



office of crime statistics and research

**INTERVENTION ORDERS
AND THE INTERVENTION
RESPONSE MODEL:**

EVALUATION REPORT 3

**(STATISTICAL OVERVIEW
AND
OUTCOME EVALUATION)**

First published October 2014 by

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Acronyms

AMC	Adelaide Magistrates Court
ARAA	Abuse Related Attitudes Assessment
CAA	Courts Administration Authority
CARDS	Court Assessment and Referral Diversion Scheme
CIIO	Court-Issued Intervention Order
DCS	Department for Correctional Services
DECD	Department for Education and Child Development
DV	Domestic Violence
DVPP	Domestic Violence Perpetrator Program
IO	Intervention Order
IIO	Interim Intervention Order
IRM	Intervention Response Model
JIS	Justice Information System
JIS PIN	Justice Information System Personal Identity Number
KWY	Kornar Winmil Yunti
LGA	Local Government Area
MRT	Moral Reconciliation Therapy
OCSAR	Office of Crime Statistics and Research
PIIO	Police-Issued Interim Order
PIN	Personal Identity Number
PIR	Police Incident Report
WSCP	Women's Safety Contact Program
WSCO	Women's Safety Contact Officer
SAPOL	South Australia Police

Executive Summary

This report is the third and final report of the intervention order evaluation conducted by the Office of Crime Statistics and Research (OCSAR) from June 2012 to June 2014. The report presents the results of an *outcome* evaluation of the *Intervention Orders (Prevention of Abuse) Act* and the Intervention Response Model (IRM), introduced on 9 December 2011.

Evaluation aims and objectives

The purpose of the outcome evaluation is to assess the extent to which the initiative has achieved its aims and objectives, including reducing domestic violence and other forms of abuse, and enhancing the safety of protected persons.

Evaluation methodology

The evaluation used criminal justice data from South Australia Police (SAPOL), the Courts Administration Authority (CAA) and the Department for Correctional Services (DCS) to examine: the number and outcome of orders issued; the demographic characteristics of individuals impacted by an order; the impact of the Domestic Violence Perpetrator Program on defendants; and the re-offending outcomes of defendants issued with an intervention order.

In addition, the CAA provided data on defendants referred to the Domestic Violence Perpetrator Program (DVPP). This was used to determine the uptake of the program and the profile of defendants who participated in the program. Additional information was gathered through a survey of DVPP defendants and case studies of 10 participants who completed the program.

Results

Number, type and court outcomes of Intervention Orders

Statistics from the CAA show that in the first two years of the legislation, there were 6,707 lodgements in court relating to an intervention order. The following key findings relate to the 6,705 lodgements where the type of order could be determined.

Number and type of lodgements

- Around half of lodgements (48.6%) were Police Issued Interim Orders (PIIOs) and just over one-third (36.0%) were police applications for an intervention order. Only a small number of lodgements involved an application by a person (3.7%).
- 8.0% of lodgements involved an application to vary an intervention order and a further 2.6% involved applications to revoke an intervention order.
- Where the domestic or non-domestic type was known, 79.8% were recorded as domestic abuse orders. The average number of domestic abuse intervention order lodgements per month was 195, compared with 49 for non-domestic abuse. The monthly average for domestic intervention orders was substantially higher than the average of 61 recorded for domestic violence restraining order applications in the years 2010 and 2011, prior to the legislative change. There was little difference in the monthly average for non-domestic intervention orders compared with similar orders prior to December 2011 (49 compared with 54).
- Seventy-five lodgements involved a request to register a Foreign Order;
- There was only one lodgement for a Tenancy Order. However, a Tenancy Order was considered in four lodgements involving an application for an intervention order.

Location

- Approximately two-thirds of lodgements for an intervention order (68.5%) were made in a metropolitan court.
- Three-quarters (74.7%) of applications to revoke an intervention order were made in a metropolitan court.
- Only a small number of lodgements (111 or 1.7%) involved the Youth Court.

Outcomes

- The majority of intervention order lodgements had an interim or confirmed order in place at the last recorded hearing for the matter (71.0% of police issued interim orders, 78.1% of applications for an order, and 68.6% of Youth Court Lodgements).
- 68.8% of the 'finalised' applications to vary an intervention order and 62.7% of the applications to revoke an order were granted.
- The single application for a Tenancy Order was granted and three other Tenancy Orders were granted during an application for an intervention order.
- Of the 74 'finalised' requests to register a Foreign Order, 52 (70.3%) were registered.

