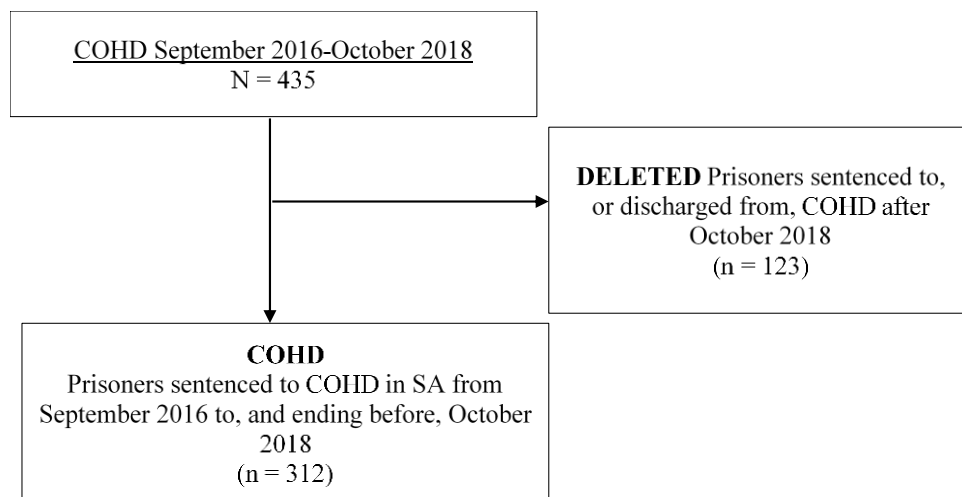


Figure 2 Sample and cohort description COHD

The third set of analyses involved all prisoners who received COHD orders between September 2016 and October 2018. In total, 435 prisoners received COHD since September 2016, 312 of whom received COHD and either breached or were discharged from COHD before October 2018. Next, a comparison group of prisoners who received ROHD was derived from the 1,132 prisoners released to, and discharged from, ROHD from June 2014 to October 2018. This resulted in a comparison group of 373 prisoners who had received and either completed or breached a ROHD order between the same time period, September 2016 up to October 2018 (Figure 3). These two sub-samples, which have the same observation periods, were combined for multivariate analysis (n = 685).

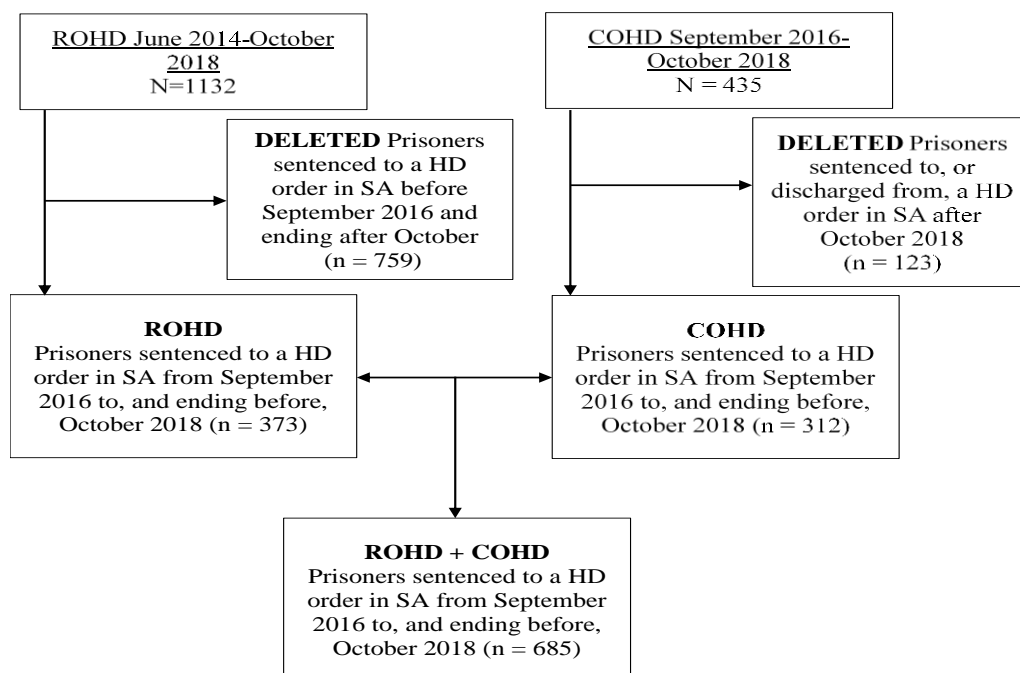


Figure 3 Sample and cohort descriptions ROHD and COHD

The fourth and fifth set of analyses involved all prisoners in SA who were released from custody between June 2016 and June 2017. First, prisoners who completed ROHD in the same time period were matched to prisoners discharged from custody (Prisoner discharged; PD) who were not sentenced to ROHD (Figure 4). The groups were matched on key demographic and sentence characteristics and then compared in terms of the proportions of prisoners who returned to custody by October 2018. Second, the same matching procedures were replicated for prisoners who completed COHD in the same time period (Figure 5).

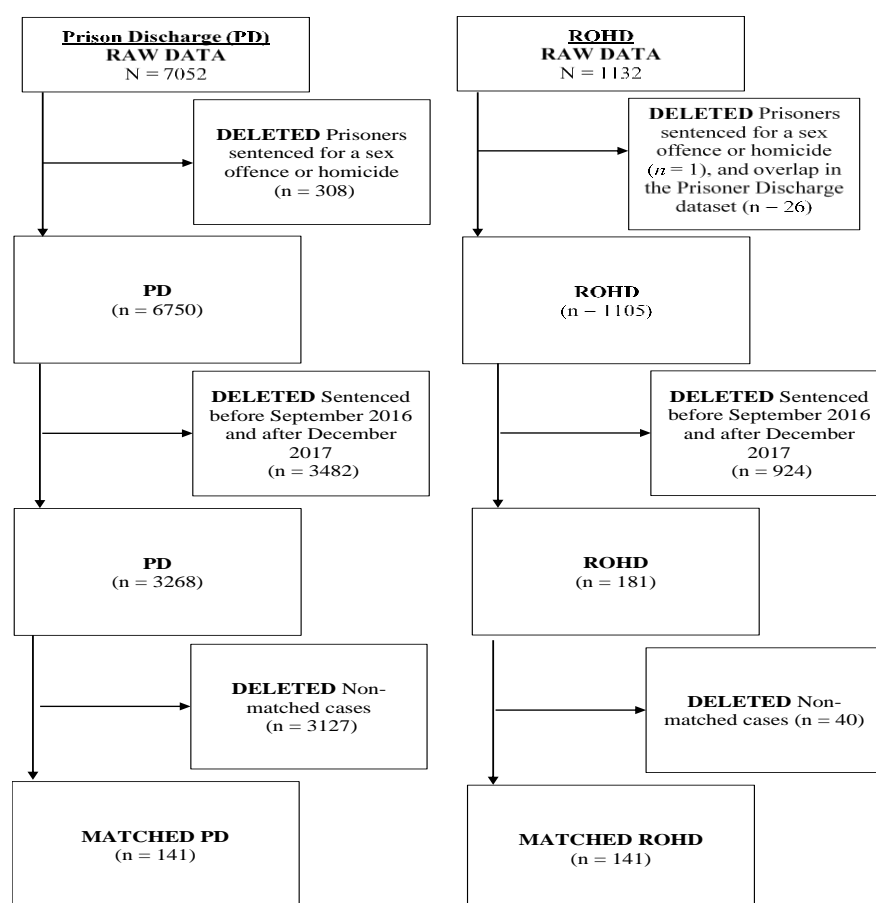


Figure 4 Sample descriptions, prison discharge and matched ROHD

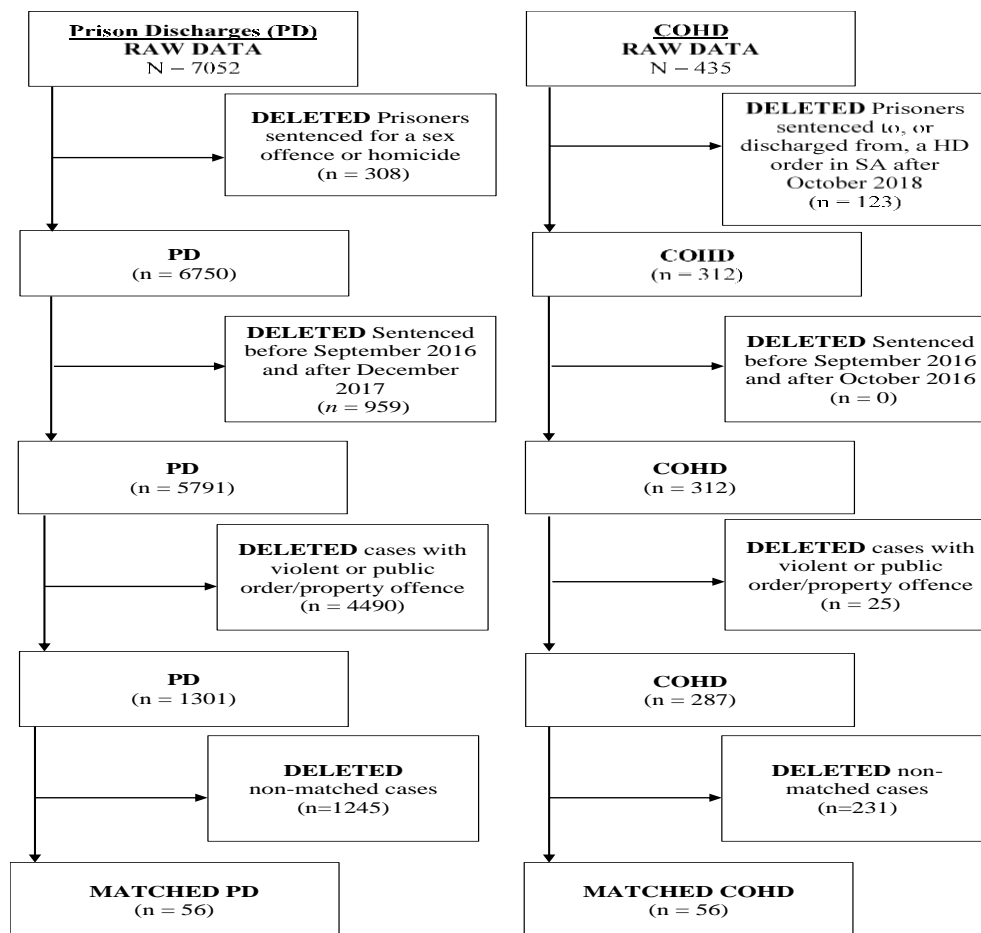


Figure 5: Sample descriptions, prison discharge and matched COHD

The five samples described above were analysed in different ways to evaluate the impact of the changes to HD on prisoners. Section 2.4 below describes the analytical methods employed.

Primary Data Collection

A non-random sample of 17 prisoners' subject to HD orders participated in interviews during the week of 22-24 May, 2018. Following these interviews, we conducted a telephone interview with one related family member. We aimed to interview approximately 6 family members however given the ethical requirement for family members to contact the researchers, we were not successful in recruiting our target number. Participant offenders were recruited through two Community Corrections Centres (CCCs) in Adelaide. Most prisoner interviews were conducted face-to-face at the CCCs following a scheduled meeting with their DCS caseworker. Four interviews were conducted over the telephone.

The prisoner interviews ranged from approximately 15 minutes to 1 hour in duration. All prisoner interviews were recorded with the permission of participants.

A non-random sample of 12 interviews was also conducted with representatives of organisations and agencies affected by the changes to HD during the week of 3-7 July, 2017. The representative agencies included DCS, SAPOL, two non-government organisations delivering HISSP under an interim service arrangement, and one representative from the SA justice system. Again, all interviews were recorded with the permission of participants.

All interviews were semi-structured and were guided by pre-determined interview schedules (see Appendix A). Interviews were recorded with the permission of participants. To analyse the interview data, the audio recordings were transcribed and imported into QSR NVivo11, a qualitative data analysis software package to assist coding and thematic analysis. A coding framework was drafted and finalised following hand-coding of a small number of interviews. All transcripts were coded using the finalised frameworks (see Appendix B). Coding enables data to be managed easily by reducing it into themes.

Following coding, analytic notes 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 4.

Economic Evaluation

The economic component of the evaluation integrates analysis from the offender datasets as outlined in section 3 with HD program budget and cost data. During the preliminary phase of the project, discussions were held with program managers and the DCS Finance Directorate to confirm sources and details of available cost data.

HD in South Australia is a state-wide program with costs spread across regions and operational units. State wide home detention program costs have been prepared based on Report on Government Services (RoGS) operating figures combined with estimated Electronic Monitoring (EM) and related Intensive Compliance Unit (ICU) costs for the program population. As program staffing is a core cost component the initial phase of the economic analysis examined HD related units across community corrections based on HD staffing provided by the DCS Finance Directorate. This Directorate provided detailed budget variance reports and staffing numbers including full time equivalent (FTE) positions for each unit.

All cost centres for community correction and regional HD units for the 2016-17 and 2017-18 financial years were reviewed to examine overall program costs. The staffing profiles were used to calculate HD related proportions for each unit as the basis for allocating both staffing and estimate related state-wide HD costs. This alternative costing approach provided cross validation and produced figures consistent with the RoGs based method. The final HD program costs present the RoGS allocation approach to support consistency and comparability with published Corrective Services cost reporting.

Within the Community Corrections units HD is centred in the Intensive Compliance Unit (ICU) integrated with case managers who monitor and manage the program. The

expenditure across each operational cost centre includes salaries and staffing costs (allocated for HD FTEs) as well as travel, accommodation, offender related expenses and other overheads. The ICU provides integrated offender management services through a team of compliance officers undertaking program management including risk assessment, 24-hour electronic monitoring of GPS tracking devices, drug testing and home visiting of offenders. ICU and/or HD case managers undertake all aspects of electronic monitoring including fitting the devices (SOLO) to the detainee's leg, installation of the SOLO signal monitoring box at each residence, and daily charging of the devices. Non-compliance with electronic monitoring represents a breach of HD conditions.

As presented in Section 1 a central element of the expanded use of HD in South Australia includes funding of wraparound support services aimed to support rehabilitation and successful community reintegration, improve physical and mental health as well as the wider service system through avoided or reduced reoffending. All offenders on HD orders are referred to participate in HISSP with support services provided including housing, education and training, employment, mental health, drug and alcohol dependency, family and community connection and independent living skills such as budgeting.

The type and intensity of supports provided are assessed and tailored to individual needs through the three levels of support described above (section 1.3). The cost of these support services was collated from monthly payment summaries and provider invoices including core planned service delivery and monthly adjustments for variation in client numbers each month.

The economic component of the evaluation examined HD across the program enhancement implemented in 2016 including expanded ROHD and introduction of the new sentencing option for COHD as well as the development of the HISSP Program. The economic evaluation examined the costs of the HD program integrated with program benefits and outcomes examined in the quantitative analysis of the HD offender data presented in section 3 (quantitative methodology section) and related cost offsets to South Australian corrective services. This component of the evaluation addresses the study question to examine the costs and benefits to the justice system of changes to HD and HISSP.

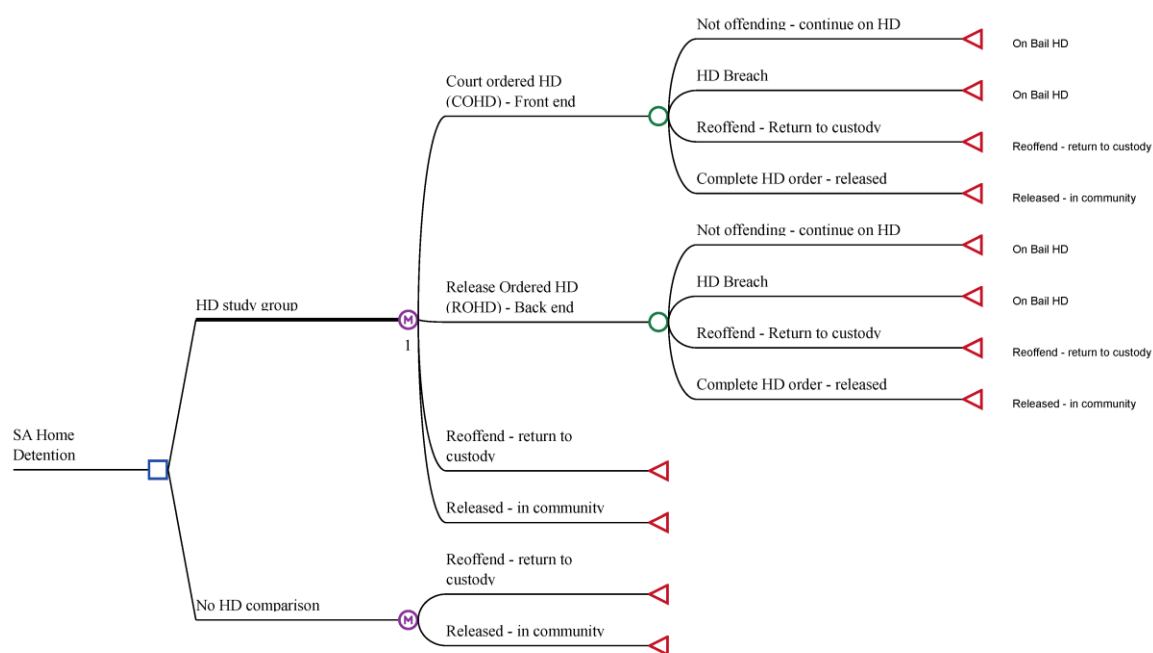
The initial phase of the economic evaluation undertook detailed assessment of HD program costs across the study period for alignment with the HD custodial data analysis assessing the number, timing and duration of each type of HD order as the basis for estimated cost offsets in terms of custodial days avoided as a result of the HD program. For ROHD orders the custodial time avoided was derived based on estimated release date and commencement of the HD order, that is, the final period of a prison sentence which resulted in early release for completion in HD. COHD results in sentences being completely served in HD rather than otherwise having been in prison and the full sentence reflects the custodial time avoided.

To examine the pathways through HD a basic Markov model framework was developed, (see Figure 6). The model structure reflects HD pathways for each type of HD order and related outcomes for each subgroup specifying rates of HD breach, returns to custody and release following successfully completed orders. Each branch of the model specifies

transition rates for each outcome, average durations in HD or custody based on the offender data analysis including variation based on standard deviations where available, and related costs at each point.

This approach provides two complementary components to examine the cost effectiveness of the HD program. Firstly, the core program costs and custodial offset figures establish a base case established on measurable prison days avoided within the two-year study period. Additional costs and benefits relate to the inherent variation in post HD outcomes and returns to custody, relative to non-HD recidivism rates. To assess this uncertainty and estimated contribution to program cost effectiveness the model framework enables specification of variation across available data to examine the joint uncertainty in resulting estimated cost effectiveness components. These post HD outcomes are limited by the short timeframe currently available for follow up analysis but are included as an extended indicative element of projected longer-term outcomes. The evaluation potentially includes an optional two-year extension which would support validation of preliminary results through additional longitudinal follow-up post HD.

Figure 6: HD Markov model pathways and comparison



Source: Structure based on analysis of offender data

The HD study group represents the primary assessment (upper branch of structure) with a comparison group comprised of a high level RTC arm based on the offender propensity score matching sample as presented in Section 4. This comparison provides perspective for the economic assessment as any reduction in recidivism supported through HD will potentially generate ongoing future cost offsets without further program investment.

2.4 Statistical analysis techniques

The statistical analysis focused on the key measures described below.

Measures

Covariates. In the current study, demographic covariates included: (1) age; (2) sex (0=female, 1=male); (3) Aboriginal (0=no, 1=yes); (4) level of education (0=less than high school and 1=high school or greater); and (5) employment status prior to incarceration (0=unemployed, 1=employed). Offence history variables included the type of index offence for which they were serving the current sentence and were 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). The number of prior sentences was also included as well as the number of non-parole period days that were part of the initial sentence, and the number of days sentenced to HD orders. Risk assessment information (Risk of Reoffending ('RoR') and Prisoner Risk Needs Inventory-Revised ('ORNI-R') scores were also included. Finally, participation in programs in custody was coded as: prison employment (0=no, 1=yes); prison education (0=no, 1=yes); behavioural change programs (0=no, 1=yes).

Recidivism & Follow-up periods. Two different outcome variables were measured across all the analyses. The first was whether prisoners' records indicated they had breached their HD conditions (0=discharged from HD, 1=breached HD). The respective follow-up period was also computed by determining: a) the time in days between release to HD and breach of HD or discharge from an HD order. The second outcome variable was whether prisoners returned to custody for a new offence (i.e., with a new sentence) at some point following the actual discharge date associated with their sentence that included an HD order (0=did not return to custody, 1=returned to custody). Similarly, the follow-up period here was determined by computing the number of days between the end of an individual's last sentence that included an HD order and their return to custody.

Analytic strategy

Cox Regression. First, bivariate analyses were used to provide a description of the different samples according to demographic characteristics, covariates and outcome variables. All of these analyses were conducted comparing males and females, as well as individuals of Aboriginal background to those who were not. Next, Cox regression models were estimated for the ROHD sample, the first predicting breaches of ROHD, the second predicting returns to custody following ROHD. Cox regression (or Cox proportional hazards) was employed to determine the relative association between covariates that were associated with survival time (i.e., not breaching/reoffending). Prisoners were followed from the start of their ROHD sentence to the time of their breach or successful completion of the sentence. Prisoners were also followed from the end of ROHD to the time they returned to custody (RTC) or the end of the follow-up period, whichever came first. Prisoners who did not breach ROHD conditions or failed to return to custody were right censored and comprised the comparison group for the respective analyses. Multivariate Cox Proportional Hazards regression analyses were conducted to test the relationship between prisoners' rates of breaches/RTC,

and demographic, criminal justice, and sentence, related characteristics when sample sizes permitted. Hazard Ratio's (HR) and the 95% Confidence Intervals (95% CI) were computed as measures of effect size and precision of any association between covariates, HD breaches, and RTCs. Covariates 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 RTC) to determine the value of adjusted odds ratios identifying which variables predicted breaches of HD and RTC.

Propensity score matching. Propensity Score Matching (PSM) matches participants from different groups based on theoretically and empirically relevant covariates (Lane, To, Shelley, & Henson, 2012), and was used to create matched experimental (1. ROHD and 2. COHD; Home detention) and control (PD; Prison discharges) groups to determine the effect of ROHD and COHD on returns to custody by October 2018. The sample was limited to prisoners with no history of homicide or sexual assault who were discharged to ROHD, or admitted to prison, from September 2016, and discharged before January 2018. . A total sample of 3449 prisoners were retained before matching.

2.5 Evaluation limitations and challenges

This was a complex evaluation as it focused on the impact of legislative changes and the introduction of a new support program on multiple indicators (such as reoffending and prison growth rates) as well as different stakeholder groups (prisoners subject to HD, crime victims, community members, and agency and program staff). It is perhaps not surprising then that the research team encountered a number of challenges during the course of the evaluation. It is important to consider these challenges and limitations when interpreting the findings presented throughout this report. This section provides a summary of the issues that were of particular significance for the evaluation.

Timing

The evaluation was commissioned at a relatively early stage in the implementation of reforms to HD in SA. As a consequence of this, the stakeholder interviews were conducted whilst the HISSP program was being delivered under an interim agreement. One of the two non-government organisations that were delivering the program under the interim arrangement is no longer providing services, yet we interviewed two representatives from this organisation. In addition, and due to the interviews taking place in mid-2017, it is likely that some of the data reflects teething issues related to new program implementation rather than any structural problems. This should be considered when interpreting the qualitative findings.

Comparison groups

In order to examine any changes between offenders receiving different forms of HD and those on other forms of sanctions, our analysis included comparison groups.

Propensity score matching was utilised to match prisoners who completed ROHD between June 2016 and June 2017, and prisoners who completed COHD between June 2016 and June 2017, with prisoners released from custody over the same time period. Given that these data come from two distinct sources, the number of variables available for matching was limited to those available in each source, and only certain proportions of individuals serving HD orders were successfully matched. Key demographic and sentence characteristics and risk assessment information were available to conduct the matching.

Missing data for economic evaluation

The economic evaluation component is subject to limitations identified within the offender datasets (see Section 2) and related study timeframes for each HD order type. Additional limitations are relevant for the economic content.

The evaluation is undertaken from the perspective of DCS as the agency implementing and funding the HD program. It does not include an examination of costs and benefits interrelated with other government agencies, health, community services, or a broader societal perspective that may include productivity costs through remaining in or returning to employment and other social engagement benefits for detainees and in many cases their families and children.

Outcomes for Aboriginal prisoners on HD

A requirement for the evaluation was to report outcomes for Aboriginal prisoners. A related challenge for the researchers is to report results in a way that is sensitive to the needs and history of Indigenous Australians. To this end, we want to ensure that our reporting does not contribute to stereotyping of Indigenous people and that we consider the social and cultural context of Aboriginal people and the criminal justice system when interpreting the data. To help achieve this result, the research team was advised by Dr Michael Doyle from the University of Sydney, who is an Aboriginal health researcher with expertise in the criminal justice system.

The research team also consulted with an additional Aboriginal stakeholder with expertise in related areas. Ursula Swan is currently working for the East Metro Health Service NSW delivering programs to self-manage chronic conditions in the community and in two prisons. She is the Chairperson of Hepatitis WA, a community-based organisation that focuses on assisting people with viral hepatitis. Ursula has expertise on Aboriginal people's experiences of the criminal justice system.

Consultation has informed the interpretation of the analysis and reporting of outcomes for Aboriginal prisoners subject to HD. It needs to be noted however, that the evaluation team did not conduct an Aboriginal specific version of the Process Evaluation described in Section 2 above. To this end, we did not specifically target Aboriginal prisoners to participate in interviews, nor Aboriginal caseworkers or DCS staff. This is a limitation to the study and means that we are unable to report comprehensively on how the changed legislation and HISSP program is being experienced by Aboriginal prisoners and their families. Rather, we are able to report statistical outcomes for Aboriginal prisoners in the cohort under

examination and provide some limited interpretation of these findings. A study specifically examining Aboriginal prisoners' experiences of HD is proposed as an avenue for future research.

2.6 Evaluation ethics

Researchers sought and received approval to conduct evaluation activities from UNSW's Human Research Ethics Committee (HREC). Approval was granted 25 May 2017, approval number HC17196.

In addition, and to meet the DCS requirement of reporting outcomes for Aboriginal prisoners' subject to HD, we also sought approval from the Aboriginal Health Council of South Australia's (AHCSA) Aboriginal Health Research Ethics Committee (AHREC). Approval was granted 9 October 2017, Protocol number 04-17-731.

3 The Outcomes Evaluation

This section presents the analysis and findings of the DCS administrative data.

3.1 Profiles and outcomes of prisoners subject to HD

3.1.1 Release Ordered Home Detention

Sample characteristics

Table 2 provides a bivariate description of the all prisoners who received ROHD between June 2014 and October 2018 stratified by gender. The majority of the sample were male (84.9% male, 15.1% female). The average age of the entire sample at the time they were released to HD was 37.7 (sd=11.2) years, and there were no differences in age between males and females. Approximately nine per cent of the sample were Aboriginal, and again there were no differences between the proportions of males or females who were Aboriginal. Almost one-third of the sample (31.1%) had high school education or above, with a significantly higher proportion of females (43.0%) compared to males (29.1%) having high school education or above. A reversed pattern was evident in terms of employment; while more than one-third of the sample (36.8%) reported being employed prior to their most recent custody episode, the proportions across gender were reversed: over twice as many males (39.9%) reported employment prior to custody compared to females (17.2%).

Table 2: Demographic, criminal justice and sentence characteristics of male and female prisoners sentenced to ROHD between June 2014 and October 2018

	Total sample (n=906) %/x(sd)	Males (n=770) %/x(sd)	Females (n=136) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to ROHD	37.7 (11.2)	37.4 (11.3)	39.0 (10.4)	<i>n.s</i>
Aboriginal ^a	9.5%	8.8%	13.4%	<i>n.s</i>
≥ High school education ^b	31.1%	29.1%	43.0%	$\chi^2(1)=8.20^{**}$, 0.11
Employed prior to most recent custody ^c	36.8%	39.9%	17.2%	$\chi^2(1)=18.99^{***}$, 0.16
Offence history				
Multiple prior sentences (yes)	26.8%	26.9%	26.5%	<i>n.s</i>
Avg. # of prior sentences	1.6 (1.4)	1.6 (1.4)	1.5 (1.2)	<i>n.s</i>
Index offence (ROHD sentence)				
Drug	30.6%	31.4%	25.7%	<i>n.s</i>
Administrative/driving	18.7%	19.4%	14.7%	<i>n.s</i>
Theft	15.7%	15.5%	16.9%	<i>n.s</i>
Fraud	12.5%	9.0%	32.4%	$\chi^2(1)=57.94^{***}$, 0.25

Violent	12.0%	13.1%	5.9%	$\chi^2(1)=5.72^*$, 0.08
Public order/property	9.5%	10.5%	3.7%	$\chi^2(1)=6.30^*$, 0.08
Risk ratings				
RoR Score ^d	11.6 (5.6)	11.9 (5.5)	9.5 (6.1)	$t(123.27)=-$ 3.56^{**} , 0.40
ORNI-R Score ^e	24.0 (4.8)	23.8 (4.6)	26.1 (5.9)	$t(235)=2.31^*$, 0.44
Prison programs (ever)				
Employment	87.0%	85.6%	94.9%	$\chi^2(1)=8.77^{**}$, 0.10
Education	18.0%	19.7%	8.1%	$\chi^2(1)=10.64^{**}$, 0.11
Behavioural change	24.1%	25.2%	17.6%	$\chi^2(1)=3.60^+$, 0.06
Sentence characteristics				
Non-parole period (days) ^{log}	451.5 (527.5)	466.3 (532.3)	367.8 (492.8)	$t(150.6)=-$ 3.08^{**} , 0.32
Length of ROHD (sentenced days) ^{log}	170.5 (138.7)	173.1 (139.3)	156.2 (134.4)	$t(903)=-1.90^+$, 0.17
Length of ROHD (actual days) ^{log}	157.6 (136.1)	159.9 (135.9)	144.9 (136.7)	<i>n.s</i>
HD breaches				
Breached ROHD conditions	16.3%	16.8%	14.0%	<i>n.s</i>
Avg. time to breach ROHD (days) (<i>n</i> =148)	102.5 (105.3)	105.6 (109.3)	81.6 (80.9)	<i>n.s</i>
Returns to custody ('RTC') post-ROHD				
RTC (re-offence) by October 2018	17.4%	16.9%	20.6%	<i>n.s</i>
Avg. time to RTC (days) (<i>n</i> =152)	454.5 (208.7)	449.2 (204.1)	481.5 (233.6)	<i>n.s</i>
Administrative offence ^f	54.5%	57.6%	40.6%	
Non-violent offence ^g	40.9%	37.5%	56.3%	<i>n.s</i>
Violent offence ^h	4.5%	4.9%	3.1%	

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

a. (*n*=820)

b. (*n*=742)

c. (*n*=723)

d. (*n*=678)

e. (*n*=237)

f. Administrative offences = offences against justice procedures and driving offences.

g. Non-violent offences include: theft, break and enter, fraud, offences against good order, and 'other'.

h. Violent offences include: assault, unlawful possession of a weapon.

In terms of offence histories, just over one quarter (26.8%) of the sample had more than one prior sentence, and the average number of prior sentences was 1.6 (sd=1.4); there were no statistical differences in these figures between males and females. In terms of the index offence for which individuals received ROHD, nearly one-third (30.6%) were for drug

offences, nearly one-fifth (18.7%) were for driving offences, 15.7% were for theft, and the remaining proportions involved fraud, violence, and public order and property offences respectively. For these latter three index offence types, statistical differences between genders were evident; over three times as many females compared to males (32.4% compared to 9.0%) received ROHD for fraud offences. However, twice as many males received ROHD for violent offences compared to females (13.1% compared to 5.9%), and this similar trend was evident in terms of public order/property offences (10.5% males compared to 3.7% females).

Table 2 also displays risk assessment information and involvement in prison programs. The average risk assessment score (based on the Risk of Re-offending screening assessment) for a sample of 906 prisoners for which data were available was 11.6 (sd=5.6). Males scored significantly higher on the RoR compared to females ($x=11.9$, $sd=5.5$ compared to $x=9.5$, $sd=6.1$), and the effect size of this difference was moderate ($d=0.40$). In contrast, for the subsample of prisoners assessed with the ORNI-R³ ($n=237$) females scored significantly higher on assessment than males ($x=26.1$, $sd=5.9$ compared to $x=23.8$, $sd=4.6$). Most of the sample (87.0%) had at some point been involved in employment programming in their custodial histories: 94.9 per cent of females compared to 85.6 per cent of males had prior involvement in these programs. Far fewer prisoners had prior involvement in education programming in custody (18.0%) and behavioural change programming (24.1%). Males were significantly more likely to have taken part in education or behavioural change programs in custody compared to females.

In terms of sentence characteristics, males typically received longer non-parole periods compared to females on average ($x=466.3$ days, $sd=532.3$ compared to 367.8 days, $sd=492.8$). Similarly, the length of time sentenced to ROHD was longer for males compared to females ($x=173.1$ days, $sd=139.3$ compared to $x=156.2$ days, $sd=134.4$), although the actual amount of time spent on HD (e.g., taking into account breaches) between males and females did not differ. Only 16.3 per cent of the sample breached ROHD and there were no statistical differences in the proportion of males or females who breached ROHD, or the average amount of time to breach. A slightly higher proportion of the sample (17.4%) returned to custody at some point by October 2018 following their discharge from ROHD and again, there were no differences evident in the proportion of males or females who returned to custody. In terms of the types of offences for which individuals returned to custody, the majority were for new administrative offences (54.5%) followed by non-violent offences (40.9%), and only 4.5 per cent of those individuals who returned to custody by October 2018 committed a violent offence. 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.

These bivariate analyses were repeated in Table 3 examining differences between Aboriginal prisoners and non-Aboriginal prisoners. Aboriginal prisoners were, on average, six years younger than non-Aboriginal prisoners when they began ROHD. No statistical

³ The ORNI-R instrument is utilised for prisoners who meet a specific threshold based on assessment with the RoR instrument. For these reasons, RoR score was used to measure risk level in all of the multivariate analyses.

differences were evident in terms of the proportion of Aboriginal prisoners who were male serving ROHD compared to non-Aboriginal prisoners. Similarly, the level of education of prisoners sentenced did not differ between Aboriginal prisoners and non-Aboriginal prisoners, although there was a marginal statistical relationship in terms of employment prior to the most recent custody episode; only approximately one-quarter (25.4%) of Aboriginal prisoners were reported to have been previously employed prior to custody compared to over one-third (37.3%) of non-Aboriginal prisoners.

Table 3: Demographic, criminal justice, and sentence characteristics of Aboriginal and non-Aboriginal prisoners sentenced to ROHD between June 2014 and October 2018

	Total sample (n=820 ^e) %/x(sd)	Non- Aboriginal (n=742) %/x(sd)	Aboriginal (n=78) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to ROHD	37.6 (10.9)	38.2 (11.0)	32.2 (8.5)	$t(105.9)=5.69^{***}$, 0.60
Male gender	85.5%	86.1%	79.5%	<i>n.s</i>
≥ High school education ^a	31.1%	31.9%	23.4%	<i>n.s</i>
Employed prior to most recent custody ^b	36.2%	37.3%	25.4%	$\chi^2(1)=3.51^+$, 0.07
Offence history				
Multiple prior sentences (yes)	29.3%	27.2%	48.7%	$\chi^2(1)=15.75^{***}$, 0.14
Avg. # of prior sentences	1.6 (1.4)	1.6 (1.4)	2.4 (2.1)	$Z=-4.41^{***}$
Index offence (ROHD sentence)				
Drug	30.4%	32.5%	10.3%	$\chi^2(1)=16.49^{***}$, 0.14
Administrative/driving	18.9%	19.3%	15.4%	<i>n.s</i>
Theft	16.6%	15.1%	30.8%	$\chi^2(1)=12.54^{***}$, 0.12
Fraud	12.2%	12.5%	9.0%	<i>n.s</i>
Violent	11.7%	10.6%	21.8%	$\chi^2(1)=8.49^{**}$, 0.10
Public order/property	9.0%	8.9%	10.3%	<i>n.s</i>
Risk ratings				
RoR Score ^c	11.6 (5.6)	11.5 (5.6)	15.7 (3.9)	$t(61.0)=-6.83^{***}$, 0.88
ORNI-R Score ^d	24.0 (4.8)	23.7 (4.8)	27.3 (4.0)	$t(227)=-3.87^{***}$, 0.83
Prison programs (ever)				
Employment	87.0%	86.8%	88.5%	<i>n.s</i>
Education	18.8%	17.8%	28.2%	$\chi^2(1)=5.02^*$, 0.08
Behavioural change	25.2%	24.1%	35.9%	$\chi^2(1)=5.18^*$, 0.08
Sentence characteristics				
Non-parole period (days) ^{log}	467.9 (541.7)	492.1 (555.2)	238.1 (309.3)	$t(687)=3.29^{**}$, 0.48
Length of ROHD (sentenced days) ^{log}	171.3 (140.4)	178.4 (142.7)	104.2 (93.2)	$t(817)=4.22^{***}$, 0.51

Length of ROHD (actual days) ^{log}	157.0 (137.3)	162.6 (140.1)	103.8 (91.6)	$t(817)=3.09^{**}$, 0.38
HD breaches				
Breached ROHD conditions	17.7%	17.8%	16.7%	<i>n.s</i>
Avg. time to breach ROHD (days) (<i>n</i> =145)	103.2 (105.7)	105.4 (108.6)	80.1 (67.9)	<i>n.s</i>
Returns to custody (RTC) post-ROHD				
RTC (re-offence) by October 2018	18.8%	17.4%	32.1%	$\chi^2(1)9.95^{**}$, 0.11
Avg. time to RTC (days) (<i>n</i> =148)	450.9 (207.3)	454.8 (204.8)	431.2 (222.9)	<i>n.s</i>
Administrative offence ^f	56.5%	59.7%	40.0%	
Non-violent offence ^g	38.3%	35.7%	52.0%	<i>n.s</i>
Violent offence ^h	5.2%	4.7%	8.0%	

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

Non-parametric bivariate comparison for Avg. # of prior sentences: Mann-Whitney U.

a. (*n*=713)

b. (*n*=693)

c. (*n*=678)

d. (*n*=237)

e. In 86 cases it was not possible to determine whether the prisoner was Aboriginal so these cases were excluded from the current analyses.

f. Administrative offences include: offences against justice procedures and driving offences.

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

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

Stark differences were however evident when it came to officially recorded offence histories between the groups. Nearly twice as many Aboriginal prisoners had received multiple prior sentences compared to non-Aboriginal prisoners (48.7% compared to 27.2%), and on average, had twice as many sentences in their histories compared to non-Aboriginal prisoners ($x=2.4$ prior sentences, $sd=2.1$ compared to $x=1.6$ prior sentences $sd=1.4$). The offences for which prisoners in the sample received ROHD also differed between Aboriginal and non-Aboriginal prisoners. Non-Aboriginal prisoners were over three times as likely to have received ROHD for drug offences compared to Aboriginal prisoners (32.5% compared to 10.3%). However, a reverse trend was evident in terms of theft related offences; twice as many Aboriginal prisoners received ROHD for theft compared to non-Aboriginal prisoners (30.8% compared to 15.1%). In addition, twice as many Aboriginal prisoners received ROHD for a violent offence compared to non-Aboriginal prisoners, and no differences were evident between the two groups in terms of administrative and driving offences, fraud, or public order/property offences.

Similarly, when it came to risk assessment scores Aboriginal prisoners scored significantly higher than non-Aboriginal prisoners in terms of RoR score ($x=15.7$ $sd=3.9$ compared to $x=11.5$ $sd=5.6$), and ORNI-R score ($x=27.37$ $sd=4.0$ compared to $x=23.7$ $sd=4.8$). While there were no differences between Aboriginal prisoners and non-Aboriginal prisoners in terms of participating in employment programs while in custody, a significantly higher proportion of Aboriginal prisoners engaged in education programs compared to non-Aboriginal prisoners (28.2% compared to 17.8%) as well as behavioural change programs (35.9% compared to 24.1%).

In terms of sentence characteristics, Aboriginal prisoners had significantly shorter non-parole periods compared to non-Aboriginal prisoners ($x=238.1$ days $sd=309.3$ compared to $x=492.1$ days $sd=555.2$), and similarly were sentenced to significantly fewer days on ROHD orders compared to non-Aboriginal prisoners ($x=104.2$ days $sd=93.2$ compared to $x=178.4$ days $sd=142.7$). The same pattern was evident for actual days spent on HD orders; Aboriginal prisoners spent significantly fewer days on ROHD compared to non-Aboriginal prisoners (103.8 days $sd=91.6$ compared to 162.6 days $sd=140.1$).

Despite these differences, there were no significant differences evident in terms of breaches of ROHD between Aboriginal and non-Aboriginal prisoners in the sample. However, in terms of RTC over the follow up period, Aboriginal prisoners were more likely to return to custody at some point compared to non-Aboriginal prisoners (32.1% compared to 17.4%). On the other hand, the average amount of time that lapsed between Aboriginal and non-Aboriginal prisoners who returned to custody did not differ, nor did the offences for which either returned to custody for (i.e., administrative, non-violent, or violent).

Cox regression models measuring variables associated with breaches of ROHD and returns to custody post-ROHD

Appendix C Table 14 shows bivariate comparisons of demographic, criminal justice and sentence characteristics of prisoners serving ROHD across those who breached conditions and those who did not. In total, 148 individuals (16.3%) breached conditions of ROHD. Just over one-fifth (22.0%) of individuals who breached the conditions of ROHD had greater than high school education compared to one-third (33.0%) of those who did not breach; and, only just over one-quarter of individuals who breached ROHD were employed prior to their sentence compared to over one-third (39.1%) of those who did not breach ROHD. Individuals whose index offence was associated with theft were nearly twice as likely to breach ROHD compared to those whose index offence was not associated with theft (25.7% compared to 13.7%). Conversely, 13.1% of those individuals who did not breach the conditions of ROHD had an index offence related to violence compared to 6.8% of those who did breach the conditions of ROHD. Not surprisingly, individuals who breached the conditions of ROHD had a significantly higher risk assessment score compared to those who did not ($x=14.2$, $sd=4.4$ compared to $x=11.0$, $sd=5.7$) and individuals who breached ROHD were more likely to have participated in education and behavioural change programs than individuals who did not breach ROHD. The data also indicate that individuals who breached ROHD were more than twice as likely to return to custody over the follow-up period compared to those who did not (33.8% vs. 14.2%), and in terms of sentence characteristics, individuals who breached ROHD had significantly longer sentences both in terms of the non=parole period of their sentence, as well as sentenced ROHD days. Not unexpectedly therefore, the actual days spent on ROHD were significantly fewer among those who breached the conditions of ROHD.

Appendix C table 15 shows bivariate comparisons of demographic, criminal justice and sentence characteristics of prisoners serving ROHD across those who returned to custody at some point in the follow-up period and those who did not. 17.4% of individuals who received ROHD returned to custody at some point following ROHD during the follow-up period. In

terms of demographic characteristics, those who returned to custody were, on average, significantly younger than those who did not ($x=33.3$, $sd=8.9$ vs $x=38.6$ $sd=11.4$). Aboriginal individuals were also overrepresented in terms of returns to custody; approximately twice as many people who returned to custody were Aboriginal compared to those who did not return to custody (16.2% compared to 8.0%). Similarly, approximately one quarter of individuals who returned to custody had more than high school education or were employed prior to their previous incarceration compared to one-third or higher among those who did not return to custody.

A differential pattern emerged in terms of index offences that were associated with returns to custody among those who served ROHD. First, those with index offences related to drug or violent offences were less likely to return to custody post ROHD compared to those with other index offences. Conversely, those individuals whose index offence for which they received ROHD were associated with administrative/driving offences or theft were more likely to return to custody post ROHD. Individuals who returned to custody post ROHD were more likely to have multiple offences in their criminal histories and therefore, not surprisingly, were also characterised by higher risk assessment score compared to those who did not return to custody in the follow-up period. Similar to those who breached conditions of ROHD, those who ended up returning to custody over the follow-up period post-ROHD were more likely to have participated in education or behavioural change programs while in custody, and as discussed above, those who returned to custody post ROHD were more likely to have breaches of ROHD recorded on their records. Finally, in terms of previous sentence characteristics, a somewhat different pattern emerged compared sentence characteristics related to breaches of ROHD; those individuals who returned to custody post ROHD had a significantly shorter non-parole period as well as sentenced ROHD days compared to those who did not return to custody, but at the same time had served fewer actual days on ROHD compared to those who did not return to custody post ROHD at some point over the follow-up period.

Table 4 below displays adjusted Cox regression models predicting ROHD breaches (Table 4 part A) and returns to custody post ROHD orders (Table 4 part B). The demographic, sentencing and correctional history variables included in the models are based on those that displayed statistically significant bivariate relationships with each of the respective outcomes (i.e., were statistically associated with breaches of home detention/returns to custody; see Appendix C tables 14, 15).

Table 4: Adjusted Cox regression models predicting breaches/RTC among prisoners sentenced to ROHD between June 2014 and July 2017, ending before October 2018

	PART A ^a : HD BREACH	PART B: RETURN TO CUSTODY
	ADJUSTED MODEL HR (95% CI)	ADJUSTED MODEL HR (95% CI)
Demographics		
Age at release to ROHD		.96 (.93-.99)*
Aboriginal		1.89 (.87-4.14)
Less than High school education	2.10 (1.25-3.54)**	.76 (.44-1.31)

Unemployed prior to most recent custody	1.57 (.99-2.49) ⁺	1.08 (.60-1.93)
Index offence (ROHD sentence)		
Drug		2.09 (.84-5.15)
Administrative/driving		4.15 (1.73-9.98) ^{**}
Theft	.96 (.61-1.60)	2.15 (.90-5.14) ⁺
Violent	.46 (.14-1.51)	.51 (.10-2.46)
Offence history		
Avg. # of prior sentences		1.35 (1.12-1.62) ^{**}
Breached ROHD conditions		2.49 (1.40-4.45) ^{**}
Risk ratings		
RoR Score	1.10 (1.05-1.16) ^{***}	1.07 (.99-1.16) ⁺
Prison programs (ever)		
Education	1.00 (.63-1.57)	1.08 (.59-1.99)
Behavioural change	1.02 (.62-1.66)	1.02 (.58-1.81)
Sentence characteristics		
ROHD start after June 2016		.96 (.54-1.71)
Length of ROHD (sentenced days)	1.00 (.99-1.00) ⁺	.99 (.99-1.00) ⁺

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

HR=Hazard Ratio.

a. n=880

b. n=887

Table 4 part A displays variables associated with Breaches of ROHD. This adjusted Cox regression model takes into account the relative contribution of predictor variables to breaches of ROHD. Net of other factors considered in the model, less than high school education predicted HD breaches [HR=2.10, 95% CI=1.25-3.54], in addition to risk assessment score [HR=1.10, 95%CI=1.05-1.16]. Therefore, when controlling for risk level, the impact of index offence type and participation in behavioural change programs on rates of breaches of ROHD disappears. In effect, the results suggest that the key predictors of breaches of ROHD in the entire cohort of prisoners between 2014-2017 are low educational attainment, and higher assessed risk level.

Table 4 part B displays variables associated with returns to custody post ROHD orders. This model takes into account the relative contribution of the predictor variables to returns to custody. In terms of demographic characteristics age was the only variable associated with returns to custody; net of other factors for every unit increase in age an individual was four percent less likely to have returned to custody. Having an index offence involving Administrative/driving offences was a significant predictor of quicker returns to custody; individuals with this index offence type were over four times more likely to return to custody following ROHD respectively compared to individuals with other index offence types.