Breaches

- There were 2,064 cases involving a charge against section 31 of the Act (Contravention of intervention order) in cases finalised up to 8 December 2013. Of these, the majority (1,652 or 80.0%) were for a section 31(2) breach, which did not involve a breach of an Intervention Program.
- The majority of breach charges had a finding of guilty (1,415 or 68.6%). This percentage was slightly higher for section 31(1) breaches (73.3%) compared for section 31(2) breaches (67.4%).
- Just under half (43.5%) of the 545 cases where a section 31 breach was the major charge convicted received no penalty, including 46.7% of 31(1) breaches and 43.0% of 31(2) breaches. Over one-quarter (28.6%) received a fine as the major penalty and 17.4% received a bond. Only a small percentage of cases received a penalty of direct or suspended imprisonment (3.5% and 4.4% respectively).

Defendant profile

An examination of police apprehension data in the first two years of the legislation found that:

- Intervention order defendants were predominantly male (4,898 or 90.5%)
- The majority of defendants were aged between 25 to 44 years (61.3%). The youngest defendant was aged 12 and the oldest 87 years. There was little overall difference in age between defendants according to sex (mean age of 35.1 and 36.3 years for males and females respectively). There was also no difference in the age of the defendant according to whether the intervention order related to domestic or non-domestic abuse.
- Just over one-third of defendants (36.5%) had a home suburb outside the metropolitan area.

Protected persons profile

Based on Police Incident and Domestic Violence reports provided by SAPOL:

- Nine in 10 protected persons recorded by police were female.
- The age of the protected person ranged between less than 1 year and 78 years, with a mean age of 32.6 years.
- Half of all protected persons recorded on police incident reports were the partner or spouse of the defendant, while nearly two-in-five (39.3%) were recorded as ex-partner/spouse. Only 1.2% of orders involved friends or acquaintances of the protected person.
- Where recorded, approximately 16.6% of protected persons identified as Aboriginal or Torres Strait Islander.
- Where recorded, a language other than English was the major language spoken at home for 10.6% of primary protected persons.
- Overall, around one-third (34.5%) of the protected persons were from a non-metropolitan locations.

Domestic Violence Perpetrator Program

Referrals

From 1 March 2012 to 31 December 2013, 753 defendants were referred by a Magistrate to be assessed for suitability to participate in the program. Of the 753 defendants:

- Around two-thirds (67.9%) attended their assessment appointment, one-quarter did not attend and a further 4.3% were still pending assessment.
- Of those assessed, two-thirds (65.9%) were recommended for participation in the DVPP.
- Of those not recommended for the program, the main reason was due to the defendant not meeting the eligibility criteria, such as having poor literacy skills, or residing outside of the metropolitan area (30.8%). In 31.4% of cases the reason for non-referral was not recorded.
- Further analysis of a random sample of 51 assessment reports on defendants not recommended for participation identified that: one-quarter were not recommended due to conflicting employment commitments (e.g. fly-in-fly-out role, self-employment); 23.5% had denied or challenged the allegations; nine defendants had psychological or behavioural issues; seven defendants were not recommended due to literacy concerns and six were Aboriginal and instead recommended for referral to the Kornar Winmil Yunti (KWY) men's program.

Profile of DVPP participants

- Between 9 December 2011 and 4 March 2014, 403 defendants were accepted on to the program, including seven defendants who participated twice.
- The average age of participants was 34 years and over three-quarters (77.2%) reported an Australian cultural identity.
- Around one-quarter of the 403 defendants (98) were still active participants on the program as at March 2014. Of the 305 'finalised' defendants, 95 (31.1%) completed the program and 210 left the program prior to completion (68.9%).
- DVPP 'non-completers' included 46 who withdrew after their condition to attend was varied by the court and 13 where the charges against the defendant were dismissed or the IO revoked. One defendant died while on the program.

- The most frequent reason for non-completion of the program was termination due to failure to attend (99, 32.5% of finalised participants and 47.1% of all non-completers).

Survey of DVPP participants

A survey of participants was carried out from August 2013 to April 2014. The survey was designed to measure changes in defendants' attitudes and beliefs about domestic violence as a result of participation in the DVPP. A total of 51 defendants volunteered to complete an initial survey but due to the high withdrawal rate only 10 defendants completed a mid-point survey, and no defendants completed a final survey.