The average number of prior sentences in individual's histories were associated with a 35 percent increase in the likelihood of returning to custody post ROHD, and individuals who breached their prior ROHD order were over approximately two-and-a-half times more likely to return to custody at some point in the follow-up period compared to those who did not, net of all other factors. When controlling for all of these covariates, the relationship between risk rating (based on the RoR instrument) and returns to custody was statistically marginal,

whereas participation in prior prison programs did not predict returns to custody. Taken together, the profile of individuals who returned to custody following ROHD in the timeframe examined were younger individuals with theft and/or administrative and driving offences for, in addition to previous breaches of ROHD orders, and multiple prior sentences in their criminal histories.

Changes in ROHD profiles over time

In terms of demographic characteristics there were no statistical differences across three cohorts of prisoners completing ROHD between 2014-15 and 2016-17 (Table 5). Similarly, there were no statistical differences in terms of the index offence associated with ROHD across the three cohorts. There was a statistically significant difference evident across the cohorts in terms of the average number of prior sentences; prisoners in the 2014-15 cohort had slightly more prior sentences on average ($x=1.8$ $sd=1.8$) compared to the 2015-16 cohort (cohort 2; $x=1.5$ $sd=1.3$) and the 2016-17 cohort (cohort 3; $x=1.5$ $sd=1.0$), although the effect size associated with these differences was low. A similar pattern was evident in terms of risk assessment scores. Average risk assessment scores were significantly higher in the 2014-15 ($x=12.2$ $sd=5.8$) and 2015-16 ($x=12.0$ $sd=5.7$) cohorts compared to the 2016-17 cohort ($x=10.3$ $sd=5.2$). Again, the effect size associated with these differences was low.

Table 5: Demographic, criminal justice, sentence, and HD related characteristics of prisoners sentenced to ROHD between June 2014 and June 2015, ending by June 2016 (Cohort 1); June 2015 to June 2016, ending by June 2017 (Cohort 2); and June 2016 to June 2017, ending June 2018 (Cohort 3)

	Total sample (n=895) %/x(sd)	Cohort 1 (n=309) %/x(sd)	Cohort 2 (n=312) %/x(sd)	Cohort 3 (n=274) %/x(sd)	$\chi^2(df)$, ϕ / $F(df)$, η^2
Demographics					
Age at release to ROHD	37.7 (11.2)	36.9 (11.0)	37.8 (11.8)	38.6 (10.6)	<i>n.s</i>
Male gender	84.8%	84.5%	86.9%	82.8%	<i>n.s</i>
Aboriginal ^a	9.6%	9.2%	9.2%	10.6%	<i>n.s</i>
≥ High school education ^b	30.7%	29.7%	31.8%	30.8%	<i>n.s</i>
Employed prior to most recent custody ^c	36.7%	36.2%	41.4%	32.4%	<i>n.s</i>
Index offence (ROHD sentence)					
Drug	30.4%	28.8%	32.5%	30.5%	<i>n.s</i>
Administrative/driving	18.7%	18.1%	19.2%	18.6%	<i>n.s</i>
Theft	15.8%	17.8%	14.7%	14.6%	<i>n.s</i>
Fraud	12.4%	11.3%	13.8%	12.0%	<i>n.s</i>
Violent	12.0%	13.6%	11.9%	10.2%	<i>n.s</i>
Public order/property	9.6%	8.7%	9.9%	10.2%	<i>n.s</i>
Offence history					
Multiple prior sentences (yes)	26.8%	29.4%	24.0%	27.0%	<i>n.s</i>
Avg. # of prior sentences	1.6 (1.4)	1.8 (1.8)	1.5 (1.3)	1.5 (1.0)	$F(2,892)=4.88^{**}$, 0.01
Risk ratings					

RoR Score ^d	11.6 (5.6)	12.2 (5.8)	12.0 (5.7)	10.3 (5.2)	$F(2,664)=7.35^{***}$, 0.02
ORNI-R Score ^e	24.0 (4.8)	24.2 (5.1)	23.6 (4.6)	24.7 (4.5)	<i>n.s</i>
Prison programs (ever)					
Employment	86.8%	91.6%	86.5%	81.8%	$\chi^2(2)=12.30^{**}$, 0.12
Education	17.7%	16.2%	19.2%	17.5%	<i>n.s</i>
Behavioural change	23.9%	32.0%	23.1%	15.7%	$\chi^2(2)=21.51^{***}$, 0.16
ROHD breaches					
Breached ROHD conditions	16.5%	14.6%	15.7%	19.7%	<i>n.s</i>
Avg. time to breach ROHD (days) (<i>n</i> =148)	98.0 (99.0)	94.7 (85.8)	81.0 (66.4)	128.5 (139.4)	<i>n.s</i>
Returns to custody (RTC) post-ROHD					
RTC (re-offence) by October 2018	11.2%	13.3%	9.9%	10.2%	<i>n.s</i>
Avg. time to RTC (days) (<i>n</i> =151)	454.0 (209.3)	485.1 (228.9)	447.3 (189.1)	401.2 (190.8)	<i>n.s</i>
Administrative offence ^f	57.0%	58.2%	52.8%	60.5%	
Non-violent offence ^g	38.0%	34.3%	41.5%	39.5%	<i>n.s</i>
Violent offence ^h	5.1%	7.5%	5.7%	0.0%	
Sentence characteristics					
Non-parole period (days) ^{log}	441.7 (518.7)	433.0 (499.9)	445.0 (553.7)	447.2 (499.7)	<i>n.s</i>
Avg. length ROHD (sentenced days) ^{log}	167.0 (134.8)	144.8 (104.6)	153.5 (112.8)	207.5 (173.9)	$F(2,891)=5.35^{**}$, 0.01
Avg. length ROHD (actual days) ^{log}	153.3 (130.3)	138.8 (104.9)	140.1 (111.6)	184.7 (165.9)	$F(2,891)=3.15^*$, 0.01
HISSP	-	-	-	61.3%	-

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

Non-parametric bivariate comparison for Avg. # of prior sentences: Mann-Whitney U.

a. (*n*=810)

b. (*n*=732)

c. (*n*=713)

d. (*n*=667)

e. (*n*=234)

f. Administrative offences include: offences against justice procedures.

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

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

Next, the profile of prior engagement in prison programming also differed across the cohorts. In total, 91.6% of the 2014-15 cohort had ever engaged in employment programs in prison compared to 86.5% of the 2015-16 cohort and 81.8% of the 2016-17 cohort. A similar declining pattern was evident in terms of the proportion of prisoners on ROHD who had participated in behavioural change programs while in custody. Almost one-third (32%) of the 2014-15 cohort had ever participated in behavioural change programs in custody at some point in their past compared to less than a quarter (23.1%) of the 2015-16 cohort and even fewer (15.7%) of the 2016-17 cohort. Again, the effect sizes associated with these differences in prior participation in prison programs were in the low range.

The average length of ROHD sentences (sentenced days and days actually served) was significantly higher among the 2016-17 cohort, likely reflecting associated legislative changes described above. It is important to point out that despite this, the likelihood of breaching ROHD or returning to custody in the one-year follow-up time frame did not differ across the three cohorts. In effect, this provides some evidence that although the length of sentences and supervision under ROHD significantly increased post 2016, there was not a commensurate increase in breaches or returns to custody post ROHD suggesting the absence of a net-widening effect because of increased supervision or increased time under supervision. At the same time, the profile of individuals sentenced to ROHD over the years has changed slightly with the main trend pointing toward targeting ROHD toward individuals who are less likely to reoffend. Finally, the third cohort identified in table 5 coincides with the introduction of the IHSSP program in June 2016 that ran until October 2017 after which the HISSP contract came into place from November 2017 to October 2018. In total, 168 prisoners (61.3%) from cohort 3 received support services either through the IHSSP or HISSP programs. For analysis purposes, these were combined and are represented in tables and text as HISSP.

Cohort 3: ROHD and the impact of HISSP on returns to custody

Propensity Score Matching (PSM) was used to create a matched experimental (completed program) and control (no completed program) group to determine the effect of HISSP program on returns to custody by October 2018 among offenders sentenced to ROHD from June 2016 to June 2017, and ending before June 2018 (N = 274). The PSM was based on covariates associated with returns to custody in this group, as determined by our findings. These variables were Aboriginal status [$\chi^2(1)=4.84$, $p=.03$], age [$t(272)=2.85$, $p=.005$], expected sentence days [$t(272)=3.50$, $p=.001$], ROR score [$t(191)=-3.73$, $p<.001$], participated in a prison behavioural program [$\chi^2(1)=5.52$, $p=.02$], two or more prior convictions [$\chi^2(1)=5.77$, $p=.016$], and convicted of theft [$\chi^2(1)=17.40$, $p<.001$] or a drug offence [$\chi^2(1)=9.91$, $p=.002$].

One-to-one matching without replacement and with a match tolerance of .01 were used to match ROHD prisoners who received a HISSP package (n = 168) against those who did not receive a HISSP package (n = 106) (Appendix C Table 16). The Hosmer and Lemeshow test⁴ indicated that the resulting model was of good fit [$\chi^2(8) = 10.98$, $p=.203$]. No exact matches were found, although 96 pairs were matched according to the match tolerance specified. Balance for the matched sample was first determined by examining the absolute standardised mean differences (d) in the propensity scores and covariates between the two matched groups. Table 16 in Appendix C indicates that matching reduced the group separation in propensity scores (π) by 98.1%, and this difference was not statistically significant [$t(94)=-.02$, $p = .98$]. The standardised difference in the mean propensity score and all covariates was less than $d = .20$, indicating balance was achieved (Rubin, 2001).

Table 20 in Appendix C presents the logistic regression models adjusting for all matching covariates in the pre- and post-matching samples. In the pre-match sample, participating in a

⁴ The Hosmer Lemeshow test is a statistical test for goodness of fit for logistic regression models.

behavioural program and having a longer sentenced were significantly associated with a higher likelihood of receiving a HISSP package, whilst having committed theft was associated with a lower likelihood. No covariates were significantly associated with receiving a HISSP package in the matched sample. Nonetheless, the reduction in the Cox and Snell r^2 statistic from pre- to post-match indicates that successful balance was achieved.

When comparing matched samples of prisoners who received a HISSP package and those who did not, the results indicate that only 4.2% of the matched sample from cohort three who received the HISSP package returned to custody over the follow-up period compared to 25.0% of the matched sample who did not receive the program (Figure 7). This proportional difference was statistically significant and the associated effect size approached moderate level [$X^2(1)=8.36^{**}$, $\phi=0.30$]. These findings provide evidence that the likelihood of returning to custody is lower among prisoners sentenced to ROHD who received the HISSP package compared to those who did not.

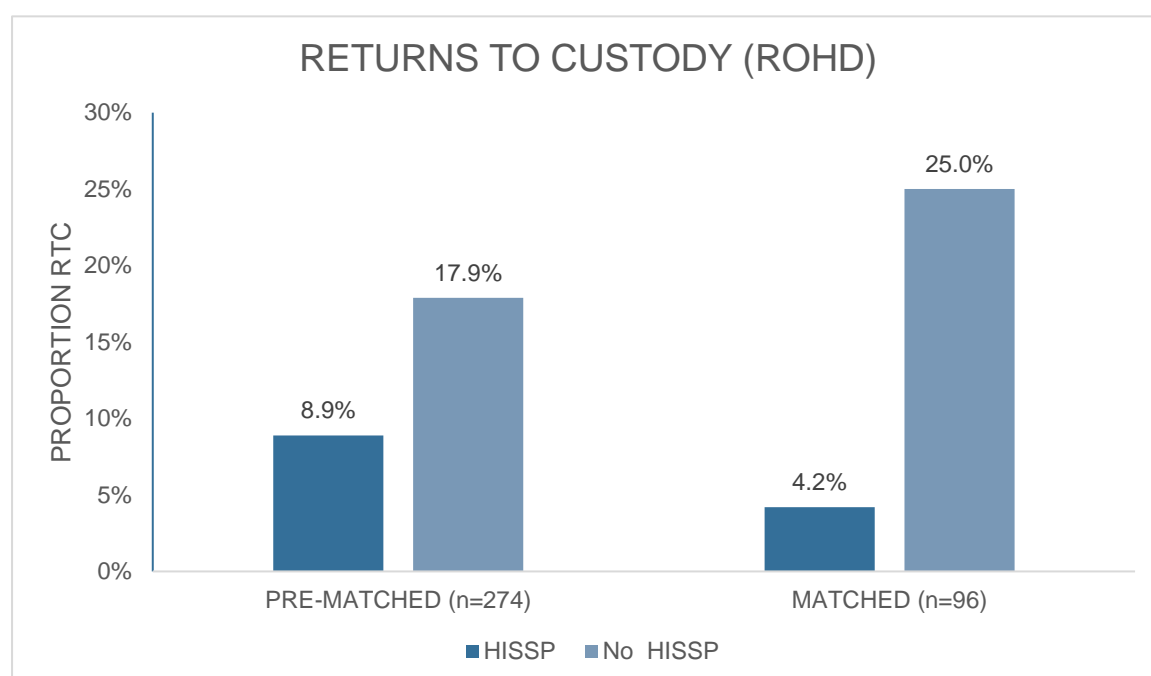


Figure 7: Matched proportions of prisoners serving ROHD who returned to custody by October 2018 according to whether they received a HISSP package

Summary: Release Ordered Home Detention

The findings from the current analyses provide a statistical profile of a cohort of 906 prisoners subject to ROHD between June 2014 and October 2018. In total, less than one-fifth (16.3%) of all prisoners subject to ROHD in this time frame breached the conditions of their HD order. Over the same time period, 17.4% returned to custody for a new offence at some point following the conclusion of their ROHD order by October 2018. Indeed, this recidivism rate falls far below overall recidivism rates of released prisoners returning to custody in Australia (see Australian Productivity Commission, 2016).

Only approximately 5 percent of returns to custody (i.e., approximately 7 individuals) were for a violent offence. This contrasts with the fact that approximately 12% of the cohorts' ROHD orders between 2014 and 2018 were associated with a violent offence. In fact, the bivariate analyses in the current study indicated that those individuals whose ROHD sentence was associated with a violent offence were less likely to breach their conditions or return to custody by 2018 compared to those individuals whose HD order was associated with a non-violent or administrative offence.

Who receives ROHD?

The proportion of males compared to females serving ROHD orders in South Australia between 2014-2018 generally 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). The index offences profiles for females serving ROHD were more likely to involve fraud related offences compared to males who were more likely to have violent or public order and property related offences compared to females.

Aboriginal people were overrepresented in ROHD relative to the proportion of the general population they make up, but lower than the proportion of Aboriginal individuals involved in the justice system more broadly. Aboriginal prisoners were also significantly younger upon their release to ROHD than non-Aboriginal prisoners, and more likely to have received an ROHD order for index offences related to theft or violence. On the other hand, non-Aboriginal prisoners were more likely to receive ROHD for drug related offences.

The general profile of prisoners who receive ROHD has changed over the time period that was analysed. Three important trends stood out when looking at unique cohorts of prisoners sentenced to ROHD between 2014 and 2018. The first was that overall, the risk profile of individuals subject to ROHD over time has decreased. Prisoners serving ROHD since June 2016 were characterised by lower risk assessment scores compared to those serving ROHD prior to 2016. Second, the maximum length of ROHD sentences has increased since 2016, commensurate with legislative changes that removed maximum ROHD sentence lengths in 2016. Importantly, in our previous analysis (Cale & Burton, 2018), and in the current analysis, the length of ROHD sentence was significantly associated (at the bivariate level) with the likelihood of breaching ROHD; in effect, the longer an individual is under supervision, the higher the likelihood they will breach their conditions. This leads to the third important finding; even though the length of ROHD sentences has significantly increased over time, there are no increases in the proportion of individuals breaching conditions of ROHD over the same time. This provides some evidence that increased lengths of ROHD sentences and associated contact with support services is not resulting in a criminal justice net-widening effect; the increase in supervision/contact has not resulted in an increase of people breaching conditions.

Who breaches ROHD orders, and who returns to custody post ROHD?

This of course then raises the question of what are the key factors associated with non-compliance of ROHD orders, be it breaches of conditions or reoffending? Net of all factors

considered in these analyses, having less than high school education in addition to a higher risk assessment scores were both significant predictors of breaches of ROHD and for those who breached, the average amount of time from ROHD sentence commencement to breach was just over three months. 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 ROHD orders.

However, in terms of returning to custody following the completion of ROHD, a slightly different profile emerged. In terms of returns to custody for new offences, net of all other factors considered in the analyses, being younger, having an administrative/driving index offence associated with the prior ROHD order, in addition to having breached that order, and having multiple prior sentences are the key variables associated with returns to custody (risk assessment score marginally predicted returns to custody when considering these other variables). 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 ROHD. 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) and non-compliance with prior orders are more robust predictors of reoffending.

Importantly, the results provide evidence that individuals who received support services in the form of HISSP packages since their initial introduction in 2016 were significantly less likely to return to custody following the completion of ROHD compared to individuals who did not receive the same level of support services.

3.2 Court Ordered Home Detention

Sample characteristics: Court Ordered Home Detention

Table 6 below provides bivariate descriptions of the all prisoners who were sentenced to COHD from September 2016⁵ to, and ending before, October 2018 stratified by gender (n=312). Most of the sample were male (79.1% male, 20.9% female). The average age of the entire sample at the time they were sentenced to COHD was 37.6 (sd=10.1) years, and there were no differences in age between males and females. Ten per cent of the sample was Aboriginal, and significantly more females who received COHD were of Aboriginal background (17.2%) compared to males (8.1%) who received COHD. Information on level of education and employment prior to the most recent custody episode were not available for these analyses.

⁵ The first recorded COHD order appeared in the data in September 2016.

Table 6: Demographic, criminal justice, and sentence characteristics of prisoners sentenced to COHD between September 2016 and October 2018 by gender

	Total sample (n=312) %/x(sd)	Males (n=247) %/x(sd)	Females (n=65) %/x(sd)	$\chi^2(df), \phi /$ $t(df), \text{Cohen's } d$
Demographics				
Age at release to COHD ^a	37.6 (10.1)	37.7 (9.9)	37.2 (11.0)	<i>n.s</i>
Aboriginal ^b	10.0%	8.1%	17.2%	$\chi^2(1)=4.63^*$, 0.12
Index offence (COHD)^c				
Administrative/driving	37.5%	38.5%	33.8%	<i>n.s</i>
Theft	8.0%	6.1%	15.4%	$\chi^2(1)=6.05^*$, .14
Public order/property	6.4%	6.9%	4.6%	<i>n.s</i>
Fraud	3.8%	1.6%	12.3%	$\chi^2(1)=15.90^{***}$, 0.23
Violent	3.2%	3.6%	1.5%	<i>n.s</i>
Drug	2.2%	2.8%	0.0%	<i>n.s</i>
Risk ratings, COHD breaches, and RTC				
RoR Score ^d	9.9 (4.1)	9.9 (4.2)	9.7 (3.9)	<i>n.s</i>
Breached COHD conditions	12.8%	13.8%	9.2%	<i>n.s</i>
Avg. time to breach of HD (days) ^e	132.2 (101.1)	123.6 (79.6)	180.7 (185.9)	<i>n.s</i>
RTC (re-offence) by October 2018	11.9%	10.5%	16.9%	<i>n.s</i>
HD Package				
HISSP	26.9%	26.3%	29.2%	<i>n.s</i>
Sentence characteristics				
Avg. length COHD (sentenced days) ^{log}	213.1 (309.3)	209.5 (296.2)	226.8 (356.7)	<i>n.s</i>
Avg. length COHD (actual days) ^{log}	137.4 (117.3)	136.8 (118.3)	139.5 (114.1)	<i>n.s</i>

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

a. (n=257)

b. (n=310)

c. Column percentages do not add up to 100% because in some cases no charges were specified in the data.

d. (n=284)

e. (n=40)

In terms of the index offences for which individuals received COHD, over one-third (37.5%) involved administrative/driving offences, and less than 10 percent involved theft (8.0%), public order/property offences (6.4%), fraud (3.8%), violent (3.2%), or drug (2.2%) offences. Two key patterns emerged in terms of gender. First, nearly three times as many females compared to males (15.4% compared to 6.1%) received COHD for theft offences; and second, females were substantially over-represented in terms of receiving COHD for fraud related offences compared to males (12.3% compared to 1.6%). There were no differences evident between the proportions of males and females who received COHD in terms of assessed risk (based on the RoR score), sentence lengths, or breaches of COHD.

Table 7 provides a bivariate description of the all prisoners who received COHD between September 2016⁶ and October 2018 stratified by Aboriginal background. In total, 10% of prisoners who received COHD were Aboriginal. In terms of demographic characteristics, Aboriginal males were less likely to receive COHD relative to their non-Aboriginal counterparts (64.5% compared to 81.0% respectively). The index offences associated with COHD also differed between Aboriginal prisoners and non-Aboriginal prisoners; the former were nearly four times as likely to have received COHD for public order/property related offences (19.5% of Aboriginal prisoners compared to 5.0% of non-Aboriginal prisoners). Aboriginal prisoners were also scored significantly higher on average in terms of risk level (based on the RoR instrument) than non-Aboriginal individuals ($x=12.0$ $sd=3.7$ compared to $x=9.6$ $sd=4.1$). Despite these differences, there were no bivariate differences between Aboriginal prisoners and non-Aboriginal prisoners in terms of the proportions of individuals who breached COHD, or who returned to custody post COHD. Similarly, the length of COHD sentence did not differ between Aboriginal and non-Aboriginal prisoners.

Table 7: Demographic, criminal justice and sentence characteristics of prisoners sentenced to COHD between September 2016 and October 2018 by Aboriginal status

	Total sample (n=310) %/x(sd)	Non-Aboriginal (n=279) %/x(sd)	Aboriginal (n=31) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to COHD ^a	37.6 (10.2)	37.6 (10.3)	38.0 (8.9)	<i>n.s</i>
Male gender	79.4%	81.0%	64.5%	$\chi^2(1)=4.63^*$, .12
Index offence (COHD)^b				
Administrative/driving	37.4%	37.3%	38.7%	<i>n.s</i>
Theft	8.1%	7.9%	9.7%	<i>n.s</i>
Public order/property	6.5%	5.0%	19.4%	$\chi^2(1)=9.50^{**}$, .18
Fraud	3.5%	3.2%	6.5%	<i>n.s</i>
Violent	3.2%	2.5%	9.7%	$\chi^2(1)=4.59^*$, .12
Drug	2.3%	2.5%	0.0%	<i>n.s</i>
Risk ratings, COHD breaches, and RTC				
RoR Score ^c	9.9 (4.1)	9.6 (4.1)	12.0 (3.7)	$t(280)=-2.91^{**}$, .61
Breached COHD conditions	12.9%	13.3%	9.7%	<i>n.s</i>
Avg. time to breach of COHD (days) ^d	132.2 (101.1)	132.9 (104.9)	123.0 (25.4)	<i>n.s</i>
RTC (re-offence) by October 2018	11.9%	11.1%	19.4%	<i>n.s</i>
HD Package				
HISSP	26.8%	26.9%	25.8%	<i>n.s</i>
Sentence characteristics				
Avg. length COHD (sentenced days) ^{log}	213.8 (310.1)	209.8 (289.4)	249.6 (461.4)	<i>n.s</i>
Avg. length COHD (actual days) ^{log}	137.6 (117.5)	139.9 (119.9)	117.7 (92.4)	<i>n.s</i>

⁶ The first recorded COHD order appeared in the data in September 2016.

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

a. (n=252)

b. Column percentages do not add up to 100% because in some cases no charges were specified in the data.

c. (n=282)

d. (n=40)

Cox regression models measuring variables associated with breaches of COHD and returns to custody post-COHD

Appendix C table 18 shows bivariate comparisons of demographic, criminal justice and sentence characteristics of prisoners serving COHD across those who breached conditions and those who did not. In total, 40 individuals (12.8%) breached conditions of COHD. Those who had index offences associated with administrative/driving were less likely to breach conditions of COHD compared to those with other index offences. Interestingly, none of those individuals who breached COHD returned to custody in the follow-up period, but those who did breach COHD were characterised by higher risk assessment scores than those who did not ($x=13.0$, $sd=4.0$ compared to $x=9.3$ $sd=3.9$). In terms of sentence characteristics, those who breached COHD had significantly longer sentenced days on their orders than those who did not ($x=487.2$ $sd=536.9$ compared to $x=172.8$ $sd=235.7$).