The results of the pre-program survey of the 51 participating defendants indicated that most men began the DVPP with potentially problematic attitudes regarding partner blaming, as well as low awareness of abuse and abuse supporting behaviours.

The follow-up survey responses indicated that for these defendants, attitudes and knowledge of factors that contribute to domestic abuse had improved over time.

Case studies of program completers

Due to the limited information available on the achievements and potential changes amongst defendants who completed the DVPP, 10 de-identified case studies of completers were randomly selected for closer analysis. The majority of case study defendants showed some improvement either in their knowledge about different types of domestic abuse, awareness of the factors that contributed to their behaviour, or ways of challenging their thoughts. The homework component of the therapy was found to be a good indicator of the impact that the program had had on participants, with some showing strong commitment to completing the tasks and reflecting on their thoughts and behaviour. Only two defendants remained resistant throughout the program while a further two showed very minimal improvements as a result of their participation in the program.

The most noticeable change occurred between modules 3 and 5 of the program. During these modules defendants needed to face their behaviour, develop an awareness of different types of abusive behaviour, and learn more supportive ways of relating to their partner.

To enable any future assessment of the impact of the DVPP on all participants, it is suggested that appropriate clinical tools be incorporated into the program.

Re-offending analysis

A re-offending analysis compared the number and type of pre and post-IO interpersonal abuse type offences for which intervention order defendants were apprehended by police. The analysis included defendants who received an intervention order between 9 December 2011 and 31 October 2013 and who had a least 90 free days pre and post-IO in which to offend (n=4,539, including 3,888 domestic and 651 non-domestic IO defendants). Offences were only included in the analysis if the relationship of the victim to the offender was consistent with the type of intervention order issued (i.e. domestic or non-domestic).

- There was a substantial reduction in the percentage of domestic IO defendants who recorded at least one interpersonal abuse type offence in the post-IO period compared with the pre period, from 63.5% pre-IO to 36.1% post-IO. Non-domestic IO defendants also showed a reduction, from 33.3% of defendants with at least one interpersonal abuse type of offence pre-IO to 26.6% post-IO.
- When offence type was examined, statistically significant reductions were recorded post-IO for *offences against the person* and *damage property offences* for both domestic and non-domestic IO defendants.
- Conversely, there was a statistically significant increase post-IO in the average number of *offences against good order* for both domestic and non-domestic IO defendants. The majority of these offences related to a s31(2) breach of an intervention order. As a

result of this increase, the average number of all interpersonal abuse offences did not reduce significantly in the post-IO period for domestic and non-domestic IO defendants. The breach IO offences indicate that defendants are continuing to engage in prohibited behaviours towards protected persons. It was not possible to determine the exact nature of the breaches. However, the decrease in the number of substantive offences suggest that the behaviours underpinning the breaches are less serious, potentially indicating a substantial change in the severity of offending post-IO.

- Within the domestic IO group of defendants, there was a slight but statistically significant reduction in the total number of offences involving an intimate partner relationship post-IO. This suggests that an intervention order has a greater impact upon offences involving this specific type of relationship compared with the broader domestic relationship category.
- The significant decreases in the number of *offences against the person* and increases in the number of *offences against good order* post-IO were also recorded for ATSI intervention order defendants, for both domestic and non-domestic orders.
- The DVPP analysis compared the number of offences involving an intimate partner relationship for two groups of DVPP participants (88 completers and 140 non-completers who commenced, but were removed from the program) with each other and with a third group comprising male domestic intervention order defendants who had no exposure to the program.
- All three groups showed a substantial post-IO increase in the number of defendants with no offences, a decrease in the total number of *offences against the person*, and a corresponding increase in the number of *offences against good order* (mostly offences involving a breach of an intervention order). When the pre/post-IO differences for each group were compared between the participant groups, there was some indication that DVPP completers had slightly better offending outcomes than non-completers (particularly in relation to the proportion who had no offences post-IO). However, there were no statistically significant differences between completers and non-completers based on the average number of offences per defendant in either the pre or post-IO periods.
- There is also some evidence that completers had a slightly greater improvement in offending outcomes compared to male non-program domestic IO defendants, but that the non-program defendants had better post-IO results compared to non-completers. However, it is noted that the non-completers in the study had a higher level of intimate partner interpersonal offending prior to the IO compared with non-program defendants. It is possible that the DVPP non-completers were somehow different to non-program domestic IO defendants. The main requirement for entry to the DVPP is a domestic intervention order, but a different profile could result if the more entrenched domestic violence defendants are referred to the program.
- Overall, the findings suggest that intervention orders are associated with a positive change in offending behaviour, particularly for *offences against the person*.