Appendix C table 19 shows bivariate comparisons of demographic, criminal justice and sentence characteristics of prisoners serving COHD across those who returned to custody at some point in the follow-up period and those who did not. 37 individuals (11.9%) who received COHD returned to custody at some point following COHD during the follow-up period. Here, those individuals whose index offence was associated with administrative/driving offences were over-represented in returns to custody; of the 37 people who returned to custody, 66.2% had an index offence for administrative/driving offences, compared to approximately 33.8% of those who did not return to custody at some point over the follow-up period.

Table 8 displays an adjusted Cox Regression model of the variables associated with breaches of COHD and returns to custody post COHD at the bivariate level. In terms of breaches, the results show that net of other factors, higher risk assessment scores were associated with breaches of COHD over and above index offence type and the length of COHD sentence. For returns to custody, a logistic regression model was estimated because the dates of returns to custody were not available in the data. Here, having received COHD for an administrative/driving offence was associated with a nearly threefold increase in the odds of returning to custody following COHD [OR=2.84, 95%CI=1.13-6.15].

Table 8: Adjusted Cox/logistic regression models of variables associated with breaches of COHD and RTC between September 2016 and ending before October 2018

	PART A ^a : HD BREACH	PART B ^b : RETURN TO CUSTODY
	ADJUSTED MODEL HR (95% CI)	ADJUSTED MODEL OR (95% CI)

Index offence (COHD sentence) Administrative/driving	.70 (.31-1.60)	2.84 (1.13-6.15)***
Risk ratings RoR Score	1.19 (1.10-1.29)***	1.09 (0.99-1.21) ⁺
Sentence characteristics Length of COHD (sentenced days)	.58 (1.00-1.00)	-

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

HR=Hazard Ratio. OR=Odds Ratio.

a. n=282

b. Logistic regression

COHD and the impact of HISSP on returns to custody

Propensity Score Matching (PSM) was used to create a matched experimental (received HISSP package) and control (did not receive HISSP package) group to determine the effect of HISSP packages on returns to custody by October 2018 among offenders sentenced to COHD from September 2016 to October 2018 (n=312). Because few variables were associated with returns to custody the variables included were age, ROR score, actual sentenced days to COHD, gender, Aboriginal, HD breach, and having committed an administrative, driving, drug, theft, fraud, property, or public order offence.

One-to-one matching without replacement and with a match tolerance of .01 were used to match COHD prisoners who received a HISSP package ($n = 84$) against those who did not ($n = 228$) (Appendix C4 Table 1). The PSM model was of good fit [Hosmer and Lemeshow $\chi^2 [11] = 15.55$, $p = .16$]. Our match tolerance resulted 120 matched cases, although none were an exact match. Appendix C Table 20 indicates that the matching process reduced the group separation in propensity scores (π) by 99.4%, resulting in a non-significant difference in propensity scores between the two groups [$t(118) = -.01$, $p = .99$]. The standardised difference in the mean propensity score and all covariates was less than $d = .20$, indicating balance was achieved (Rubin, 2001). Appendix C Table 23 presents the logistic regression models adjusting for all matching covariates in the pre and post matching samples. A successful balance appears to be achieved, as indicated by reduction in the Cox and Snell R^2 statistic from the pre to post match.

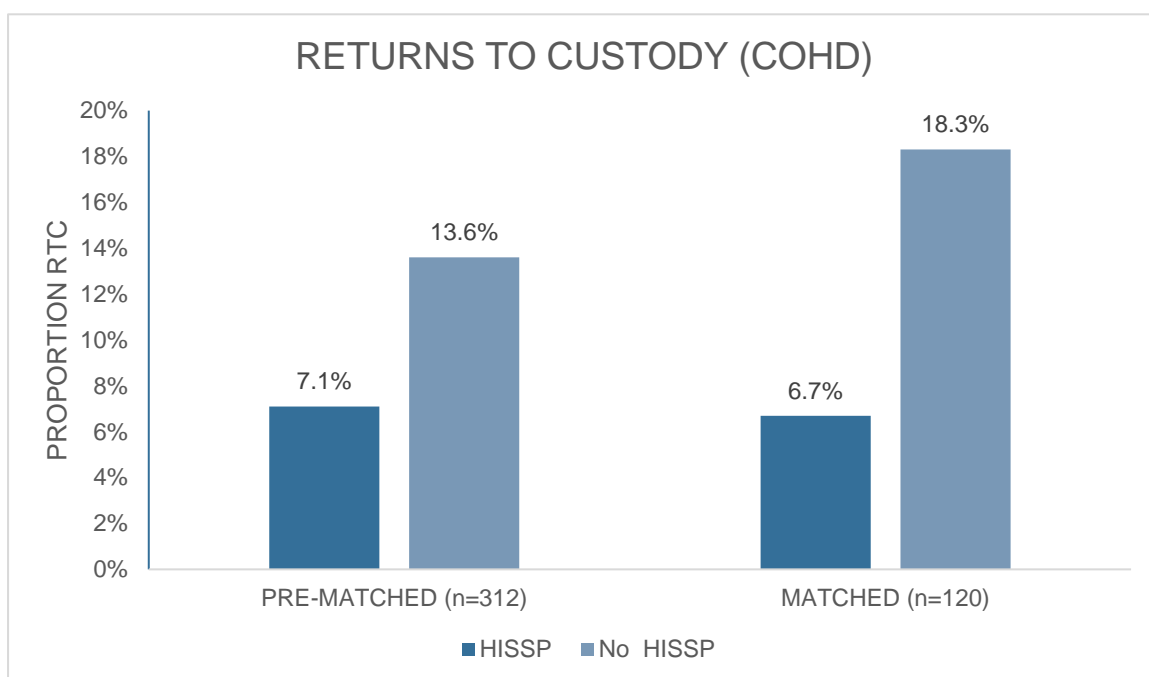


Figure 8: Matched proportions of prisoners serving COHD who returned to custody by October 2018 according to whether they received a HISSP package

In the pre-matched model, there were no significant differences in returns to custody between those who received a HISSP package and those who did not. However, after matching on key demographic and offending variables, the percentage of prisoners returning to custody was marginally significantly lower amongst those who received a HISSP package (6.7%) compared to those who did not (18.3%) [$\chi^2(1)=3.73^+$, $\phi=0.18$]. (Figure 8).

Summary: Court ordered home detention

The findings from the current analyses provide a statistical profile of a cohort of 312 prisoners who received COHD between September 2016 and October 2018. Just over one-third of prisoners received COHD for administrative/driving offences. Approximately just over 10 percent of individuals breached the conditions of COHD and a similar proportion returned to custody following COHD.

Who receives COHD?

The proportion of males compared to females serving COHD orders in South Australia between 2016-2018 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 individuals were overrepresented in COHD (i.e., ~10%) relative to the proportion of the general population they make up, but lower than the proportion of Aboriginal individuals involved in the justice system more broadly. There were approximately twice as many female Aboriginal prisoners serving COHD compared to Aboriginal male prisoners, and females were more likely to be receive

COHD for index offences related to theft and fraud compared to males. There were no observed differences in the proportions of females and males who returned to custody following COHD. Similarly, there were no differences between Aboriginal and non-Aboriginal prisoners and non-Aboriginal prisoners in terms of the relative proportion of those who returned to custody. This was despite the fact that, on average, Aboriginal prisoners on COHD received higher risk assessment scores compared to non-Aboriginal prisoners. Furthermore, Aboriginal prisoners were more likely to have received COHD for public order/property and violent index offences compared to non-Aboriginal prisoners. Importantly, differences in index offences for which individuals receive COHD according to demographic characteristics and level of risk may, to some extent, reflect judicial discretion in sentencing. In effect, this may reflect different decisions across magistrates who are balancing competing sentencing principles related to rehabilitation and retribution, among others, however it was not possible to investigate whether this was in fact the case in the current context.

Who breaches COHD orders, and who returns to custody post-COHD?

The results suggested that risk score was the most robustly associated variable with the likelihood of breaching COHD. The same relationship was not evident to the same extent for returns to custody following COHD. Here, receiving COHD for an administrative/driving offence was the most robust predictor of returns to custody following COHD. One explanation for this pattern may be that for those individuals serving COHD for driving offences (e.g., drink driving), conditions and restrictions of COHD, for example, the use of interlock devices in motor vehicles, go some way in preventing repetition of the offences for which an individual received COHD (e.g., drink driving). Therefore, one hypothesis is that when the term of COHD is complete and such restrictions are lifted, the likelihood of re-engaging in the original index offence (e.g., drink driving) increases in the absence of the restrictions imposed through COHD orders. Nonetheless, this should be viewed strictly as an hypothesis because it was not possible to test this hypothesis in the current analyses. Finally, while a far smaller proportion of individuals serving COHD who received a HISSP package returned to custody compared to those serving COHD who did not receive these supports, this relationship was statistically marginal.

Comparing ROHD and COHD

Next, comparisons were conducted between prisoners serving ROHD (n=373) and COHD (n=312) in terms of demographic, criminal justice, sentence, and HD characteristics. These samples were both drawn from September 2016 forward to allow for equivalent comparisons in terms of follow-up periods; September 2016 was the month of the first appearance of COHD in the data. Table 9 shows that no differences were evident between these two groups in terms of any demographic characteristics. However, a distinct index offence profile distinguished between prisoners serving ROHD compared to those serving COHD. First, nearly twice the proportion of prisoners serving COHD (37.5%) had an administrative/driving related index offence compared to prisoners with ROHD (22.9%). However, for the remaining index offence types, prisoners serving ROHD were overrepresented in comparison to prisoners serving COHD in terms of: drug related index

offences (26.3% compared to 2.2%); theft related index offences (16.8% compared to 8.0%); fraud related index offences (12.2% compared to 3.8%); and, violent related index offences (11.0% compared to 3.2%).

Given these differences, it is not surprising then that the average risk assessment score was significantly higher among prisoners serving ROHD compared to those serving COHD ($x=10.9$, $sd=5.1$ compared to $x=9.9$, $sd=4.1$). Prisoners serving ROHD were also significantly more likely to breach conditions of their order compared to prisoners serving COHD (19.4% compared to 12.8%). COHD orders were significantly longer than ROHD orders, and the average length of time actually spent on HD was slightly less for those serving ROHD. Despite these differences there were no differences in the likelihood of returning to custody during the follow-up period between those who were serving ROHD and those serving COHD.

Table 9: Demographic, criminal justice, sentence and HD related characteristics of prisoners from September 2016 to, and ending before, October 2018 by ROHD or COHD status

	Total sample ($n=685$) %/x(sd)	COHD ($n=312$) %/x(sd)	ROHD ($n=373$) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to HD ^a	37.5 (10.4)	37.4 (10.3)	37.6 (10.4)	<i>n.s</i>
Male gender	79.1%	79.2%	79.0%	<i>n.s</i>
Aboriginal ^b	8.2%	10.0%	6.6%	<i>n.s</i>
Index offence (HD)^c				
Administrative/driving	29.5%	37.5%	22.9%	$\chi^2(1)=17.5^{***}$, 0.16
Drug	15.4%	2.2%	26.3%	$\chi^2(1)=75.9^{***}$, 0.33
Theft	12.8%	8.0%	16.8%	$\chi^2(1)=11.7^{***}$, 0.13
Fraud	8.4%	3.8%	12.2%	$\chi^2(1)=15.5^{**}$, 0.15
Public order/property	8.1%	6.4%	9.6%	<i>n.s</i>
Violent	7.4%	3.2%	11.0%	$\chi^2(1)=14.7^{***}$, 0.15
Risk ratings, HD breaches, and RTC				
RoR Score ^d	10.3 (4.6)	9.9 (4.1)	10.9 (5.1)	$t(451.6)=2.5^{***}$, 0.22
Breached HD conditions	16.4%	12.8%	19.4%	$\chi^2(1)=5.4^*$, 0.09
Avg. time to breach of HD (days) ^e , log	107.6 (94.1)	132.2 (101.1)	94.2 (87.8)	$t(111)=2.2^*$, 0.42
RTC (re-offence) by October 2018	10.9%	11.9%	10.1%	<i>n.s</i>
Sentence characteristics				
Avg. length HD Sentence ^{log} (sentenced days)	176.1 (239.8)	213.1 (309.3)	145.5 (154.7)	$t(682.7)=-4.7^{***}$, 0.36
Avg. length HD Sentence ^{log} (actual days)	133.5 (128.3)	137.4 (117.3)	130.2 (136.9)	$t(682.0)=-3.3^{**}$, 0.25

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

a. (n=633)

b. (n=645)

c. Column percentages not add up to 100% because in some cases no charges were specified in the data.

d. (n=520)

e. (n=113)

Does HD reduce the likelihood of returning to custody compared to a prison sentence?

ROHD. Propensity Score Matching matches participants from different groups based on theoretically and empirically relevant covariates (Lane et al, 2012), and was used to create a matched experimental (Released Ordered Home Detention; ROHD) and control (Prison discharged) group to determine the effect ROHD on returns to custody by October 2018. The analysis included prisoners who, based on their criminal history, were eligible for ROHD, were sentenced by June 2016 and discharged before June 2018, and had a valid ROR score. This led to a total sample of 728 prisoners.

This PSM procedure was based on demographic and criminal justice related covariates associated with returns to custody in both the ROHD and PD samples. These variables were Aboriginal status, gender, age, expected sentence days, repeat offender indicator, ROR score, and charged for a violent, theft, fraud, administrative/driving, or property/public order related index offence. These covariates were used in the estimation of propensity scores using SPSS v.25 (IBM, 2018). Propensity score quality was examined via the Hosmer and Lemeshow test, which indicated a good model fit [$\chi^2(8) = 5.48$, $p = .71$].

One-to-one matching without replacement and with a match tolerance of .01 were used to match prisoners in ROHD ($n = 274$) or prison ($n = 454$). No exact matches were found, although 140 pairs were matched according to the match tolerance specified. Balance in this new data set was first determined by examining the absolute standardised mean differences (d) in the propensity scores and covariates between the two matched groups. Appendix C5 Table 1 indicates that matching reduced the group separation in propensity scores (π) by 99.9%, and this difference was now statistically non-significant [$t(278) = -.02$, $p = .99$]. Furthermore, the standardised difference in the mean propensity score and covariates between the two groups was less than $d = .20$, suggesting balance was achieved (Rubin, 2001).

The logistic regression models adjusted for all matching covariates in the pre and post matched sample are presented in Appendix C table 24. Although most covariates significantly differentiated ROHD and PD prisoners in the pre-matched sample, no such significant difference was observed in the matched sample. The reduction in the Cox and Snell r^2 statistic from pre to post match also shows that the matched model explains a substantially lower proportion of the variance, indicating that balance has been achieved.

Figure 9 below shows that when comparing matched samples of prisoners who served ROHD to those released from prison (PD), the results indicate that only 20.0% of the matched ROHD sample returned to custody over the follow-up period compared to 34.3% of the PD sample. These findings provide evidence that the likelihood of returning to custody is less among prisoners sentenced to ROHD compared to matched counterparts not sentenced to ROHD who served prison terms [$\chi^2(1) = 7.22^{**}$, $\phi=0.16$].

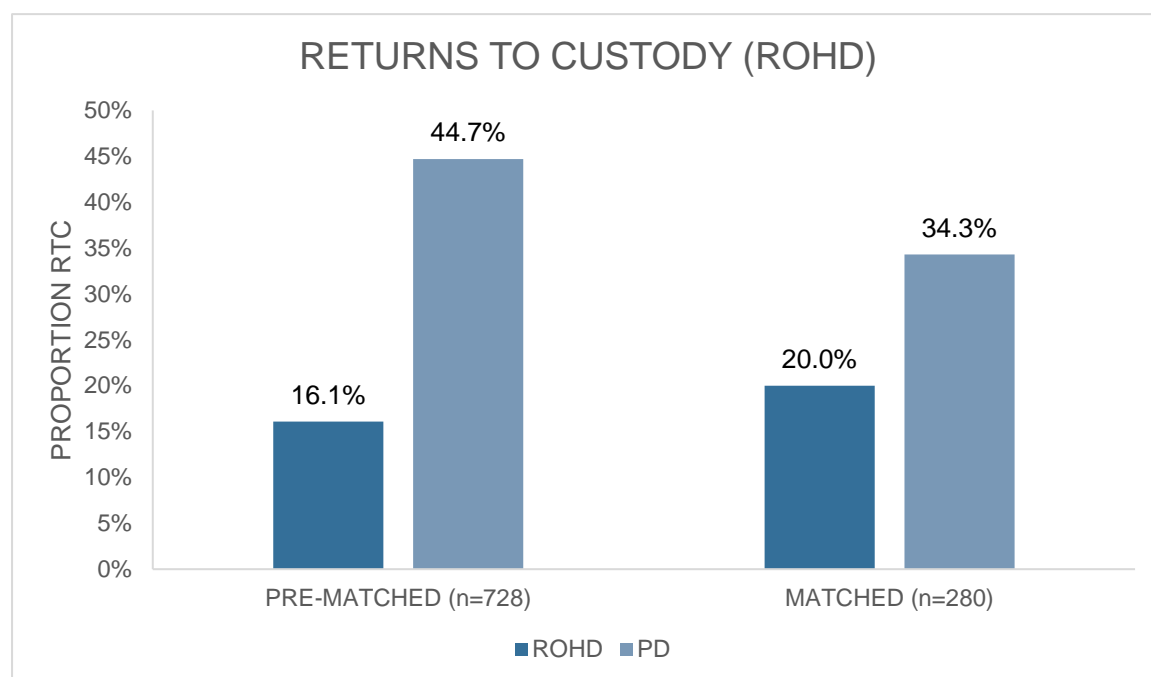


Figure 9: Matched proportions of prisoners serving ROHD with those released from prison who returned to custody by October 2018

COHD. Next, the same analytic strategy was applied to investigate whether COHD reduced the likelihood of returning to custody compared to a prison sentence. Propensity Score Matching (PSM) was used to create a matched experimental (COHD) and control (Prison discharge) group to determine the effect of COHD on returns to Custody by October 2018. The sample was limited to offenders with no history of homicide or sexual assault who were discharged to HD or prison from September 2016, ending by October 2018 (N=5791). PSM was based on the following covariates: age, gender, Aboriginal status, ROR score, expected sentence days, and convicted of theft, drug, fraud, public order/property, violent, or administrative/driving offence.

One-to-one matching without replacement and with a match tolerance of .01 were used to match prisoners sentenced to COHD (n = 312) or prison (n = 5479). However, Hosmer and Lemeshow statistics indicate that the model was of poor fit [$\chi^2(8) = 67.94$, $p < .001$]. This was attributable to unequal sample weights due to the comparatively few violent and public order/property convictions amongst the COHD group. Therefore, those convicted of a violent or public order/property offence were removed, leading to a new sample size of 1588 (COHD = 287; PD = 1301). Note that this removal has inadvertently led to the PD sample to be of lower risk. The subsequent Hosmer and Lemeshow statistic indicated that the

exclusion of those convicted of a violent and/or public order/property led to a good model fit ($\chi^2(8)=11.53$, $p=.17$).

No exact matches were found, although 112 cases were matched according to the match tolerance specified. Balance for the matched sample was first determined by examining the absolute standardised mean differences (d) in the propensity scores and covariates between the two matched groups. Appendix C6 Table 1 indicates that matching reduced the group separation in propensity scores (π) by more than 99.9%, and this difference was no longer statistically significant ($t(110)=-.01$, $p = .99$). The standardised difference in the mean propensity score and all covariates was less than $d = .20$, indicating balance was achieved (Rubin, 2001).

Appendix C Table 25 presents the logistic regression models adjusting for all matching covariates in the pre and post matching samples. In the pre-match sample, those in the COHD group were significantly less likely to be male, aboriginal, and convicted for fraud, theft, drug, or administrative/driving offence. The COHD group were also more likely to have lower ROR scores and expected sentence lengths. No significant differences were present in the matched sample. The reduction in the Cox and Snell R^2 statistic from pre to post match indicates that successful balance had also been achieved. Figure 10 indicates that in the pre-matched sample the PD group was significantly more likely to return to custody than the COHD group. However, after matching on key covariates, no significant difference emerged.

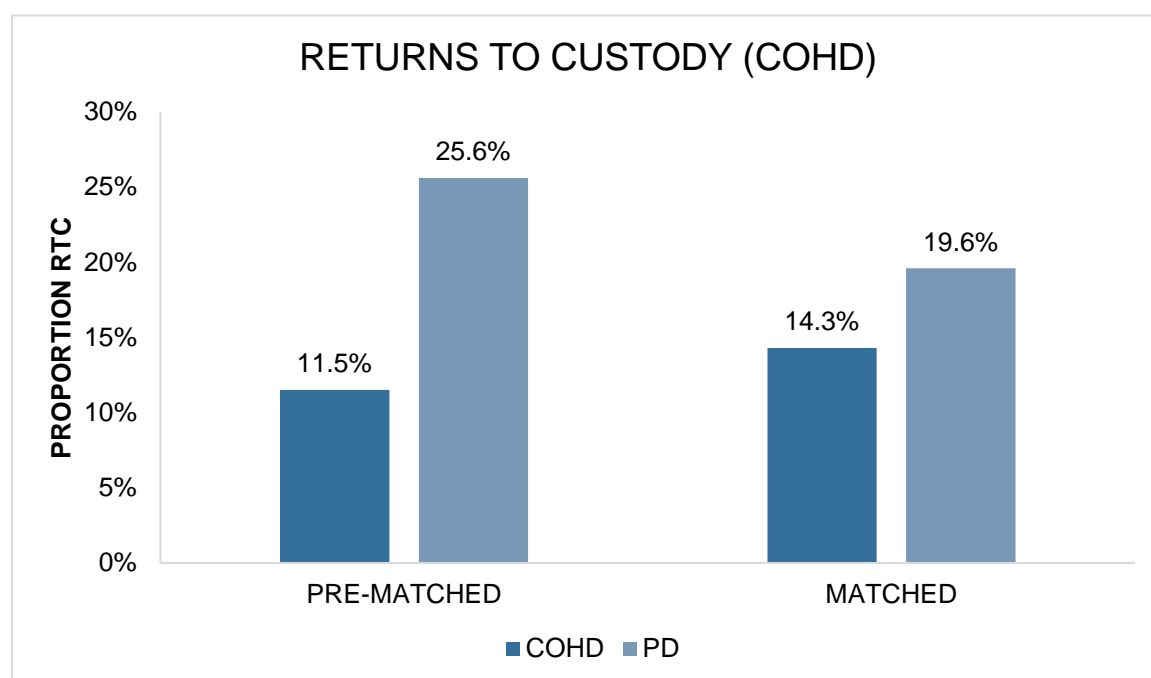


Figure 10: Matched proportions of prisoners serving COHD with those released from prison who returned to custody by October 2018

Summary. In order to investigate whether receiving a home detention order resulted in a lower likelihood of custody than receiving a term of incarceration, propensity score

matching was used in the current analyses. Given that prisoners serving HD sentences are, on average, rated as lower risk to reoffend than prisoners who are incarcerated (and so too are prisoners serving COHD relative to ROHD), the matching procedure results in the selection of lower than average risk of reoffending individuals from the prisoner discharges sample, and those who can be considered higher than the average risk of reoffending from the respective home detention samples. This analysis is feasible considering that there are prisoners serving terms of incarceration for offences in which a home detention order is a legislative option, and reasons they are not may include factors such as judicial discretion, or limits on resources, among others. It was not possible to investigate these factors in the current study. Nonetheless, to the extent that the propensity score matching procedure resulted in accurately matched prisoners serving incarceration terms and home detention orders, the results provided evidence that for those serving ROHD, the likelihood of returning to custody compared to their matched incarcerated counterparts was significantly lower among the latter. These results were not observed in the context of COHD, but as described above, it is important to consider that those serving COHD are typically assessed as significantly lower risk to reoffend than those serving ROHD or who are incarcerated. Furthermore, while there were no significant differences in the proportions of prisoners serving COHD and matched counterparts serving terms of incarceration, less than one fifth of the matched sample returned to custody within two years.

4 Qualitative interviews with prisoners and key stakeholders

This section presents the findings from interviews conducted with prisoners on HD, as well as 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.

A total of 17 men serving HD orders participated in qualitative interviews between 22-24 May, 2018. An additional interview was scheduled during the week however the potential participant was returned to custody during this period and so was unavailable.

A total of 12 representatives from organisations and agencies affected by the changes to HD also participated in interviews. These took place during the week of 3-7 July, 2017.

Participant agencies included DCS, SAPOL, two non-government organisations implementing the support program, and a member of the SA justice system. As stated earlier, the stakeholder interviews were conducted when HISSP was being implemented under interim arrangements. At the end of 2017, a lead non-government organisation entered into a service agreement to deliver a slightly modified HISSP program. Changes to the service model include more varied levels of support. Changes were made to the program to better meet the needs of offenders.

4.1 About interview participants

Prisoners

The 17 prisoners interviewed were all male however they were a heterogeneous cohort. The participants ranged in age from 24-63 years. More than half of the participants (n=9) were receiving income through various forms of Social Security Benefits⁷: Seven were receiving the Newstart allowance; 1 was accessing a carers pension and another a disability pension (one participant was in a wheelchair resulting from an acquired brain injury). Just under half of the cohort were engaged in paid employment (4 in full time employment; 1 in part time employment; 2 casual employment; and 1 self-employed).

The majority of the participants (n=9) were living with their parents and/or siblings while serving HD. A couple of participants reported that they had moved back to their parents' house and relinquished their own accommodation in preparation for a possible gaol sentence:

I was single. I was living on my own, but I moved in with my parents because at the time my lawyer told me that I could be going to gaol, so I didn't want to have my house sitting there for like seven months, or eight months or so, thereabouts. So, I

⁷ Social Security Benefits may be paid to a person on home detention however to be eligible a person must satisfy an activity test that may require job searching, community service, study or voluntary work.

rented it out and moved in with my parents in case I was going to be incarcerated. Not normally, but at the moment I am living with my parents, yeah, until my home detention, or thereabouts is over.

Another 3 reported that they were living alone in private accommodation; 2 were living in a hostel; 1 living with their partner; 1 in share accommodation; and another unknown.

Most of the cohort had been in custody before. Of the 8 participants that provided this information, 1 had no prior convictions; 3 had been in prison once before; 1 in prison twice before; and 3 had been in prison 3 or more times prior to serving HD. This high rate of repeat offending amongst the interview cohort is not surprising as it is reported in the 10by20 Strategy (Government of South Australia, 2017) that over 75% of the current prison population had been in prison at least once before.

The time spent in prison for the current sentence was available for 10 participants and this ranged from 6 days to 4.5 years. For those on ROHD, the average time served in custody prior to going on their HD order was 12 months.

Finally, of the 9 participants that provided information on their HD order, 5 were on COHD and 4 on ROHD. The amount of time that participants had been on HD varied from 2 to 31 months.

Stakeholders

A non-random sample of 12 representatives from a variety of stakeholder organisations participated in interviews.

4.2 Views about HD

Prisoner views about HD

During interviews prisoners were asked to comment on the things that they liked and disliked about HD. The most commonly reported positive aspect of HD (as opposed to being in prison) was being able to see family. Another positive, identified by around a third of participants, was the increased independence and autonomy that HD facilitated, compared to being in prison. This included being able to cook what you liked, when you liked, being able to freely communicate via telephone and social media, and just to be in one's own home and bed.

Several interviewees noted that HD was a helpful transition from prison back into the community as it was gradual and allowed for a period of readjustment. For some who were working, being on HD meant they saved some money, and for one it was seen as a '[financial] jump start':

It's a good thing for people who utilise it the way that it's there for. It's made me be able to – when I came out of prison, I was in there for like four and a half years, I didn't realise, I was affected by it, in different ways that's it's very hard to explain. But

it took me three to four months just to sort of start to normalise. So, I've now got a kick start on my life. Like I'm 49, I need to get my job back in order, I need to get my life back in order, and it's given me a jump start on it, so rather than waiting until I would have been released a year later, I've now got a jump start on all that, like I've managed to get myself a job, and I'm not having to start all over again. I'm starting all over again, but I'm doing it earlier than I would have been.

Another benefit of HD over prison for some participants was that it meant that they did not have to associate with other offenders and could avoid potential violence and other hazards of prison. One interviewee noted that it allowed him to return to work, while for another it was a more dignified way of serving time than going to prison. One interviewee noted that he preferred HD because of the family support he could access, even though he believed that he had more freedom in prison, and two interviewees noted that there was less access to illicit drugs on HD, which was of benefit to them.

The negative aspects of HD that interviewees identified centred around their inability to leave the approved residence. Four prisoners commented that the 'worst' thing about HD was their inability to go for a walk, jog or train outdoors. One participant reported that as a result he had put on a significant amount of weight while on HD. As one interviewee noted:

Interviewer: So, is that something that perhaps is worse on HD than in prison?

Respondent: Yes. Yes, for sure. Yes. I mean after work [in the prison] - well I was working out on a farm so it was physical all day but then we'd go out and kick the footy around out the back. We'd play cricket or play table tennis or just - do you know what I mean? There was always something to do physically. Even if you're not training - I mean there was also weights and that there, but I mean I didn't get into that stuff. But yes, there was always scope to exercise, even just walk. You could do laps. So, I think that's the thing I miss the most is just being able to go for a walk.

A few others commented on the loneliness and increased social isolation they experienced on HD (5 interviewees identified this as a concern). Two interviewees concluded that they would prefer to be back in prison, one because he was less lonely there than he was on HD, and the other because prison gave him more structure and access to support than HD. As one interviewee explained:

It's just not all that it's cracked up to be anyway, Home Detention. If I had the choice, and I didn't have [responsibilities], I would stay inside. Because I'm a prisoner in my own home anyway. Whereas I could be a prisoner and get looked after and fed and clothed and washed and everything, otherwise be a prisoner in my own home and have to do it all myself.

An interviewee who was on Newstart allowance, explained why being on HD made it harder for him to secure employment:

With all these Home D conditions it's so difficult for me to get a job. Employers don't really want to put up with conditions, you know? Because if an employer wants you to

work back late... you can't just ring your Home D officer and say, "Look, I need to work late." Because you're on a recorded message and it takes 48 hours to extend your pass. So, there's been a bit of difficulty. Because I'm trying to get a job as well. A lot of the restrictions do hamper your chance of getting employment.

Two interviewees noted that it cost them more to be on HD than in prison, for example, having to pay to enrol in mandatory courses, when these were offered free of charge in prison, or other costs associated with meeting their HD conditions.

I've got to buy all my own food. I've got to wash my own clothes. I have to pay out of my pocket to come here for corrections, so there's two buses a day there, that has to come out of my pocket. I don't get no reimbursement from the government for that.

Stakeholder views about HD

Stakeholders 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 (HISSP). HD was seen as being beneficial for both the prisoner 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 prisoners or ex-prisoners 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 prisoners' needs, however, isolation was a recurrent concern among both DCS and NGO case managers. Some stakeholders were concerned about the wellbeing of prisoners who live in regional areas. For others, the transition from prison to HD for prisoners who will reside alone following release from custody was also seen as particularly challenging. As outlined by many participants, prisoners 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 prisoners were engaged with HISSP service providers who were able to connect clients with organisations and help establish connections in the community. Some of the data collected from prisoners supports this view. This was achieved through securing and retaining employment or participating in 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 prisoner and some protection 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 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 prisoners will tell me is [that] if they've got something to do they're less likely to do something wrong. (Stakeholder, NGO)

HD was credited with enabling continuity for employment for some prisoners, 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 the prisoner and their family (not including prisoners 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 disturbed about the fact that someone they love so deeply has ended up in prison. So HISSP 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 prisoners to be open to receiving support and assistance and helped minimise the bravado necessary for prisoner 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 with 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)

4.3 Conditions for HD

Prisoner views about HD conditions

Not all participants shared the number and type of conditions of their HD orders during the interviews, however of those who did share this information, the numbers ranged from 10-35 specified conditions. Many of the conditions cited by participants were similar and included:

- the requirement to stay at home and to only leave in approved circumstances such as for paid employment; to attend a medical appointment; to attend a support service or training program;
- restrictions regarding where and when shopping could occur;
- a requirement to attend specific courses through the HISSP program (such as drug and alcohol treatment services; gambling support service; substance management program);
- a requirement to undertake community service if not engaged in paid employment.
- a requirement to attend counselling sessions;
- a requirement to have an approved leave pass to leave the home for standard reasons (e.g. work) or exceptional circumstances (e.g. funeral of family member).

When asked, a number of participants were critical of some conditions. This included the leave pass requirement. Some participants described the challenges of not being able to attend important family events whilst on HD – although most also recognised that attendance would not be possible if they were in prison. These events included the planned caesarean birth of a child; and the baptism of a family member at a church. Another criticism was the requirement to undertake courses, some of which were repeating what prisoners had already done while in custody. It is suggested here that much of the criticism centred around prisoners' unrealistic expectations of HD conditions. As one participant commented:

I think what HD needs to do is actually... pull people aside and let them know of the conditions... well let them know what they're getting themselves into before they get out. So I think that's a big problem. What they're applying for. Because to tell you the truth, I think that [pre-release centre] probably would have been a better place for me for three months than just three months in HD. Because a long term on HD, I think, it's... you're going to end up getting depressed and... because you really do feel shut out from everyone. And if you do invite your old friends around, well you're just going to be back in gaol in no time at all. So the length of time yeah, I'm finding... like getting towards the end of mine now, 11 weeks to go, I've done about 14 weeks, I'm finishing, I'm over it. I'm over the conditions, I'm over the rules, but I'm not going

to muck up, don't worry about that, but... I can see why people do muck up. Because after so many weeks it's like, yeah. It's just like Groundhog Day, you wake up and do the same thing all over. You can't go here, you can't go there. Shopping passes are ridiculous... I can't believe how I'm only allowed to go to one shopping centre. So, I got to go do all my shopping at [x location], because it's the closest one down the road, but there's no Aldi shopping centre there. I'm on Newstart, I'm on a restricted allowance, I'm struggling to make ends meet each week, and they won't even let me go to a cheaper shopping centre.

Stakeholder views about HD conditions and compliance issues

Prisoners 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 prisoners 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 prisoners on HD, there were examples of breaching. Breaching was described as an infrequent occurrence, with prisoners more likely to breach after support services provided through HISSP have concluded.

I think HISSP 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 prisoners.

A number of stakeholders stated that the prisoners 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 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 prisoner sobriety:

I had a female prisoner who said it 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).

4.4 Views about HISSP

Prisoner views

More than half the participants said that they had participated in a drug and alcohol course through HISSP, and a few interviewees said they had participated in other courses including Safer Relationships and/or financial counselling, gambling counselling, and general support and advice. Interviewees also received assistance from HISSP in the following ways:

- Transport to attend courses
- Help with finding housing
- Food parcels
- Enrolling to vote and identification
- Court support (including family court support)
- Support with Centrelink
- Dentist appointments

There were mixed views about HISSP amongst interviewees, with around a third of interviewees very satisfied with the service, another third somewhat satisfied and a third somewhat or very dissatisfied. Two interviewees said that the service was not relevant to them, either because they were already receiving sufficient support elsewhere or because the courses being offered were not relevant to their needs. As one interviewee noted:

Some lady comes out, and I guess we just have conversations. I've got 18 hours I have to complete in three months with her. And then also I've done drug and alcohol counselling before, and I haven't had a problem with drugs for a while now. But I'm still having to engage with the drug and alcohol counselling over the phone. He's a nice guy and that, but there's nothing he can tell me that I don't already know... apart from meeting my criteria with my rules and regulations, what I've got is, I don't see any benefit. She's a nice lady, don't get me wrong. But I guess it's just not for me. Knowing that all supports and programs I've previously done.

Another three participants said the service had been unhelpful to them either because there had been no follow-up after an initial visit from a representative from the service agency or because they had not delivered the support type promised, particularly with access to training and employment.

One interviewee said that HISSP caseworkers seemed overworked and the service was inefficient, while another commented that the support provided was too broad and not sufficiently tailored to meet individual needs. Two interviewees who completed the drug and alcohol course said that it was not relevant to them as it was focussed on amphetamines, which neither of them used, while another interviewee said that the course was the same as the one he had completed while in prison. Two interviewees said that while they benefited somewhat from the service, they wanted the service to assist them with finding employment.

Some participants however reported that the HISSP program had been helpful. As noted by one participant:

My [HISSP] caseworker, she was a lovely lady. She was so helpful with so much. Just little things, like my fines. She rang them up and said, "No, he's already paying this much, he's not paying more than that." And she put my mind at ease a lot with a lot of things. She put [an] application in for housing for me, and stuff like that. And she was very understanding. She said, "Are you home? I can be there in half an hour." And I said, "Yeah, I'm home, but now is not the right time." Then she would leave it until it's a good time, and stuff like that.

Several interviewees said they benefited from the drug and alcohol counselling. One participant reported that the 12 week drug and alcohol course had help him stop using drugs and alcohol and that attending the group had also helped improve his social skills. Another participant believed that his last three urine tests would not have been clear if he had not completed the program.

Other interviewees said they benefited from the individual drug and alcohol, gambling and general counselling. As one participant noted:

The support has been very helpful. Just the support, I reckon. Main thing, I think, someone to relate to your situation in a trained or experienced way that they do, you know what I mean? That would probably be the big benefit, understanding, them helping me understand the pressures and what happens, and how to deal with it. It's been helpful, I think, the main thing.

One interviewee said the financial counselling offered through the HISSP service agency was helpful and other interviewees expressed similar sentiments about how they benefited from the general counselling and support they received from the HISSP caseworkers.

I think it was just good having someone that you could talk to, when [the caseworker] came over you didn't feel like with Corrections because I was stuck at home I was thinking, "Well, at least someone is going to come over. I can be honest with them. She knows my offence, I can tell her and we can talk. I found it really good in that way where you felt like, "Here is a person who understands the situation and is a bit more willing to listen and help as compared to Corrections where it's just like, "Sign in, sign here, you can't do this, you can't do that".

Some interviewees appreciated the practical support they received from HISSP caseworkers for example help navigating Centrelink, and completing an application for social housing:

The best experience is when she spoke up and helped me out at Centrelink. That was the best experience I had. I was pretty much green when I got there, I didn't know what was going on, what I should say to them, what I shouldn't say to them at Centrelink. I had to have an interview at Centrelink as well, and she came with me, and she explained quite a few things about home detention to the lady at Centrelink, which helped out quite a bit.

During the interviews, a number of participants suggested ways that the HISSP program could be enhanced. One participant wanted more intensive support and more frequent appointments because this helped to get him 'out of the house'.

Two interviewees said there needed to be more information and support from HISSP service agencies at pre-release, especially as the prison staff had very little information about HD - what to expect around reporting and what's provided. They also said there needed to be more help with the transition from prison, as one interviewee noted:

Interviewer: Do you think they could be helpful pre-release, or is it more post-release transition?

Respondent: I think both. Like when I came out of gaol, I didn't realise I had all these, I was almost – not institutionalised, but I tell you what, a few more years and I might have been on that level. So, I didn't realise that I'd been affected by it [being imprisoned] until I got out the door. Because I always tried to fight it and say: "This place ain't going to change me". Well, you know what, it bloody did. It snuck in underneath and got me. But I'm bouncing out of it. So I don't know, I thought that going through the [work release], I thought it was bullshit, because I thought they're just wasting my time, three months. But you know what, bloody getting out of gaol for those few days of the week that we were doing that, it actually made a big difference. I didn't realise it at the time, but looking back at it, it did, it helped me transition back into society, outside life, yeah.

One interviewee said that some people on HD may need longer than the three months of support⁸:

Respondent: Like I said, you know, there might be – some people it depends, because they probably need a bit more than three months with their assistance, you know what I mean? With me, it was alright, three months, but I know that some other guys, they might need more than three months help from [HISSP providers]. Because [the service agency] told me that they only allocated three months for each person that comes out of prison. I think a lot more people need a lot more than just three months.

Interviewer: What kinds of things do they need help with that's longer than three months?

Respondent: Well, just talk to – see, with me, it's different, because I've got my Mum always home. But some guys that haven't got that companion at home to talk to all the time, and having [a HISSP provider], at least they can ring them and speak to them and get things off their chest. Just have a chat with a different person, it's just different, it's good for you. Especially someone that's supporting you, not always looking at the negatives, it's a big help.

One interviewee identified the need for increased community awareness about HD to reduce stigma and also more public information about how the community can support people on HD, for example with employment. Another said there needed to be more HISSP workers so as to deliver a more hands on service: "You can't have one person dealing with 50, 60 people, else nothing ever gets done".

Stakeholder views

Generally HISSP was highly regarded by stakeholders interviewed:

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 HISSP 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 HISSP as being central to a rehabilitative approach to criminal justice that focuses on reintegrating those leaving custody into the community:

⁸ Extended support can be offered to prisoners who require help beyond three months. This was not available under interim program arrangements.

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).

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).

4.5 HISSP service delivery model

Stakeholder views

The interviews were conducted while the program was being implemented under an interim arrangement. Under the new operations, in addition to the support packages, prisoners 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 prisoners to IHISSP. Under the new arrangements, all prisoners on HD are referred to HISSP service provider for an intake assessment. During this assessment, service provider staff will determine what level of support is required. It is the role of the service provider to assist the prisoner in accessing the required programs. This is done by either referral to a third party service provider or in-house provision of the service. HISSP 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 prisoners. However, this was often described in the context of those accessing HISSP on ROHD.

Look I personally don't think that this program's good for long-term prisoners... 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 prisoners 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 x one hour sessions or 3 x 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-house (Stakeholder, NGO).

Accommodation following release from prison was described as a crucial part of the support provided through 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, 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 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 HISSP now for accommodation. That was a major issue too. A lot of people might have been suitable [for ROHD] but didn't have accommodation and we just couldn't release them onto the street on Home D (Stakeholder, DCS).

As part of its service provision, the HISSP agency is able to offer interim accommodation to prisoners going onto HD orders. The ability to place prisoners into suitable accommodation was a greatly valued benefit.

The data indicates that the services provided through HISSP make transition out of custody smoother for prisoners. 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 HISSP is able to provide the necessary supports to ease transitional anxieties for people returning to the community. However, future qualitative research with prisoners on HISSP will better indicate prisoner assessments of the transitional support provided through the program.

Stakeholder relationships and collaboration

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 implementing the program during the interim phase operated well:

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 HISSP service agencies 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 HISSP agencies 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 HISSP service agencies 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 HISSP accommodation and had just been released with little to no notice so [the HISSP agency] 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 [the HISSP agency] was 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 prisoner's charge information from DCS, rather than from the client. At the time of interviews, this information was not provided on the HISSP referral form, but in some cases (such as DV or drug charges), HISSP caseworkers 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 HISSP providers outlining what programs prisoners had completed through HISSP:

We let them know what [programs] we think [prisoners] 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).

Prisoners on HD receiving support services receive case management from their allocated HISSP caseworker and from a DCS caseworker. A few stakeholders commented that there is little collaboration between DCS and HISSP caseworkers with each having clear responsibilities. Generally DCS caseworkers are responsible for monitoring compliance. As stated by one stakeholder:

[DCS] 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).

HISSP caseworkers, on the other hand, provide supportive services. This delineation in roles enables HISSP caseworkers to build rapport without compromising the trust they've established with prisoners. This separation enables DCS to retain the authoritative role while HISSP 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. 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.

4.6 Impact on family members

As noted above, more than half of the participants lived with other family members at the time of the interview. These participants reported mixed findings about the impact of HD on family members.

The positive impacts identified by interviewees centred around the help they were able to provide including housekeeping and meal preparation. As one interviewee noted:

Interviewer: How has your being on HD been for your [family member]?

Respondent: Oh, she [family member] loves it, she's got a live-in maid. Yeah, I mean, I come out of prison, I'm trained, I wash the dishes, I clean up after myself, and it's like I can now cook and - so she thinks it's great, she just kicks back and loves it. So, it's been really good for her. But I don't mind doing it either, because it shows my appreciation, she did a lot for me while I was in prison.

In one case, the participant commented that his family is happy that he is contributing to paying household bills, while another participant is caring for his sibling with a disability

whilst subject to HD. A couple of participants said that undertaking HD in the family home has helped by keeping their parents company.

In some cases, the interviewees moved back into the family home or relocated to live with siblings to serve their HD, and this sometimes put a strain on family relationships. As one interviewee noted:

My father doesn't get much time to himself. There's a lot of things that he really, really appreciates me being on HD because he knows there will be someone there and that it's not just him that has to clean and stuff like that. It's probably more had a negative impact on him than a positive impact, but he would still prefer that rather than me being in prison. Yeah, and he's always saying, 'Tell Home D this or you should be doing this and that and that'. And I'm like, 'No, I'm doing what I'm doing. I'll be out of your hair as soon as I can.'

Four other participants identified only negative family impacts. One spoke about how difficult HD was for him compared to prison where he said he had more freedom of movement and that his mood swings have taken a toll on his family. For others, it has been the extra burden on family members to do their shopping and pick up things outside of the home, as one interviewee explained:

Basically, she [family member] had to put up, might as well say, like me doing Home D was making her do it as well, and because I used to boss her around a fair bit. If I wanted something from the shop or something I would have to demand her to go to the shop and get it for me. I had to rely on her with everything really. That's where as soon as I got put over to [a new DCS caseworker] I chatted to her and was like, 'I can't keep demanding my sister to go and do this for me. I can't go demand her to do that for me.'

One participant reported that him being on HD has been difficult for his children as he is unable to take them out. He notes that:

So they do allow me to go pick my kids up from the [location] and stuff like that, which is good of them. But they might give me a pass to take them to the park or something like that. We've started running out of things to do. We do arts and crafts and puzzles and stuff like that. It is becoming a bit of a strain and my eldest daughter, she's starting to say she's bored when she comes over and stuff like that. It's difficult, because it's really hard.

5 Economic analysis

The substantial costs associated with incarceration are well established and continue to increase with growth in the prison populations. The national net operating expenditure for corrective services is reported at \$3.4 billion for 2013-14, funding an average 32,683 people per day, an 8.6 per cent increase from 2012-13 (Productivity Commission, 2015). Added to the corrections cost are the related high other criminal justice, emergency services and welfare costs associated with people with complex support needs who cycle in and out of prison (Baldry et al 2012; McCausland et al 2013). The Productivity Commission (2015) has reported on the importance of program interventions aimed to reduce the risk of re-offending, given the relatively high proportion of individuals in prison who have previously been incarcerated.

The cost and growth in corrective services are particularly acute in SA which experienced one of the fastest growth rates in prisoner population in Australia, an increase of 67% over the 12 years from 2004 to 2016.⁹ In response to this trend the SA Government has commenced a range of initiatives through the established Correctional Services strategic plan with emphasis on alternatives to custodial offender management, rehabilitation and a focus on outcomes.¹⁰ These initiatives implicitly aim to reduce pressure on the State's custodial facilities and potential need for further high cost investment in expansion or development of new prisons and the associated ongoing recurrent maintenance and running costs of new facilities.

5.1 Program development

The economic evaluation study period focuses on program costs for two complete financial years 2016-17 and 2017-18. This timeframe overlaps with development in the HD programs and the implementation of the extended ROHD legislation and introduction of COHD in September 2016, Figure 11. ROHD has been provided in SA since 1993 but this evaluation examines HD orders from June 2014 to the end of the study period in June 2018. During this timeframe the demand for the established ROHD orders has remained consistently strong with around 1,100 cumulative program entries during this four-year period (dark blue solid line). Over the same period the number of completed orders is similarly stable reflecting the throughput of typical HD sentences of several months (dark blue dashed line). Combined the ROHD entry and completed orders indicate a concurrent number of detainees of between 150 to 170 in a given month (blue dotted line).