Conclusion

The implementation and operation of the *Intervention Orders (Prevention of Abuse) Act 2009* and the associated Intervention Response Model has been a substantial undertaking, with a significant ongoing impact across police, courts, correctional services and notified agencies.

While there has been little difference in the number of non-domestic orders since the legislation commenced, in the first two years the average monthly number of domestic IOs has increased threefold.

The *outcome* evaluation, conducted during 2014, aimed to identify the impact of intervention orders and the DVPP on defendants and protected persons. An examination of the impact of DVPP program on participants' attitudes and beliefs, based on case studies and a voluntary survey, found some indication of improvement. However, the data available were limited. To enable any future assessment of the impact of the DVPP on all participants, it is suggested that appropriate clinical tools (not currently required under MRT) be incorporated into the program.

Although there was limited evidence regarding the impact of the DVPP on participants, the results of the re-offending analysis suggest that intervention orders are associated with a positive change in the level and type of offending behaviour. There was also some evidence that defendants who completed the DVPP had slightly better offending outcomes than male domestic IO defendants who had no exposure to the program.

It is stressed, however, that the results are indicative only. The analysis only includes offending which comes to the attention of police, so it is likely to under-estimate the extent of abuse. In addition, without a matched control group, it is not possible to attribute the changes to intervention orders and/or the DVPP alone.

Introduction

The *Intervention Orders (Prevention of Abuse) Act, 2009* became effective on 9 December 2011 repealing the *Domestic Violence Act, 1994* and parts of the *Summary Procedures Act, 1921*. The legislation provides police with the power to immediately issue an interim intervention order (police issued interim order; PIIO) if they consider there is an immediate risk to the safety and welfare of a victim. In addition, it provides the Court with the power to issue or confirm intervention orders and determine the conditions relating to contact between defendants and protected persons. Other features of the legislation include:

- broader definitions of abuse and domestic relationships;
- improved police powers to intervene;
- special arrangements for victims and witnesses in court;
- the requirement to notify specified public sector agencies; and
- the ability to mandate a defendant to take part in an intervention program.

In addition to the Act, the Intervention Response Model (IRM) was developed as a mandatory referral pathway for suitable defendants. It consists of a 24-week group Domestic Violence Perpetrator Program (DVPP) aimed at stopping domestic violence, with a complementary support service (Women's Safety Contact Officers or WSCO's) for the partners or ex-partners of program participants.

Since June 2012, the Office of Crime Statistics and Research (OCSAR) has been conducting an evaluation of Intervention Orders and the IRM. The purpose of the evaluation is to investigate whether, and to what extent, the initiative and supporting IRM has been implemented as intended, and what outcomes the initiative has achieved to date.

This document is the third and final evaluation report to be produced on the initiative. The First Process Evaluation Report (OCSAR, 2013) provided an overview of the legislation and the model, a statistical profile of the number and type of intervention orders issued in the first 16 months of the legislation, and a profile of defendants and protected persons. It also included an assessment of the implementation and operation of the initiative over the first nine months, based on feedback from key stakeholders. The Second Report (OCSAR, 2014) completed the process component of the evaluation. It examined the operation of the initiative in its second year, based on additional qualitative feedback from stakeholders.

This report presents the findings of an outcome evaluation based on the analysis of data from SAPOL, the Courts Administration Authority (CAA) and the Department for Correctional Services (DCS). It includes:

- an updated statistical profile of intervention orders, defendants and protected persons in the first 24 months of the legislation;
- a profile of defendants assessed for the Domestic Violence DVPP, and DVPP participants;
- an analysis of the impact of the DVPP on defendants; and
- an examination of the offending behaviour of defendants before and after an intervention order.

A note about the impact of intervention orders on children

Due to a number of practical and ethical considerations, it was not possible to assess the impact of intervention orders on children for this evaluation. Specifically, limited data are available about children as protected persons, because the only easily accessible data source (police incident reporting data) generally includes information about the primary protected person only. In addition, there were practical difficulties in ethically accessing children to survey or interview, as well as the possibility of causing harm as a result of such interaction, given the sensitivity of the issue.