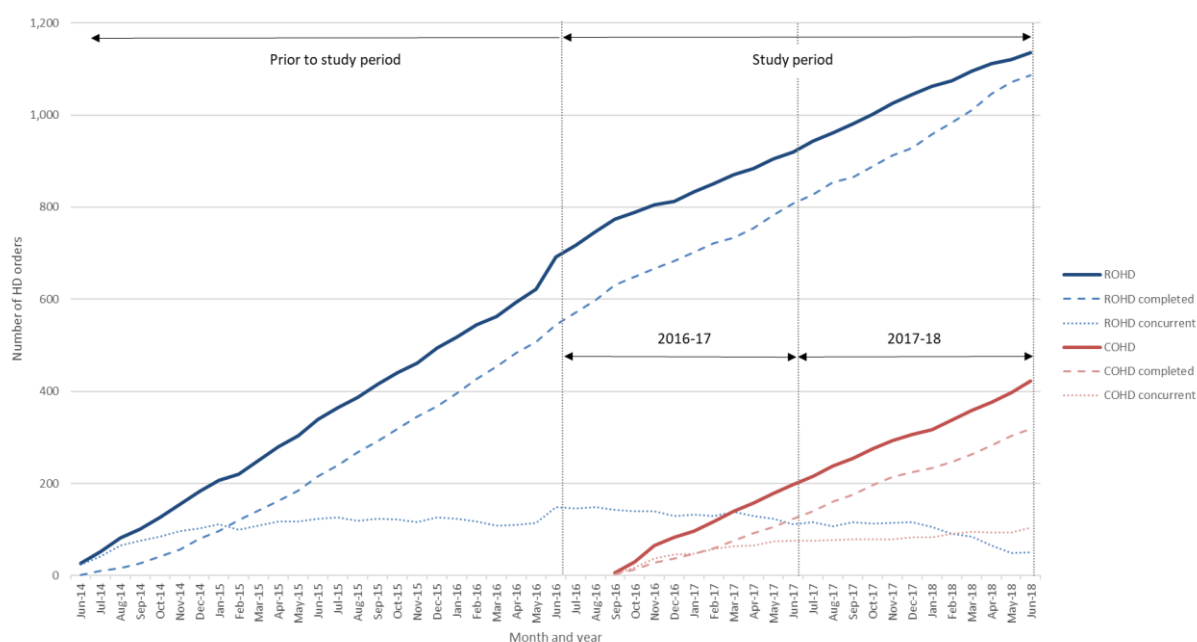
The COHD orders commenced in September 2016 and have similarly shown sustained growth and program demand. As for ROHD the COHD program development is shown as cumulative entries (solid red line), cumulative completed orders (dashed red line) and the net concurrent number of orders derived from entries per month less completions per month (red

⁹ Reducing reoffending 10 % by 2020, Strategic Policy Panel Report, Department of Corrective Services, Government of South Australia, 2016.

¹⁰ Department of Correctional Services strategic plan 2018-2022, South Australian Government

dotted line). COHD has shown continued growth with around 100 concurrent orders as at July 2018 and an upward trend established.

Figure 11: HD program development by type of order



Source: SACS offender data

The HD program is not directly capped through capacity of staffing or equipment and the supply of monitoring devices could be further scaled up as needed. The current level of about 250 detainees at any point in time is a net balance and there are routinely multiple orders of variable duration continually cycling in and out within each year. The trend in concurrent levels of detainees demonstrates sustained high demand and utilisation for the HD program during the evaluation period.

At the time of the evaluation the COHD sentenced component of the HD program is the only such front-end option in Australia. Note there is minor variation to figures reported in the quantitative sections of the report due to timeframe cut-off and the quantitative figures focusing on completed orders. Program development during the study period achieved high levels and increasing positive results with 84% in 2017-18, up from 80% in 2016-17 of a target 85% of successfully completed home detention orders.¹¹

5.2 Program cost

Program budget funding was announced by the SA Government in 2016/17 and 2017/18, allocated over forward years to 2020/21, to implement supervision and management of

¹¹ South Australia Department of Correctional Services, 2016-17 and 2017-18 Annual Reports

offenders subject to the new court-ordered home detention and continue to expand the use of the Department for Correctional Services' sentenced HD program, Table 10.

Table 10: Home detention budget allocation 2016/17 and 2017/18 (\$million)

[Table redacted]

HD funding is part of the broader Community Based Services program which also includes bail supervision, intensive bail supervision, parole and probation services, community services and the preparation of court reports.^{12,13}

Program staffing and HD operational costs

In line with the program cost data sources and approach presented in the methodology, State wide home detention program costs have been prepared based on Report on Government Services (RoGS) operating figures combined with estimated Electronic Monitoring (EM) and related Intensive Compliance Unit (ICU) costs for the program population, Table 11. Based on these figures the total HD program cost for the two-year study period was \$7.7 million.

Program staffing is a core cost component as HD detainees are case managed by a Community Corrections Officer and DCS is responsible for supervising offenders in the community. To cross validate program costs the initial phase of the economic analysis examined HD related units across community corrections based on HD staffing and FTE positions provided by DCS Finance Directorate. The HD proportions were applied to each unit budget variance report to derive the total cost of HD for the study period. This alternative costing approach produced figures consistent with the RoGs based method. The final HD program costs present the RoGS allocation approach to support consistency and comparability with published Corrective Services cost reporting.

During the initial phase of the study period from mid-2016 to November 2017 HISSP was delivered by two non-government organisations (OARS and Anglicare) under an interim agreement which were reassessed and recontracted from November 2017 through OARS Community Transitions. The cost of these support services was reviewed from payment and invoice summaries and are provided in aggregate in the program cost figures. The total cost of IHISSP and HISSP services was \$780,667 for the two-year study period. This gives a total HD program cost of \$8.5 million indexed to 2017/18 dollars.

Table 11: SA DCS State-wide home detention program costs 2016-17 and 2017-18

[Table redacted]

¹² https://www.treasury.sa.gov.au/_data/assets/pdf_file/0010/36847/2016-17_agency_statement_volume_1.pdf
Ref: Page 151

¹³ https://www.treasury.sa.gov.au/_data/assets/pdf_file/0009/38637/2017-18_agency_statements-volume_1.pdf
Ref: Page 161

Average cost per HD detainee

Cost data are aggregate across both HD order types with a total program cost for the two-year study period of \$8.5 million. The number of ROHD cases during the study timeframe was 459, based on orders that commenced within the two financial years with 423 COHD orders. This gives a total number of HD orders for the study period of 882 and an estimated average cost of \$10,334 per detainee.

The average cost figures are based on aggregate costs across both HD order types and are presented as indicative figures which mask inherent variation in the type, duration and support service mix of detainees. The average cost per detainee corresponds to an average HD sentence for ROHD of 4.8 months and 5.9 months for COHD, Table 12.

Table 12: Average HD cost based on months in program

HD order type	Study period HD orders	% total orders	Average HD months	SD HD months	Total HD months	Proportion of total cost	Average based on HD months
ROHD	459	52.0%	4.8	4.3	2,203	3,983,062	8,678
COHD	423	48.0%	5.9	3.5	2,496	4,511,859	10,666
Total HD	882	100.0%			4,699	8,494,920	

Source: SADCs Finance Directorate, SADCs offender data, SD=standard deviation

Based on the total number of HD months during the study period of 4,699 this represents an average HD cost of \$1,808 per month. Although HD sentences are generally around 6 months this annualises to around \$21,694 in the case of a full year in HD, which represents less than 22% of the annual cost of prison in South Australia at \$99,207.¹⁴

The total program cost of \$8.5 million is within budget based on 2 years of HD operation of \$10.4 million over 2016/17 and 2017/18.

Custodial cost offsets from HD

The cost effectiveness analysis focused on comparison of total program costs and HD activity during the study period, (centre segment, Figure 12). Before examining the detailed breakdown, this figure provides overarching perspective of the scale and proportion of HD cost components.

The left segment (blue bar) is not shown as a directly comparative figure as it includes several years of prison sentences for some individuals in the HD study group. The figure is not used in any comparative calculations of custodial time avoided but indicates the scale of total cost of prison sentences for the study group prior to their ROHD order, \$158.4 million.¹⁵ This simply provides high level perspective of the HD program cost of \$8.5 million over the two-year study period (green bar). These two elements are shown as positive cost figures above the zero baseline.

The comparative custodial cost offsets for the ROHD study group are based exclusively on commencement of a HD order during the study period, calculated from expected release date and HD commencement date that reduced the number of days in prison, shown as negative costs below the zero baseline. For the ROHD group this represents a cost offset of \$18.2 million over the two years.¹⁶ The fact that a core element of custodial cost offset is directly measurable is a particularly positive observation of the HD outcomes. This is not typical of community-based offender support programs that generally require assessment through custodial baselines compared to follow up of returns to custody. Previous studies

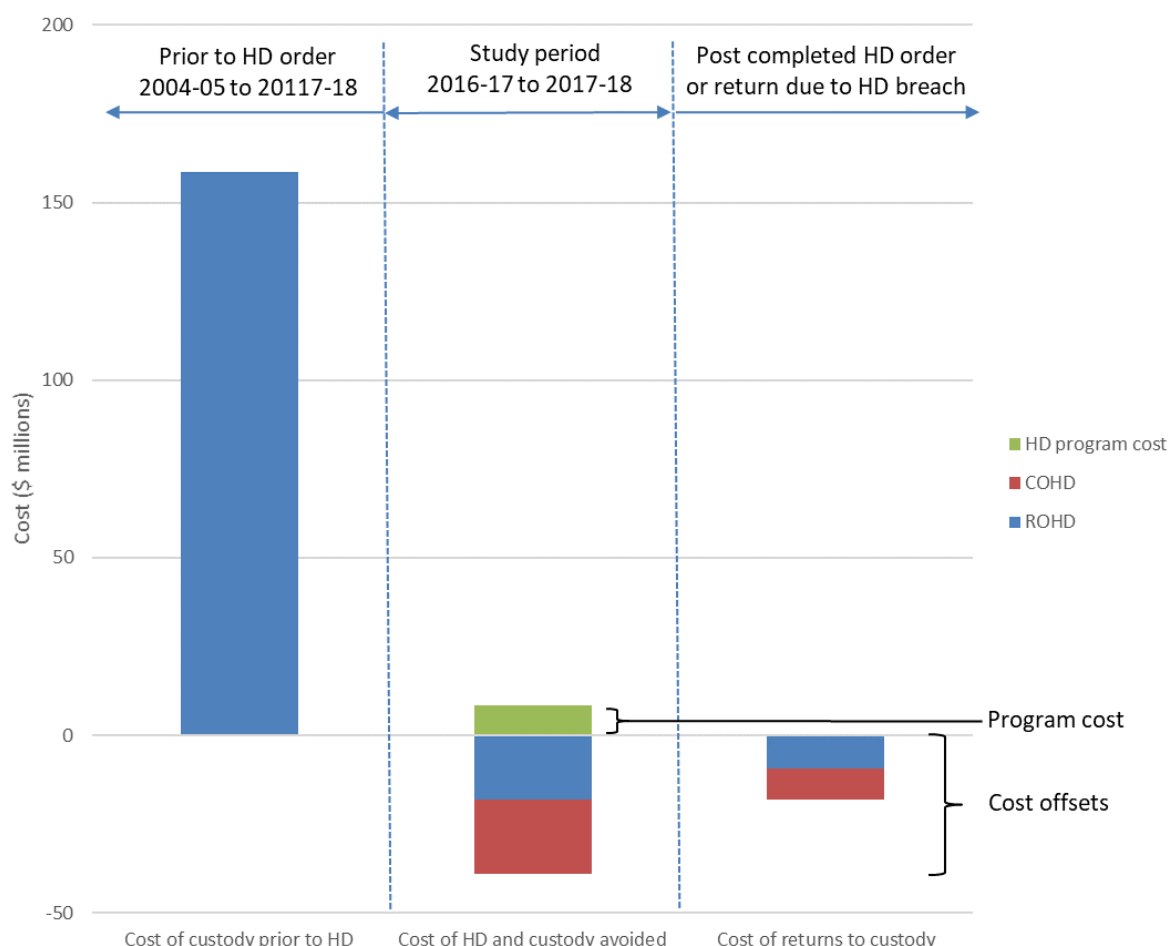
¹⁴ Productivity Commission, Report on Government Services, Corrective Services, part C Chapter 8, Table 8A.17. National average \$214.94/day, with capital costs 286.10/day in 2016-17, annualised and indexed at CPI of 1.6% to 2017-18 dollars.

¹⁵ Based on prior prison sentences for the ROHD group, at an average of 1.4 years (n=1,113, SD=1.374), a total of 1,597 prison years representing a total cost of \$158.4 million.

¹⁶ Based on HD days within study period, at an average of 4.8 months (n=459, SD=4.3 months, total of 183.6 years of custody avoided representing \$18.2 million.

have shown that community-based support programs for released prisoners such as the Extended Throughcare program in ACT reduce recidivism, but custodial offsets are based on prior history and reflect inherent uncertainty in potential future returns to custody and related severity and sentence of offences.¹⁷

Figure 12: Home detention cost and custodial cost offsets



Source: SADCS offender data, DCS Finance Directorate

COHD represents clear prison time avoided with the full HD sentence an avoided custodial term. As discussed in the quantitative analysis the data source for these orders was different to ROHD and some variation existed in data content, but similar calculations were made to derive the custodial cost offsets. This represents COHD cost offset of \$20.6 million (red bar).¹⁸

This provides the core base figures for the estimated program cost effectiveness as all values are based directly on measurable costs and prison days avoided. Combined the HD

¹⁷ Griffiths A, Zmudzki F, Bates S (2017). Evaluation of ACT Extended Throughcare Program: Final Report (SPRC Report 02/17). Sydney: Social Policy Research Centre, UNSW Australia.

¹⁸ Based on HD days within study period, at an average of 5.9 months (n=423, SD=3.5 months, total of 208.0 years of custody avoided representing \$20.6 million).

program cost of \$8.5 million is generating cost offsets through prison time avoided of \$38.8 million.

Custodial cost offsets from reduced returns to custody

In addition to the base case prison time avoided within the study period the HD program is also generating further cost offsets following completion of orders through reduced RTC. As presented in the quantitative analysis of the propensity score matched comparison group 20.0% of ROHD detainees returned to prison compared to 34.3% of the prison discharge group representing a reduced RTC rate of 14.3%. These estimated RTC figures reflect characteristic uncertainty in future detainee pathways and while based on the initial study timeframe outcomes represent plausible offsets subject to validation through longitudinal follow-up. The figures shown in Figure 12 (right hand segment) are presented as indicative further offsets based on reduced RTC of an average sentence from prior to HD of 1.4 years. The custodial data included a flag to indicate RTC but does not include further details of each sentence. Based on these preliminary estimates HD is generating a further \$18.0 million in cost offsets through reduced RTC episodes.

Combined the HD program cost of \$8.5 million is generating \$38.8 million of direct prison offsets with high confidence, plus a further estimated future offset beyond the study timeframe, with no identified additional correctional services cost, of \$18.0 million. Although there is uncertainty around the additional offset estimate this suggests a combined custodial cost offset in the order of \$56.8 million. It is exceptional that government programs deliver this level of cost effectiveness where the total program cost is generating multiples in offsets of over 4 times within the study timeframe and nearly 7 times if the future reductions in RTC are considered. Although this section specifically covers the monetary costs and benefits it is important to note that the program is also supporting a wide range of outcomes as discussed throughout the qualitative sections of this report, that are not able to be quantified.

5.3 Program outcomes and benefits

As described throughout previous sections of this report, the HD program is supporting a wide range of positive outcomes for detainees with the overarching aims of improving community integration, social and health outcomes and reducing reoffending rates. The Program benefits may extend into the medium and longer-term with interrelated positive outcomes such as increased ability to obtain and sustain appropriate housing and reduced risk of homelessness, management of drug and alcohol abuse, improved community and workforce participation, improved education and job skill training, improved and sustained physical and mental health, as well as improved outcomes for families and children of offenders.

There are also positive outcomes such as the relative contribution of using innovative technology such as electronic monitoring, the benefits that may result from tailored individualised case management and related potential turning points that may support improved lifetime pathway trajectories with life changing long term outcomes. Although HD detainees are without exception lower risk offenders than those committing violent crimes

there are potential rehabilitation points for this group, particularly COHD who may be first time offenders and avoid being exposed to the prison environment.

Research indicates that prison sentences frequently are associated with loss of housing and jobs, increased indebtedness through workforce and social dislocation and often results in prisoners being worse off than when they were incarcerated with around a half being homeless and many being in unstable or unsuitable housing and over 75% being unemployed.¹⁹

In this context the assessment of HD program costs presented in the previous section establish the up-front program establishment and recurrent ongoing program costs, but only examine a subgroup of program benefits that can be measured in monetary terms. The program benefits by comparison are often diffused, difficult to quantify and may result after substantial time lags beyond the study timeframe. Assessment of these types of benefits require data linkage over extended post-program periods with secondary data sources such as healthcare, community programs, accommodation and justice systems.

The program aims to develop more structured days for offenders, so in cases of no employment detainees develop plans to undertake education or they may do community service. Separate benefits may stem from the complexities for women in HD in their daily activity including family responsibilities. And further indirect benefits may result from reduced pressure on prison overcrowding and helping facilitate sufficient space and suitable environment for undertaking rehabilitation programs.

5.4 Program cost effectiveness

In line with discussion in previous sections the assessment of HD program cost effectiveness has been undertaken in context of a well-established growth trend in the South Australian prison population and the associated high cost of the additional prison demand, as well as the potential need for substantial new investment for ongoing expansion or development of a new facility. The initiatives of the government in response to this growth trend are also now well established with the extended and new forms of HD in place for almost two years of the evaluation timeframe.

As part of proactive strategy and planning work by the DCS in 2015 detailed assessment was undertaken examining projected further prison demand growth in South Australia and the potential points that would require new prison capacity, as well as the potential impact diversionary strategies could contribute to support improved outcomes as well as relieve custodial demand pressure and avoid, or delay, the need for development of new infrastructure. This work included assessment of detailed planning and business case development and underlined the key role that non-custodial interventions could play in alleviating prison capacity pressure through alternatives to custodial sentencing, diversionary

¹⁹ Baldry, E. Russell, S. The Booming Industry continued: Australian Prisons A 2017 update,

options for first time offenders from entering the prison system and reducing recidivism through community-based programs to support rehabilitation.²⁰

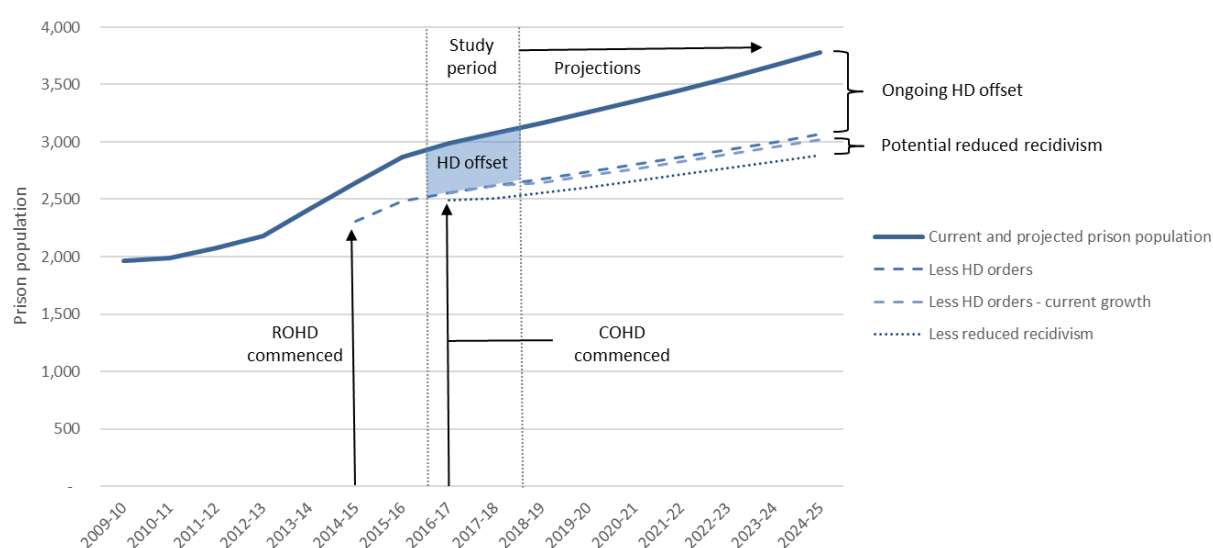
In this overarching context the home detention program represents a significant component in DCS planning strategies in place during the study period. The program cost effectiveness work undertaken for this evaluation has validated core cost offsets, although this finding is not surprising given the diversion from high cost prison custody to substantially lower cost monitored home settings. The broader perspective relates to how the forward trend in prison demand will continue going forward, and the actual impact of reduced recidivism by individuals placed on HD orders, compared to those on custodial prison sentences. The current evaluation study period of 2016-17 to 2017-18 was undertaken as an initial assessment, with expected limitations in post HD follow up timeframe.

The evaluation specification noted potential for an extended two-year study period which would facilitate further longitudinal validation of preliminary findings presented in this report. It is envisaged that as further post HD data become available this would provide details of specific RTC episodes, sentence details, and comparative outcomes based on HD detainee prior custodial history. This could potentially support assessment of the scale of outcomes, for example individuals who may have committed more serious crimes in the past or with a history in repeat offending may face RTC for a relatively minor technical breach or minor offence. The current data flag RTC but masks the potential fact that for particular individuals RTC may have resulted after a longer stable period out of custody than previously and for a significantly less serious offence, which in context represents an improved outcome.

Based on reported and projected growth in the prison population, results of the current economic analysis are presented in the broader ongoing perspective of DCS strategy and policy initiatives, Figure 13. This provides the wider view of SA prison population growth prior to the current study period combined with projected ongoing growth, and the contribution HD is making to reducing overall prison demand. Based on the core HD custodial cost offsets presented in previous sections HD is reducing demand for custodial sentences of around 440 prison beds per year during the study timeframe across ROHD and COHD (blue shaded area). As this offset is directly driven by the number of HD orders and associated sentence durations, this offset projects forward with confidence.

²⁰ Ernst and young, Future Corrections Infrastructure, Full Business Case, South Australian Department of Correctional Services, April 2015. Confidential.

Figure 13: Current and projected SA prison population



Source: SADCS offender data, SADCS projected prison bed demand

The figure also presents additional elements of ongoing HD program effectiveness and related cost effectiveness. Firstly, there has been growth in the number of HD orders during the evaluation period, in line with development of the new HD options. It is not clear whether further scaling up of HD is feasible, with signs that COHD orders have been increasing in line with a corresponding reduction in ROHD. However, further growth in HD order numbers represents a potential additional contribution, represented by the small gap between HD orders (dark blue dashed line) and HD orders current growth (light blue dashed line). This is not part of the current cost effectiveness figures but is shown as a placeholder in the case of further HD expansion.

The potentially more substantial contribution is reduced recidivism that may be associated with diversionary non-custodial alternatives (blue dotted line). In line with analysis described in the quantitative offender data analysis the matched comparative sample indicate a significant reduction in RTC for the HD study group compared with prison release rates for similar risk profiles. These preliminary results are promising but subject to further validation to confirm post HD time to RTC, sentence details and offence severity. These aspects could be investigated in detail as further post HD data become available.

Other potential HD benefits and cost offsets

Prior research has examined the lifetime pathway of prison populations, particularly groups with complex needs that have been shown can manifest across interrelated sectors for homelessness, mental and physical health, disability, criminal justice, social benefits, education and employment.²¹ This research compiled case studies of individuals that in many cases share similar complex needs, disadvantage, vulnerability and risk factors to the

²¹ Baldry, E., Dowse, L., McCausland, R. and Clarence, M. 2012 Lifecourse institutional costs of homelessness for vulnerable groups Report for FaHCSIA funded by FaHCSIA Homelessness study grant pp1-122 ISBN 978-0-9873593-1-5

HD study group. The work estimated a range of institutional life-course costs associated with cycling in and out of criminal justice across age groups, with figures ranging from \$900,000 to \$4.5 million per individual. In this longer-term pathway cost perspective, the estimated cost per HD order of around \$9,000 is potentially a marginal cost given the possibility of positively altering the lifetime pathway, at least for a proportion of HD participants. The research specifically positions the importance of key elements of the Program including establishing stable and secure housing and the value of associated wrap around support services.

Separate prior research supports the lifetime cost perspective of reducing recidivism, similarly in the context of vulnerable prison groups, including younger people and Aboriginal people.²² This research, based on Western Australian recidivism rates, add weight to the high cost implications of repeat offending, in terms of imprisonment costs, as well as indirectly through related rates of increased crime, more victims and flow-on related costs to interrelated government agencies. Based on an estimated cost of keeping a person in a SA prison of around \$100,000 per year, the estimated cost offset for each ten HD detainees who do not return to prison for just one year (average pre-HD sentence = 1.4 years) in direct costs alone is over \$1 million. It follows that if these ten prisoners do not return to custody in the longer-term, the offset savings continue to multiply. From this direct cost perspective, there are then the range of potential government and social costs across healthcare, drug and alcohol support, homelessness, employment and other often immeasurable pathway implications.

This longer term perspective is particularly relevant for intervention programs such as HD as there is no substantial upfront investment to recover over time, and pathway stabilisation may continue to generate continuing positive outcomes without further program investment. Although HD detainees are assessed as lower risk there are no doubt frequent cases where avoiding prison and receiving support services in a safe and secure environment may make a profound difference. While the forward pathway and preliminary findings on reduced HD recidivism reflect inherent uncertainty about future lifetime pathways, it is plausible that these lifetime perspectives are relevant in some cases.

These types of additional benefits could include increased participation in education and employment and other measures of quality of life for the Program participants, their families, partners and children. The forward scenarios illustrate that even under consistently conservative assumptions HD detainees in a proportion of cases may benefit from improved lifetime trajectories, which are potentially reflected in significant positive benefits and system cost offsets, extending well beyond the HD episode and potentially offsetting the cost of HD investment many times over.

²² Recidivism rates and the impact of treatment programs, Office of the Inspector of Custodial Services, Government of Western Australia, September 2014.

6 Conclusion

The evaluation project has assessed the impact that recent legislative and program changes have had on the effectiveness and efficiency of HD in SA. As evidenced throughout this report, this is a complex evaluative task that has involved multiple stakeholder groups; outcome indicators; and methodologies. The evaluation focused on three key reforms: the expanded use of ROHD, the introduction of COHD as a sentencing option, and the introduction of a support program for those subject to this sanction. The evaluation has found that these changes have had a demonstrable positive impact across multiple domains. As shown in the analysis of DCS administrative data, the return to custody rate is significantly lower for prisoners who completed their sentence on ROHD than a matched group of prisoners who served their sentence in prison. While the qualitative findings are rather mixed, all DCS staff and other stakeholders are supportive of the changes and implementation is working effectively. When asked, most prisoners listed a number of complaints about HD and these centred around their inability to leave the house without authorisation. It was clear however that many appreciated and benefited from their ability to maintain employment, see their family regularly, and have the freedom to make simple choices at home (such as when and what to eat). Findings related to the HISSP program were similarly mixed. A number of prisoners reported positive experiences with the program and provider, whilst some others clearly felt let down by the service and had received little or no follow-up. Finally, the economic analysis indicates that the changes represent substantial quantifiable cost offsets for the government.

6.1 Evaluation Questions

What impacts have HD and HISSP had on participant prisoners and their families?
This evaluation question is covered in Section 4.

- Qualitative data findings indicate that HD had both positive and negative impacts on prisoners. Positive impacts included increased autonomy within the approved residence; being able to avoid possible violence in gaol; being able to save a little money; being able to regularly see family; and for those who had been in custody, HD offered a gradual transition period. In addition, some prisoners reported that they had received valuable support through the HISSP program including drug and alcohol treatment, and counselling for problems such as gambling. The negative impacts of HD for prisoners centred around their lack of freedom, with some responses suggesting that some held unrealistic expectations about HD and the strict conditions.
- Most prisoners spoke about the difficulties of maintaining employment or searching for a job whilst on HD.
- As noted previously, we were only able to recruit a family member for one prisoner on HD. This family member was not living with the prisoner subject to HD and so only spoke about the emotional burden of supporting a family member on HD.

- Data collected from prisoners reveal mixed findings in relation to the impact on families. Many participants reported that HD enabled them to contribute to their family in positive ways such as doing household tasks, contributing to bill payments, caring for a sibling with a disability, and keeping parents company. On the other hand, some prisoners reported that family members were frequently burdened with shopping and other tasks that could only be done out of the house. A few prisoners also reported that the isolation of HD impacted their emotional state and that this, in turn, caused conflict within the family.

What impacts have the legislative and operational changes to HD had on the correctional service system and community stakeholders?

This evaluation question is covered extensively throughout Section 3, 4 and 5.

What are the demographic, sentencing, and correctional history characteristics associated with positive (and negative) outcomes?

This evaluation question is addressed in the detailed presentation of analysis and findings in Section 3. Some key findings are clear:

- A prisoners' risk assessment score is the most robust indicator of breaching HD: those with a higher risk score are more likely to breach.
- The key predictors of return to custody following ROHD were: younger age, having administrative/driving index offences, the number of prior sentences, and breaches of ROHD.
- Prisoners on ROHD have significantly higher risk assessment scores than those on COHD and so prisoners from the former group are more likely to breach the conditions of their order. There is no difference in the return to custody rates between those on ROHD and COHD.
- Nearly three times as many females returned to custody following COHD than males by 2018 (18.4% versus 7.4%).
- Aboriginal prisoners on COHD are more likely to return to custody than non-Aboriginal prisoners on COHD.
- As indicated in the qualitative data, breaching whilst on HD occur infrequently and typically relates to drug and/or alcohol misuse.

How is the HISSP service delivery model being implemented?

This question is addressed in Section 4. The HISSP service delivery model changed between the period that data was collected from stakeholders and prisoners. The service provider now offers three levels support: settlement, intermediate and intensive support. An extension on support packages is available if required. Many prisoners interviewed felt that even the intensive support offered was not enough to address the complex needs of prisoners on HD.

What are the factors that promote and hinder the implementation of HD and HISSP? How can it be improved?

The evaluation identified a number of factors that promote and hinder the implementation of HD and HISSP. These include:

- The targeted identification and assessment of those eligible for HD and most likely to comply with HD conditions support program success. The fact that ROHD sentences have become significantly longer since 2016 but the breach rate has not increased indicates that this is occurring.
- The widespread support of expanding HD and effectively implementing changes amongst stakeholders.
- The evaluation data suggests that there is a disconnect between the program aim to impose a sanction that facilitates the maintenance of community connections, when the reality for many prisoners is that the intense restrictions on movement result in little community connection and feelings of social isolation.
- A number of prisoners receiving support from HISSP felt that there should be greater emphasis on helping people find employment, and less on completing courses.

What are the costs and benefits to the justice system of changes to HD and HISSP? This evaluation question is addressed in Section 5. Key findings are presented below:

- The SA Government allocated \$29.8 million over four years in 2016-17 and 2017-18 to implement supervision and management of offenders' subject to new COHD and continue to expand the use of ROHD.
- Based on RoGS operating figures combined with estimated EM and related ICU costs for the program population, the total cost of the home detention program for the two-year study period, 2016-17 and 2017-18, was \$8.5 million.
- The program supported a total of 882 HD detainees during the study period (459 ROHD and 423 COHD) providing an estimated average cost per detainee of \$9,631 across average HD sentences of around 5 to 6 months.
- The program costs are aggregate across each HD order type but indicate an average HD cost per month of around \$1,808 which annualised represents less than 22 percent of the cost of prison in SA.
- The total program cost of \$8.5 million over the two year study period is within budget of \$10.4 million over 2016/17 and 2017/18.
- The program generated substantial custodial cost offsets during the evaluation timeframe of \$38.8 million (ROHD \$18.2 million and COHD \$20.6 million). This provides a base case directly on measurable costs and prison days avoided during the study period.

- In addition to the base case prison time avoided within the study period the program is also generating further cost offsets following completion of HD orders through reduced returns to custody estimated at \$18.0 million, based on a reduced recidivism rate of 14.3 percent compared to a matched prison discharge group.
- Combined the program cost of \$8.5 million is generating \$38.8 million of direct prison offsets with high confidence, plus a further estimated future offset beyond the study timeframe of \$18.0 million, a total estimated cost offset of \$56.8 million.
- The cost offsets outlined above represent a subset of quantifiable outcomes for home detention detainees but is also potentially producing a wide range of implicit positive outcomes that are difficult to measure in monetary terms such as increased ability to obtain and sustain appropriate housing and reduced risk of homelessness, management of drug and alcohol abuse, improved community and workforce participation, improved education and job skill training, improved and sustained physical and mental health, as well as improved outcomes for families, partners and children of offenders.
- It is exceptional that government programs deliver the assessed level of cost effectiveness where the total program cost is generating multiples in custodial offsets of over four-fold within the study timeframe and almost seven-fold if the future reductions in recidivism are considered.
- HD is potentially supporting significant additional benefits such as increased participation in education and employment and other measures of quality of life for offenders, their families, partners and children.
- The economic evaluation adds to the other quantitative and qualitative components of the research project illustrating that even under conservative assumptions, HD prisoners are likely to benefit from improved lifetime trajectories, which are potentially reflected in significant positive benefits and system cost offsets. These benefits can extend well beyond the HD episode, potentially offsetting the cost of HD investment many times over.

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Appendix A: Interview schedules

Evaluation of Home Detention in SA

Interview Schedule for Offenders

Pre-Interview Requirements

- Participant Information Statement and Consent Form to participant
- Participant to sign page 4 and return to interviewer

Eligibility screen

- Are you currently subject to release-ordered or court-ordered home detention?

About participant

- Can you tell me a little about yourself now?
 - (e.g. age; family - do you stay in touch?; health status - how is your health?; income source - how do you get money?)
 - How many times have you been locked up previously?

Experience of HD

- How long have you been on HD? How much longer do you have to go?
- Did you do some time in prison first or were you sentenced to HD? Were you pleased to get onto HD?
- Can you tell me about your conditions for HD e.g. where are you residing? Who are you living with? how frequently do you have to report to a Community Corrections Centre?
- What is your relationship with your HD caseworker/supervisor like?
- What do you think of HD? Knowing what you know now, would you still have agreed to participate in HD?
- Can you describe a typical day for you on HD?
- What are the best and worst things about being on HD (in comparison to a custodial sentence)?
- Are you currently working or studying? How often do leave the house to attend work or study?
- Would you say that you still feel part of your local community?

Impact on family

- If you are living with family members or others, how do you think they are being affected by you being on HD?

Experience of HISSP

- Are you currently or have you in the past received any assistance through HISSP? If no, why did you not engage after receiving program referral? If yes, how long have you been receiving support and what prompted you to engage with the service?
- Can you tell me about how HISSP has been working for you?
- What supports and/or services have you received through HISSP?
- What have been the most useful help that you have received through HISSP?
- How well do you think these supports/services meet your needs and the needs of your family?
- What supports and services are you not getting but feel that you really need?
- Are you accessing any other services within the community that are not part of HISSP?
- In what areas of your life do you think HISSP has had the greatest impact? e.g. improved your physical or mental health, helped you gain stable housing, impacted on your drug use etc.?
- Do you think HISSP has made a difference to your experience of HD?
- Can you tell me about any particularly good or bad experience with HISSP?

Concluding comments

- If there was something that you could change about HD and/or HISSP, what would it be?
- Is there anything else you would like to say about your experiences with HD and/or HISSP?

Recruitment of family members

- As part of the evaluation we are aiming to interview some family members to ask them about how home detention has impacted on them too. Interviews with family members will take no longer than 30 minutes and will be conducted over the telephone. Do you have a family member (e.g. partner/parent/sibling) that has been impacted by your experience of home detention and might be interested in participating in a brief interview with us? (If yes, hand over info sheet that requests family members to contact researchers directly).

Table 13 Interview questions for different stakeholder groups

Stakeholder Group	Interview Questions	Themes/content explored
Family members of offenders subject to HD	<p>Are you living with someone who is currently subject to a HD order?</p> <p>How do you feel about this?</p> <p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>How is HD working for you and your family member?</p> <p>How are you and your family being affected by living with someone on HD?</p> <p>What changes have you and your family had to make so that your [partner/son/daughter/father/mother etc] could stay at home?</p> <p>What are the biggest challenges involved in living with someone on HD?</p> <p>Your partner/son/daughter/father/mother etc would have been receiving support through the HISSP program, can you tell me what you know about this program? Have you been involved in any way?</p> <p>Have you had contact with HISSP staff? How regularly? Do you feel supported by HISSP staff?</p> <p>How well do you think the program meets the needs of your family member, your family, and you?</p> <p>How has HISSP helped your family member? (e.g. drug and alcohol treatment, mental health treatment, housing assistance, financial counselling etc.)</p> <p>Does HISSP make any difference to HD?</p> <p>If there was something that you could change about HD what would it be?</p> <p>If there was something that you could change about HISSP what would it be?</p> <p>Is there anything else you would like to say about your experiences with HD and HISSP?</p>	<p>Impact of HD on family and/or co-residents; family involvement in HISSP and assessment of whether it is meeting offender and family needs; suggestions for improvements to HD and HISSP.</p>
Service Providers (OARS, Anglicare SA)	<p>What does your organisation do, and what is your role there?</p> <p>Can you describe what you do in HISSP?</p> <p>Have you worked in other similar programs? If not, have you received any training?</p> <p>What do you see as the main aims and objectives of HD and HISSP?</p> <p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>How well do the supports and services provided through HISSP meet the needs of the program clients?</p>	<p>Role in HISSP; Assessment of HISSP; Engagement strategies; characteristics of successful and unsuccessful clients; integrated service delivery; program administration; program governance;</p>

	<p>How well do the supports and services provided through HISSP meet the needs of women and Indigenous clients in particular?</p> <p>Where you do think the program has the greatest impact on clients lives? (e.g. drug and alcohol, mental health, financial help etc.)</p> <p>I understand that all offenders subject to HD are required to engage with HISSP, can you tell me if it is difficult to engage some clients and how you respond to this?</p> <p>From your experience with the program, what sorts of clients respond well to the program and what sorts of clients are the most challenging to work with?</p> <p>Who do you work with in implementing HISSP? Do you have partner agencies?</p> <p>Can you describe the relationships you have with other partners involved in implementing HISSP?</p> <p>Can you tell me about the administration (e.g. agency requirements, data collection etc) of HISSP? Do you think this works well?</p> <p>Can you describe program reporting and compliance requirements? Would you say these requirements are too much, not enough, or about right?</p> <p>Can you describe your relationship with staff at DCS overseeing program implementation? Do you ever contact staff at DCS for advice or direction? Are you confident in making decisions independent of DCS input?</p> <p>If there was something that you could change about HD and HISSP what would it be?</p> <p>Is there anything else you would like to say about your experiences with HD and HISSP?</p>	<p>suggests for program improvement</p>
<p>Magistrates and/or other court staff</p>	<p>What is your role within the court system?</p> <p>What do you know about the legislative and operational changes to HD that have been implemented in SA during the last 12 months?</p> <p>Have the legislative changes that have expanded the use of HD been communicated well to court officials and legal representatives?</p> <p>Have the legislative changes been well understood by court officials and legal representatives?</p> <p>Do you believe that you have the necessary information and resources required to respond to the changes in legislation?</p> <p>What do you see as the main aims and objectives of the changes to HD?</p> <p>How have the recent legislative changes that have allowed an expanded use of HD affected</p>	<p>Knowledge of and view of changes to HD; impact of HD on stakeholder group; suggestions for improvements;</p>

	<p>your work? Has there been any change to your work processes?</p> <p>Is there anything else that you would like to say about your experiences with HD and the changed legislation?</p>	
SA Police	<p>What is your role with the SA Police Force?</p> <p>What do you know about SA's changes to HD?</p> <p>What do you see as the main aims and objectives of these changes to HD?</p> <p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>How do you feel about the expanded use of HD and its introduction as a front-end sentencing option and bail option?</p> <p>What do you believe are the strengths and weaknesses of these changes?</p> <p>How have the changes to HD affected your role in SA Police? How have the changes affect the state police force more broadly?</p> <p>How well do you think HD meets the needs of offenders?</p> <p>How well do you think HD meets the needs of the community?</p> <p>If there was something that you could change about HD what would it be?</p> <p>Is there anything else you would like to say about your experiences with HD?</p>	<p>Knowledge and views of changes to HD; impact of HD on stakeholder group; suggestions for improvements;</p>
DCS staff (prison and community corrections)	<p>Can you describe your role within DCS?</p> <p>How has your position been affected by the legislative and operational changes made to HD?</p> <p>How do you feel about the changes to HD?</p> <p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>What do you see as the aims and objectives of these changes to HD?</p> <p>Do you think these aims and objectives are being met?</p> <p>Do you think the conditions and supervision of offenders subject to HD are adequate? Why or why not?</p> <p>Who do you think HD works well for? (offender characteristics)</p> <p>Who do you think finds HD most difficult?</p> <p>What factors do you consider when assessing the suitability of an offender for HD?</p> <p>To what extent are offenders being assessed as ineligible for HD because of their living conditions at home?</p> <p>Who do you liaise with in helping to implement the new HD program? (e.g. offenders, prison staff, HISSP service providers etc.).</p>	<p>Knowledge and views of changes to HD; impact of HD on stakeholder group; suggestions for improvements;</p>

	<p>Can you tell me about the administration (e.g. DCS requirements, data collection etc) of HD and HISSP? Do you think this works well?</p> <p>Can you describe program reporting and compliance requirements? Would you say these requirements are too much, not enough, or about right?</p> <p>Can you describe your relationship with staff at DCS overseeing program implementation? Do you ever contact other staff within DCS for advice or direction?</p> <p>How effective have the HISSP service providers been in liaising with you?</p> <p>If there was something that you could change about HD what would it be?</p> <p>Is there anything else you would like to say about your experiences with HD?</p>	
DCS Sentence Management Unit	<p>Can you describe your role within DCS?</p> <p>What role have you/are you playing in implementing the legislative and operational changes associated with HD?</p> <p>How do you feel about the changes to HD?</p> <p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>What do you see as the aims and objectives of HD and HISSP?</p> <p>Do you think these aims and objectives are being met?</p> <p>How effective have the service providers been in implementing HISSP and in meeting contractual obligations?</p> <p>Can you describe program reporting and compliance requirements? Would you say these requirements are too much, not enough, or about right?</p> <p>Can you describe your relationship with staff implementing the program, in particular caseworkers within DCS and service provider organisations.</p> <p>If there was something that you could change about HD and HISSP what would it be?</p> <p>Is there anything else you would like to say about your experiences with HD and HISSP?</p>	<p>Knowledge and views of changes to HD; impact of HD on stakeholder group; suggestions for improvements;</p>
Victim Support Groups Commissioner for Victims' Rights	<p>Can you describe your role?</p> <p>Can you tell me what you know about the recent legislative and operational changes to HD in your state?</p> <p>What do you see as the main aims and objectives of these changes to HD?</p> <p>How do you feel about the expanded use of HD and its introduction as a front-end sentencing option and bail option?</p>	<p>Knowledge and views of changes to HD; suggestions for improvement;</p>

	<p>Do you think that HD is an appropriate penalty in some cases? Which ones?</p> <p>Do you think that the current conditions and supervision of HD offenders are adequate? Why or why not?</p> <p>How do you think that HD could better meet the needs of victims of crime and the wider community?</p> <p>What changes, if any, would you like to see to HD policy, legislation and program operation?</p> <p>Do you have any suggestions for changes to HD that you think would make the community safer?</p>	
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Appendix B: Interview Coding Frameworks

Evaluation of Home Detention in South Australia Coding framework for interviews with program stakeholders			
Content	Specific Content	Code	Description of content to be captured using code.
Stakeholder	About the Stakeholder org/practitioner type	S-ABOUT	Data relating to description of stakeholder org/group
	About interview participant	S-PART	Data relating to description of interview participant including role in organisation/ industry group
	Impact of HD/HISSP changes	S-IMPACT	Data relating to the impact that changes to HD/HISSP have had on stakeholder org and/or participant's role.
	Experience	S-EXP	Data relating to experience of organisation and/or participant in HD and HISSP.
	Training/ Supervision	S-TRAIN	Data relating to training and/or supervision provided by stakeholder org for staff.
	DCS	S-DCS	Data relating to stakeholders' relationship with DCS including level of contact. Any committee work.
Home Detention	Aims	HD-AIMS	Participant's views about the aims of HD
	Beliefs about	HD-BELIEFS	Participants beliefs about HD e.g. appropriate or inappropriate penalty; community awareness and perceptions; meeting needs of offenders and community
	Clients	HD-CLIENTS	Data relating to participants beliefs about clients most/least suited to HD; who is accessing HD and who is breaching.
	Outcomes	HD-OUTCOMES	Participants views about the outcomes that can be attributed to HD and changes made to HD.
HISSP	Aims	HISSP-AIMS	Participants' views about the aims of HISSP
	Service model	HISSP-MODEL	Data relating to services and resources provided to clients accessing HISSP including referral to other organisations.
	Collaborative service provision	HISSP-PARTNER	Data relating to collaborative service provision including relationship with partner agencies
	Client characteristics & engagement	HISSP-CLIENT	Data relating to participants' views about clients most/least suited to HISSP; and the extent to which HISSP meets client needs,

			particularly needs of female and Indigenous clients. Code also includes data on engaging reluctant clients.
	Outcomes	HISSP-OUTCOMES	Participants views about the outcomes that can be attributed to HISSP.
	Program administration	HISSP-ADMIN	Data relating to administration and implementation of HISSP including reporting and compliance requirements.
	Assessment	HISSP-ASSESS	Participants assessment of HISSP and HISSP service providers.
HD/HISSP	Suggestions for change	HD/HISSP CHANGE	Data related to suggested changes to HD and/or HISSP
MISC	Miscellaneous	MISC	Any useful information not coded elsewhere

Evaluation of Home Detention in South Australia Coding framework for interviews with program stakeholders			
Content	Specific Content	Code	Description of content to be captured using code.
Offender	About the offender	O-ABOUT	Data relating to description of offender.
Experience of HD	Time	HD-TIME	How long on HD and how long to go
	How on HD	HD-HOW	Info related to if offenders were sentenced to HD or spent time in custody first and applied for HD
	Living situation	HD-HOME	Data relating to where offender is serving HD, including placement post prison
	Conditions	HD-CONDITIONS	Data relating to conditions under which offender is serving HD e.g. circumstances under which offender may leave home. This code to include all data related to supervision by Community Corrections Caseworkers & assistance provided by DCS.
	Relationship	HD-RELATIONSHIPS	Data relating to offenders relationships with DCS workers including caseworkers
	Day	HD-DAY	Data related to typical day on HD e.g. studying, working, community service?
	Beliefs/feelings about	HD-BELIEFS	Participants beliefs/feelings about HD e.g. too harsh; prefer gaol etc.
	Recommendation	HD-RECOMMEND	What participants would change about HD
	Family Impact	HD-FAMILY	Participants views about the impact that HD has had on family members, particularly those living with offender.
HISSP	Supports	HISSP-SUPPORTS	Data relating to assistance received through HISSP
	Service needs	HISSP-MEETNEEDS	Data relating to services and resources desired by offender and/or views about whether HISSP has met needs.
	Impact	HISSP-IMPACT	Data relating to impact that HISSP has made, outcomes that can be attributed to HISSP
	Suggestions for change	HISSP-CHANGE	Data related to suggested changes to HISSP
COMMUNITY	Services	COMM-SERVICES	Data relating to any services that offender may be accessing within community (not part of HISSP).