1.1 Key findings in Evaluation Reports 1 and 2

To date, two process evaluation reports have been completed and presented to members of the Intervention Orders Steering Committee (Evaluation Reports 1 and 2). Interviews with key personnel involved with the implementation and service delivery of the initiative and IRM provided feedback on its operation and perceived strengths and limitations. Those who were responsible for providing a direct service to defendants or victims as part of the IRM discussed the observed impacts and outcomes of the initiative on their clients.

Both reports noted that the initiative has generally been implemented as intended. Agencies commended the immediacy of police issued interim orders, particularly in ensuring the safety of women and children prior to the application being heard by the Court and demonstrating to the community that any form of violence or abuse is unacceptable.

On commencement of the Act, the number of intervention orders made increased substantially compared with restraining orders under the repealed provisions. This, combined with highly manual notification processes and limited funding to support the implementation of the Act, resulted in a significant and ongoing workload impact across all agencies involved.

While notified agencies have become more familiar with the process, stakeholders continued to note some limitations in the accuracy of information documented in police and court orders. This has affected the timeliness and ability of staff to accurately identify clients on an order and subsequently fulfil their responsibilities under the Act. However, it was noted that the accuracy of information on intervention order notifications is dependent upon the information provided by the applicant.

Notified agencies also reported a need for more contextual information on Court issued orders, such as the nature of the incident that led to an intervention order, to assist them to tailor the most appropriate response to clients affected by an order. The CAA advised that the information currently supplied by the Courts reflects the requirements under the Act, and it was felt that it was not appropriate to provide some of the information desired by agencies.

Notified agencies also expressed concern regarding possible inconsistencies between an intervention order and a Family Court Order.

With regard to the Intervention Response Model, DVPP facilitators found the practical and structured nature of the MRT program to be effective in keeping participants focused on the task. They also considered that the content of the program was developed at a level appropriate for the majority of mandated defendants. However, facilitators also reported that the structured nature of MRT did not provide sufficient opportunity to question defendant's responses. Other concerns included the time consuming process for reporting breaches of the DVPP and the limited consequences for such breaches. A number of respondents also commented on the low completion rate for the DVPP. The CAA advised that this issue is not unique to the DVPP, with high attrition rates an ongoing concern for rehabilitation programs generally. The CAA also advised that a new service provider had been engaged for the DVPP and that further training in the program, as well as a review of a number of issues identified by facilitators, would be undertaken as part of the service delivery changes in 2014.

Some respondents felt that the IRM did not provide appropriate response strategies to support children, young people (particularly Youth Justice clients) and individuals with disabilities (physical and/or cognitive). In addition, the IRM was not considered to be an appropriate response model for Aboriginal people. It was further commented that conditions on intervention orders are rarely appropriate to the lifestyles of Aboriginal people located in rural and remote locations, and the conditions are not explained and documented in a meaningful format.

It was noted, however, that DCSI currently funds the Aboriginal men's health organisation Kornar Winmil Yunti (KWY) to run a domestic violence prevention group for Aboriginal men in the metropolitan area, including men referred subsequent to an intervention order. In addition, the CAA had commenced a pilot group program for Aboriginal men in Port Augusta with domestic violence related charges and an intervention order. It was also noted by the CAA

that the IRM does respond to the majority of intervention order defendants (i.e. male, heterosexual defendants living in the metropolitan area). This was thought to be the most appropriate focus, given the volume of this client group and the budgetary constraints within which the IRM is operating.

A number of respondents felt that the IRM had improved the safety of women and children compared with the previous restraining orders legislation. In particular, the ability for police to remove a perpetrator from the home was seen as an important power. The majority of protected persons were also complimentary of the efforts of their Women's Safety Contact Officer (WSCO) in providing support and links to additional assistance.

However, protected persons expressed mixed views about the impact of the intervention order on their sense of safety. While the majority of protected persons with a recent intervention order reported that they did not feel any safer, a number of respondents interviewed for both Evaluation Report 1 and 2 indicated that over time and with persistence to pursue outcomes in the courts, perceptions of the effectiveness of an IO improves.

Protected persons also reported variation in the level of assistance provided by police with several describing difficulties accessing a police officer to help them to apply for a court issued intervention order (CIIO). It was also noted that some police were reluctant to take action on a breach without physical evidence, creating difficulties reporting those that involved stalking or intimidation. Feedback from both protected persons and defendants indicated that there is limited awareness of the immediate impact of a PIIO, as well as available pathways to obtain an order if one is a victim of domestic abuse. It should be noted, however, that relatively few protected persons and defendants agreed to participate in the evaluation, and the views expressed may not be representative.

1.2 Data Sources for Evaluation Report 3

The research conducted for Evaluation Report 3 was largely quantitative, supplemented with qualitative information to provide further context to the findings. Data was provided from the following agencies involved in the initiative:

Courts Administration Authority

- Extract on the number, type and outcome of intervention order applications and intervention order breaches;
- Extract (from the Court Assessment and Referral Diversion Scheme (CARDS) database) on the total number of assessments from 9 December 2011 to 24 March 2014, and outcomes of assessment and participation in the DVPP;
- Manual attendance spreadsheets with additional information on assessments and reasons for non-referral to the program;
- A random, de-identified sample of 51 clinical assessments from Courts Assessors detailing the reasons why defendants were not recommended for participation in the DVPP;
- Information on 10 de-identified participants who completed the DVPP for case study analysis.

South Australia Police

- Extract of police apprehension reports for defendants linked to an IO;
- Police Incident and Domestic Violence Reports of protected persons. Data included the type of orders issued, demographic characteristics of defendants and protected persons, associated charges linked with intervention orders and any apprehensions for the contravention of an intervention order.

Department for Correctional Services

- Survey data of consenting defendants participating in the DVPP to assess if any changes in attitudes or knowledge of abusive behaviour and thoughts improved since they participated in the program;
- Attendance data of defendants participating in the DVPP provided from DCS facilitators;
- Group interviews with DVPP facilitators to discuss case studies of a random sample of 10 defendants who completed the DVPP;
- Database extract of custodial records of defendants issued with an intervention order.

OCSAR databases

- Extract of Police Apprehension Data on offences recorded prior to and following the issuance of an intervention order;
- Justice Data Warehouse extract on penalties for breaches of the Intervention Orders (Prevention of Abuse) Act finalised between 9 December 2011 and 8 December 2013.

Where possible, data from the different agencies was matched based on the Justice Information System PIN of defendants. This enabled tracking of intervention orders from the point of issuing an order and the court outcome, through to participation on the DVPP (where relevant) and any subsequent offending behaviour.

1.3 Structure of report

The evaluation results are presented in the following sections:

1. **Intervention order profile:** The number, type and outcome of intervention orders court lodgements.
2. **Defendant and protected person profile:** The demographic characteristics of defendants and primary protected persons.
3. **DVPP profile:** The number and characteristics of referrals, participants, length of time on the program, termination rates and impact upon defendants' behaviour and attitudes.
4. **Re-offending analysis:** A comparison of the number and type of offences related to interpersonal violence and abuse that were recorded in equal time before and after an intervention order was issued.
5. **Conclusion**

1. Intervention Order Profile

The following section presents the results of the analysis of Court Administration Authority data on intervention orders, including the number, type and outcome of intervention order applications and intervention order breaches¹.

Number of lodgements

In the first two years of the operation of the legislation up to 8 December 2013, there were 6,707 lodgements involving an intervention order in South Australian Courts. The type of lodgement could not be determined for two lodgements, which were excluded from further analysis. Of the 6,705 remaining lodgements, 5,920 lodgements were for new intervention orders, 535 were applications to *vary* an order and 174 were applications to *revoke* an order. Table 1 provides a summary of the different types of lodgements.

Lodgement type	Domestic	Non-domestic	Total	
Intervention Order			No.	%
Police Interim	2,914	344	3,258	48.6
Police application	1,687	727	2,414	36.0
Person application *	125	123	248	3.7
Total	4,726	1,194	5,920	88.3
Variation to Intervention Order **				
Police application	NA	NA	419	6.2
Person application	NA	NA	99	1.5
Defendant application	NA	NA	17	0.3
Total	NA	NA	535	8.0
Revoke Intervention Order				
Police application	NA	NA	47	0.7
Person application	NA	NA	86	1.3
Defendant application	NA	NA	41	0.6
Total	NA	NA	174	2.6
Other				
Tenancy Order	NA	NA	1	0.0
Register Foreign Order	NA	NA	75	1.1
Total	NA	NA	76	1.1
TOTAL	4,726	1,194	6,705	100.0

* Includes one application by child (domestic). ** Excludes verbal applications to vary an intervention order or applications to substitute an interim order.