	Integration	COMM- INTEGRATION	Participants views about their community and community integration as a result of HISSP
MISC	Miscellaneous	MISC	Any useful information not coded elsewhere

Appendix C: Additional tables for Section 3

Table 14: Demographic, criminal justice and sentence characteristics of prisoners sentenced to ROHD in SA from June 2014 to July 2017 ending before October 2018 by HD breach status (n=906)

	Total sample (n=906) %/x(sd)	No breach (n=758) %/x(sd)	Breach (n=148) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to ROHD	37.7 (11.2)	37.8 (11.6)	36.8 (8.7)	<i>n.s</i>
Male gender	85.0%	84.6%	87.2%	<i>n.s</i>
Aboriginal ^a	9.5%	9.6%	9.0%	<i>n.s</i>
≥ High school education ^b	31.1%	33.0%	22.0%	$\chi^2(1)=5.90^*$, 0.09
Employed prior to most recent custody ^c	36.8%	39.1%	26.0%	$\chi^2(1)=7.74^{**}$, 0.10
Index offence (ROHD sentence)				
Drug	30.6%	30.5%	31.1%	<i>n.s</i>
Administrative/driving	18.7%	18.9%	17.6%	<i>n.s</i>
Theft	15.7%	13.7%	25.7%	$\chi^2(1)=13.39^{***}$, 0.12
Fraud	12.5%	12.9%	10.1%	<i>n.s</i>
Violent	12.0%	13.1%	6.8%	$\chi^2(1)=4.65^*$, 0.07
Public order/property	9.5%	9.6%	8.8%	<i>n.s</i>
Offence history				
Multiple prior sentences (yes)	26.8%	26.1%	30.4%	<i>n.s</i>
Avg. # of prior sentences	1.6 (1.4)	1.6 (1.4)	1.8 (1.6)	<i>n.s</i>
Risk ratings				
RoR Score ^d	11.6 (5.6)	11.0 (5.7)	14.2 (4.4)	$t(205.2)=-6.71^{***}$, 0.62
ORNI-R Score ^e	24.0 (4.8)	23.8 (4.9)	24.8 (4.4)	<i>n.s</i>
Prison programs (ever)				
Employment	87.0%	86.9%	87.2%	<i>n.s</i>
Education	18.0%	16.9%	23.6%	$\chi^2(1)=3.84^*$, 0.07
Behavioural change	24.1%	21.9%	35.1%	$\chi^2(1)=11.87^{**}$, 0.11
Returns to custody (RTC) post-ROHD				
RTC (re-offence) by October 2018	17.4%	14.2%	33.8%	$\chi^2(1)=32.82^{***}$, 0.19
Avg. time to RTC (days) (n=148)	454.5 (208.7)	437.2 (203.9)	489.7 (216.0)	<i>n.s</i>
Administrative offence ^f	54.5%	50.0%	65.4%	
Non-violent offence ^g	40.9%	45.2%	30.8%	<i>n.s</i>
Violent offence ^h	4.5%	4.8%	3.8%	
Sentence characteristics				
ROHD start after June 2016	30.9%	29.8%	36.5%	<i>n.s</i>

Non-parole period (days) ^{log}	451.5 (527.5)	442.9 (526.1)	495.2 (534.1)	$t(193.7)=-$ 2.28*, 0.21
Avg. length ROHD Sentence ^{log} (sentenced days)	170.5 (138.7)	162.0 (133.6)	214.0 (155.6)	$t(266.3)=-$ 5.86***, 0.47
Avg. length ROHD Sentence ^{log} (actual days)	157.6 (136.1)	168.4 (138.8)	102.5 (105.3)	$t(903)=5.39^{***}$, 0.49

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

Non-parametric bivariate comparison for Avg. # of prior sentences: Mann-Whitney U.

a. (n=820)

b. (n=742)

c. (n=723)

d. (n=678)

e. (n=237)

f. Administrative offences include: offences against justice procedures.

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

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

Table 15: Demographic, criminal justice and sentence characteristics of prisoners sentenced to ROHD in SA from June 2014 to July 2017 ending before October 2018 by RTC status (n=906)

	Total sample (n=906) %/x(sd)	No RTC (n=748) %/x(sd)	RTC (n=158) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to ROHD	37.7 (11.2)	38.6 (11.4)	33.3 (8.9)	$t(276.8)=6.53^{***}$, 0.52
Male gender	85.0%	85.6%	82.3%	<i>n.s</i>
Aboriginal ^a	9.5%	8.0%	16.2%	$\chi^2(1)=9.95^{**}$, 0.11
≥ High school education ^b	31.1%	32.5%	25.0%	$\chi^2(1)=2.82^+$, 0.06
Employed prior to most recent custody ^c	36.8%	39.4%	25.2%	$\chi^2(1)=9.26^{**}$, 0.11
Index offence (ROHD sentence)				
Drug	30.6%	33.2%	18.4%	$\chi^2(1)=13.46^{***}$, 0.12
Administrative/driving	18.7%	17.0%	24.9%	$\chi^2(1)=7.93^{**}$, 0.09
Theft	15.7%	12.8%	29.1%	$\chi^2(1)=26.16^{***}$, 0.17
Fraud	12.5%	12.7%	11.4%	<i>n.s</i>
Violent	12.0%	13.2%	6.3%	$\chi^2(1)=5.88^+$, 0.08
Public order/property	9.5%	10.0%	7.0%	<i>n.s</i>
Offence history				
Multiple prior sentences (yes)	26.8%	22.9%	45.6%	$\chi^2(1)=34.27^{***}$, 0.19
Avg. # of prior sentences	1.6 (1.4)	1.5 (1.1)	2.3 (2.2)	$Z = -6.38^{***}$
Risk ratings				
RoR Score ^c	11.6 (5.6)	10.8 (5.6)	15.3 (3.8)	$t(220.6)=-$ 10.41^{***} , 0.93
ORNI-R Score ^d	24.0 (4.8)	23.2 (4.9)	25.2 (3.6)	$t(170.2)=-5.13^{***}$, 0.69
Prison programs (ever)				
Employment	87.0%	87.2%	86.1%	<i>n.s</i>
Education	18.0%	17.0%	22.8%	$\chi^2(1)=2.98^+$, 0.06
Behavioural change	24.1%	21.3%	37.3%	$\chi^2(1)=18.47^{***}$, 0.14
HD breaches				
Breached ROHD conditions	16.3%	13.1%	31.6%	$\chi^2(1)=32.82^{***}$, 0.19
Avg. time to breach of HD (days) (n=148)	102.5 (105.3)	115.3 (117.1)	77.4 (71.6)	$t(146)=1.77^+$, 0.31
Sentence characteristics				
ROHD start after June 2016	30.9%	32.4%	24.1%	$\chi^2(1)=4.21^+$, 0.07

Non-parole period (days) ^{log}	451.5 (527.5)	476.5 (547.5)	333.3 (400.7)	$t(764)=3.24^{**}$, 0.31
Avg. length ROHD Sentence ^{log} (sentenced days)	170.5 (138.7)	182.6 (144.3)	113.3 (88.4)	$t(359.6)=7.89^{***}$, 0.41
Avg. length ROHD Sentence ^{log} (actual days)	157.6 (136.1)	184.6 (146.7)	113.8 (88.8)	$t(254.0)=4.75^{***}$, 0.41

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

Non-parametric bivariate comparison for Avg. # of prior sentences: Mann-Whitney U.

a. (n=820)

b. (n=742)

c. (n=723)

d. (n=678)

e. (n=237)

f. Administrative offences include: offences against justice procedures.

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

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

APPENDIX C2

Table 16: Predictors of HISSP (propensity score model): ROHD

	PRE MATCH (N = 274)			MATCH (N = 96)		
	HISSP (n = 168)	No HISSP (n = 106)	$\chi^2(df)$, d / t(df), d	HISSP (n = 48)	No HISSP (n = 48)	$\chi^2(df)$, ϕ / t(df), d
DEMOGRAPHIC CHARACTERISTICS						
Age (M, SD)	38.9 (10.6)	37.9 (10.6)	t(272)=-.84, .10	39.0 (10.2)	38.9 (10.8)	t(94)=-.08, .02
Aboriginal	7.3%	16.0%	$\chi^2(1)=4.59^*$, .14	8.3%	6.3%	$\chi^2(1)=.15$, .04
OFFENCE AND SENTENCE CHARACTERISTICS						
Theft	11.9%	18.9%	$\chi^2(1)=2.53$, .10	12.5%	20.8%	$\chi^2(1)=1.20$, .11
Drug	37.5%	24.5%	$\chi^2(1)=4.99^*$, .14	39.6%	39.6%	$\chi^2(1)=0.00$, 0.00
2+ previous offences	26.2%	28.3%	$\chi^2(1)=.15$, .02	20.8%	22.9%	$\chi^2(1)=.06$, .03
Behavioural program	18.5%	11.3%	$\chi^2(1)=2.50$, .10	16.7%	22.9%	$\chi^2(1)=.59$, .08
ROR score (M, SD)	10.4 (5.1)	10.1 (5.5)	t(191) =-.34, .05	9.7 (5.26)	10.7 (5.5)	t(94)=.93, .18
Days sentenced (M, SD)	232.6 (184.2)	167.6 (148.6)	t(272)=-2.50*, .31	244.3 (152.6)	219.0 (144.3)	t(94)=-.83, .17
PROPENSITY						
π (M, SD)	.68 (.11)	.62 (.12)	t(169)=-3.31**, .53	.65 (.09)	.65 (.09)	t(94)=-.02, .01
OUTCOME						
RTC	8.9%	17.9%	$\chi^2(1)=4.84^*$, .13	4.2%	25.0%	$\chi^2(1)=8.36^{**}$, .30

* $p<.05$; ** $p<.01$; *** $p<.001$

Table 17: Predictors of HISSP (propensity score model): ROHD

	PRE MATCH (N = 274)			MATCH (N = 96)		
	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>
DEMOGRAPHIC CHARACTERISTICS						
Age	-.002	.02	.99	-.01	.02	.99
Aboriginal	-.75	.72	.47	.68	1.20	1.82
OFFENCE AND SENTENCE CHARACTERISTICS						
Theft	-1.02	.53	.36 ⁺	-.93	.93	.40
Drug	.01	.40	1.01	-.31	.49	.74
Two+ previous offences	.49	.46	1.63	.04	.59	1.04
Behavioural program	.98	.55	2.68 ⁺	.21	.93	1.24
ROR score (M, SD)	.02	.04	1.02	-.04	.05	.96
Days sentenced (M, SD)	.002	.001	1.00 [*]	.001	.002	1.00
Cox & Snell R^2		.075		.034		

⁺ $p < .10$; ^{*} $p < .05$

Table 18: Demographic, criminal justice, sentence characteristics of prisoners sentenced to COHD in SA from September 2016 to, and ending before, October 2018 by breach status (n=312)

	Total sample (n=312) %/x(sd)	No breach (n=270) %/x(sd)	Breach (n=40) %/x(sd)	$X^2(df), \phi /$ $t(df), \text{Cohen's } d$
Demographics				
Age at release to COHD ^a	37.6 (10.1)	37.3 (10.9)	35.3 (15.7)	<i>n.s</i>
Male gender	79.2%	78.3%	85.0%	<i>n.s</i>
Aboriginal ^b	10.0%	10.4%	7.5%	<i>n.s</i>
Index offence (COHD sentence) ^c				
Administrative/driving	37.5%	40.1%	20.0%	$X^2(1)=6.00^*,$.14
Theft	8.0%	8.1%	7.5%	<i>n.s</i>
Public order/property	6.4%	6.6%	5.0%	<i>n.s</i>
Fraud	3.8%	4.0%	2.5%	<i>n.s</i>
Violent	3.2%	2.9%	5.0%	<i>n.s</i>
Drug	2.2%	2.6%	0.0%	<i>n.s</i>
RTC and risk ratings				
RTC (re-offence) by October 2018 ^d	11.9%	13.6%	0.0%	$X^2(1)=6.17^*,$.14
RoR Score ^e	9.9 (4.1)	9.3 (3.9)	13.0 (4.0)	$t(282)=-5.37,$.91
Sentence characteristics				
Avg. length COHD Sentence ^{log} (sentenced days)	213.1 (309.3)	172.8 (235.7)	487.2 (536.9)	$t(44.7)=-3.95^{***},$.75
Avg. length COHD Sentence ^{log} (actual days)	137.4 (117.3)	138.1 (119.6)	132.2 (101.1)	<i>n.s</i>
Any HISSP	26.9%	26.1%	32.5%	<i>n.s</i>

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

a. (n=254)

b. (n=310)

c. Column percentages not add up to 100% because in some cases no charges were specified in the data.

d. Low expected cell counts.

e. (n=187)

Table 19: Demographic, criminal justice, sentence characteristics of prisoners sentenced to COHD in SA from September 2016 to, and ending before, October 2018 by RTC status (n=312)

	Total sample (n=312) %/x(sd)	No RTC (n=275) %/x(sd)	RTC (n=37) %/x(sd)	$\chi^2(df)$, ϕ / $t(df)$, Cohen's d
Demographics				
Age at release to COHD ^a	37.6 (10.1)	37.9 (9.8)	35.7 (12.1)	<i>n.s</i>
Male gender	79.2%	80.4%	70.3%	<i>n.s</i>
Aboriginal ^b	10.0%	9.2%	16.2%	<i>n.s</i>
Index offence (HD sentence) ^c				
Administrative/driving	37.5%	33.8%	66.2%	$\chi^2(1)=13.4^{***}$, 0.21
Theft	8.0%	8.0%	8.1%	<i>n.s</i>
Public order/property	6.4%	6.2%	8.1%	<i>n.s</i>
Fraud	3.8%	4.0%	2.7%	<i>n.s</i>
Violent	3.2%	2.9%	5.4%	<i>n.s</i>
Drug	2.2%	2.5%	0.0%	<i>n.s</i>
HD breaches, and risk ratings				
Breached HD conditions ^d	12.8%	14.5%	0.0%	$\chi^2(1)=6.1^*$, 0.14
RoR Score ^e	9.9 (4.1)	9.7 (4.2)	10.7 (3.4)	<i>n.s</i>
Sentence characteristics				
Avg. length COHD Sentence ^{log} (sentenced days)	213.1 (309.3)	222.2 (325.9)	145.1 (111.2)	<i>n.s</i>
Avg. length COHD Sentence ^{log} (actual days)	137.4 (117.3)	139.6 (118.6)	120.9 (106.5)	<i>n.s</i>
Any HISSP	26.9%	28.4%	16.2%	<i>n.s</i>

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

a. (n=254)

b. (n=310)

c. Column percentages not add up to 100% because in some cases no charges were specified in the data.

d. Low expected cell counts.

e. (n=187)

Table 20: Covariate balance pre- and post- matching HISSP: COHD

	PRE MATCH (N = 312)			MATCH (N = 120)		
	HISSP (n = 84)	No HISSP (n = 228)	$\chi^2(df), d /$ $t(df), d$	HISSP (n = 60)	No HISSP (n = 60)	$\chi^2(df), \phi /$ $t(df), d$
DEMOGRAPHIC CHARACTERISTICS						
Age (M, SD)	34.5 (12.3)	37.9 (11.4)	$t(255)=2.11^*, .29$	36.3 (9.1)	37.2 (10.9)	$t(118)=.46, .08$
Gender	77.4%	79.8%	$\chi^2(1)=.22, .03$	18.3%	15.0%	$\chi^2(1)=.24, .05$
Aboriginal	9.6%	10.1%	$\chi^2(1)=.02, .01$	11.7%	13.3%	$\chi^2(1)=.08, .03$
OFFENCE AND SENTENCE CHARACTERISTICS						
Theft	4.8%	9.2%	$\chi^2(1)=1.65, .07$	5.0%	3.3%	$\chi^2(1)=.21, .04$
Drug	1.2%	2.6%	$\chi^2(1)=.58, .04$	1.7%	1.7%	$\chi^2(1)=<.01, <.01$
Administrative/driving	33.3%	39.0%	$\chi^2(1)=.85, .05$	35.0%	40.0%	$\chi^2(1)=.32, .05$
Public order/property	4.8%	7.0%	$\chi^2(1)=.52, .04$	5.0%	3.3%	$\chi^2(1)=.21, .04$
Fraud	4.8%	3.5%	$\chi^2(1)=.26, .03$	3.3%	1.7%	$\chi^2(1)=.34, .05$
Violence	2.4%	3.5%	$\chi^2(1)=.25, .03$	3.3%	0.0%	$\chi^2(1)=2.03, .13$
HD breach	15.5%	11.8%	$\chi^2(1)=.73, .05$	13.3%	15.0%	$\chi^2(1)=.07, .02$
ROR score (M, SD)	10.9 (4.0)	9.4 (4.1)	$t(282)=-2.84^{**}, .38$	10.4 (3.8)	10.6 (4.1)	$t(118)=.29, .06$
Days sentenced (M, SD)	240.9 (370.8)	202.8 (283.5)	$t(310)=-1.34, .18$	161.1 (183.4)	175.3 (324.0)	$t(118)=-.71, .13$
PROPENSITY						
π (M, SD)	.34 (.12)	.28 (.11)	$t(231)=-3.91^{***}, .55$.31 (.09)	.31 (.09)	$t(118)=-.01, <.01$
OUTCOME						
RTC	7.1%	13.6%	$\chi^2(1)=2.45, .09$	6.7%	18.3%	$\chi^2(1)=3.73^+, .18$

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

Table 21: Predictors of HISSP (propensity score model) (COHD)

	PRE MATCH (N = 312)			MATCH (N = 120)		
	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>
DEMOGRAPHIC CHARACTERISTICS						
Age	-.02	.01	.98	-.01	.02	.99
Gender	.03	.39	.69	.22	.54	1.25
Aboriginal	-.24	.53	.79	-.39	.65	.68
OFFENCE AND SENTENCE CHARACTERISTICS						
Theft	-1.03	.71	.36			
Drug	-.38	1.19	.69	-.21	1.47	.81
Administrative/driving	-.30	.33	.74	-.33	.41	.72
Public order/property	-.18	.74	.84	1.36	1.21	3.88
Fraud	.30	.81	1.35	.58	1.33	1.79
Violence	-20.2	13761.5	1.00	-21.9	27260.1	1.00
HD breach	-.56	.47	.57	-.12	.58	.89
ROR score (M, SD)	.11	.04	1.12**	.01	.001	1.00
Days sentenced (M, SD)	<.01	.001	1.00	<.01	.001	1.00
Cox & Snell R^2	.083			.046		

* $p < .05$; ** $p < .01$; *** $p < .001$

Table 22: Covariate balance pre- and post- matching ROHD vs. prison discharges (PD)

	PRE MATCH (N = 728)			MATCH (N = 280)		
	ROHD (n = 274)	PD (n = 454)	$\chi^2(df)$, d / t(df), d	HD (n = 140)	PD (n = 140)	$\chi^2(df)$, ϕ / t(df), d
DEMOGRAPHICS						
Age (M, SD)	39.1 (11.0)	33.7 (8.9)	$t(486.5)=6.89^{***}$, .54	36.3 (9.7)	37.0 (.94)	$t(278)=-.63$, .08
Male	82.5%	87.7%	$\chi^2(1) = 3.75^+$, .07	85.0%	82.9%	$\chi^2(1) = .24^+$, .03
Aboriginal	4.9%	23.7%	$\chi^2(1) = 39.56^{***}$, .24	7.9%	7.1%	$\chi^2(1) = .05$, .01
OFFENCE						
Violent	12.2%	30.2%	$\chi^2(1) = 38.83^{***}$, .23	15.7%	16.4%	$\chi^2(1) = .03$, .01
Theft	16.8%	22.0%	$\chi^2(1) = 2.92^+$, .06	16.4%	14.3%	$\chi^2(1) = .25$, .03
Fraud	9.5%	11.9%	$\chi^2(1) = 1.01$, .04	10.0%	10.7%	$\chi^2(1) = .04$, .01
Administrative/driving	20.1%	20.9%	$\chi^2(1) = .08$, .01	24.3%	27.9%	$\chi^2(1) = .46$, .04
Property/order	33.9%	36.8%	$\chi^2(1) = .60$, .03	37.1%	40.0%	$\chi^2(1) = .24$, .03
Days sentenced (M, SD)	197.1 (154.0)	399.2 (298.1)	$t(711.4)=-12.03^{***}$, .85	221.9 (171.8)	223.2 (141.1)	$t(267.9)=-.07$, .01
Repeat offender	77.0%	75.6%	$\chi^2(1) = .20$, .02	67.1%	69.3%	$\chi^2(1) = .15$, .02
ROR score	10.5 (5.2)	13.6 (4.3)	$t(490.3)=-8.46^{***}$, .66	11.8 (5.0)	11.8 (4.2)	$t(268.9)=.08$, .01
PROPENSITY						
π (M, SD)	.40 (.24)	.78 (.23)	$t(695)=-20.4^{***}$, 1.61	.54 (.22)	.54 (.22)	$t(278)=-.02$, <.01
OUTCOME						
RTC	16.1%	44.7%	$\chi^2(1) = 62.59^{***}$, .29	20.0%	34.3%	$\chi^2(1) = 7.22^{**}$, .16

* $p<.05$; ** $p<.01$; *** $p<.001$

Table 23: Predictors of ROHD (propensity score model)

	PRE MATCH (N = 728)			MATCH (N = 280)		
	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>
DEMOGRAPHICS						
Age (M, SD)	-.04	.01	.96***	.01	.01	1.01
Male	.52	.28	1.69 ⁺	-.15	.34	.86
Aboriginal	1.42	.37	4.13***	-.05	.47	.95
OFFENCE						
Violent	2.21	.31	9.11***	.17	.39	1.18
Theft	.62	.29	1.87 [*]	.01	.38	1.01
Fraud	1.25	.37	3.49**	.13	.44	1.14
Administrative/driving	1.17	.28	3.21***	.25	.33	1.28
Property/order	.18	.23	1.19	.16	.27	1.17
Days sentenced	.01	<.01	1.01***	<.01	<.01	1.00
Repeat offender	-.43	.24	.65 ⁺	.06	.28	1.06
ROR score	.11	.03	1.11***	<.01	.03	1.00
Cox & Snell <i>R</i> ²	.353			.007		

p*<.05; *p*<.01; ****p*<.001

Table 24: Covariate balance pre- and post- matching COHD vs prison discharges (PD)

	PRE MATCH (N = 1588)			MATCH (N = 112)		
	COHD (n = 287)	PD (n = 1301)	$\chi^2(df)$, $d / t(df)$, d	COHD (n = 56)	PD (n = 56)	$\chi^2(df)$, $\phi / t(df)$, d
DEMOGRAPHICS						
Age (M, SD)	37.1 (11.3)	34.6 (10.0)	$t(1546)=-3.48^{**}$, .23	34.5 (11.6)	34.9 (9.3)	$t(110)=.21$, .04
Male	78.7%	80.7%	$\chi^2(1)=.57$, .02	83.9%	78.6%	$\chi^2(1)=.53$, .07
Aboriginal	8.1%	21.0%	$\chi^2(1)=25.31^{***}$, .13	16.1%	7.1%	$\chi^2(1)=2.18$, .14
OFFENCE						
Theft	6.3%	37.6%	$\chi^2(1)=106.1^{***}$, .26	17.9%	17.9%	$\chi^2(1)=<.01$, <.01
Drug	1.4%	12.5%	$\chi^2(1)=30.98^{***}$, .14	5.4%	10.7%	$\chi^2(1)=1.09$, .10
Administrative/driving	37.3%	29.1%	$\chi^2(1)=7.50^{**}$, .07	55.4%	55.4%	$\chi^2(1)=<.01$, <.01
Fraud	3.5%	26.2%	$\chi^2(1)=70.53^{***}$, .21	12.5%	7.1%	$\chi^2(1)=.91$, .09
ROR score (M, SD)	9.7 (4.2)	13.2 (4.1)	$t(415)=8.22^{***}$, .83	11.9 (4.3)	11.6 (3.8)	$t(110)=-.51$, .09
Days sentenced (M, SD)	209.1 (315.8)	204.4 (225.7)	$t(665.3)=-.10$, .01	351.8 (484.5)	354.5 (375.6)	$t(110)=.78$, .15
PROPENSITY						
π (M, SD)	.79 (.23)	.28 (.26)	$t(317.6)=-19.59^{***}$, 2.1	.50 (.25)	.50 (.24)	$t(110)=-.01$, <.001
OUTCOME						
RTC	11.5%	25.6%	$\chi^2(1)=26.35^{***}$, .13	14.3%	19.6%	$\chi^2(1)=.57$, .07

* $p<.10$; ** $p<.05$; *** $p<.01$; **** $p<.001$

Table 25: Predictors of COHD group

	PRE MATCH (N = 1588)			MATCH (N = 112)		
	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>	<i>B</i>	<i>S.E</i>	<i>Exp(B)</i>
DEMOGRAPHICS						
Age	<.001	.014	1.00	-.004	.019	.99
Male	-.75	.42	.47 ⁺	.72	.60	2.06
Aboriginal	-1.00	.43	.37 [*]	1.03	.68	2.81
OFFENCE						
Theft	-2.80	.44	.06 ^{***}	.002	.54	1.00
Drug	-3.69	.87	.03 ^{***}	-.42	.83	.66
Administrative/driving	-1.99	.40	.14 ^{***}	-.001	.53	1.00
Fraud	-3.64	.58	.03 ^{***}	1.03	.84	2.81
ROR score	-.11	.04	.90 ^{**}	.02	.05	1.02
Days sentenced	-2.47	.47	.09 ^{***}	-.13	.66	.88
Cox & Snell <i>R</i> ²	.452			.053		

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