¹ Lodgement data were extracted from the CAA's CrimCase database on 14 February 2014. Breach data were extracted from the Justice Data Warehouse (Case & Penalty Summary Tables) on 3 March 2014.

As shown in Table 1, the most common type of lodgement was for a police issued interim order (PIIO), (48.6%), followed by a police application for an intervention order (36.0%).

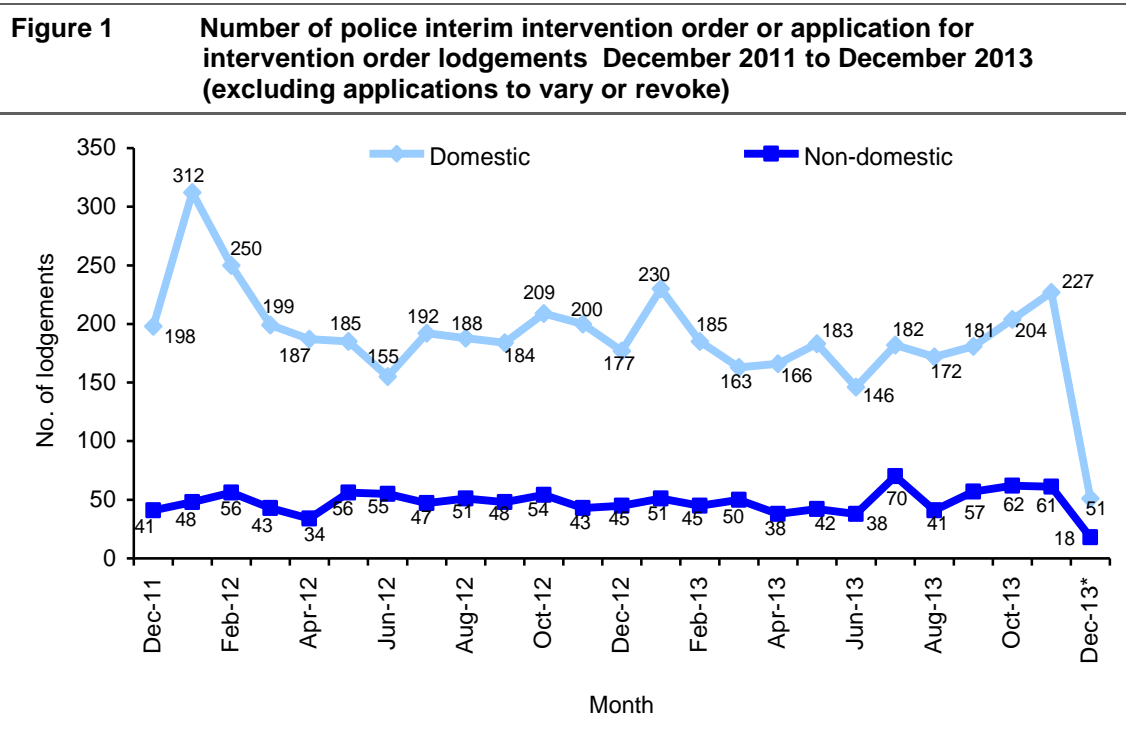
While the majority of lodgements for an intervention order were for domestic abuse (4,726 or 79.8%), person applications were equally divided between domestic and non-domestic abuse (125 and 123 respectively). Police lodgements for domestic abuse were more likely to involve an interim intervention order (2,914 out of 4,601 or 63.3%), while police lodgements for non-domestic abuse were more likely to involve a court application (727 out of 1,071 or 67.9%).

It was not possible to identify whether the applications to vary or revoke an order involved domestic or non-domestic abuse. In addition, the figure of 535 does not include verbal applications to vary an intervention order, or applications to substitute an interim intervention order. It is expected that the total number of verbal and written applications to change of the terms of an order, either by variation or substitution, would be higher than this figure.

Seventy-five lodgements involved a request to register a Foreign Order. There was only one lodgement for a Tenancy Order. However, as noted below, a Tenancy Order was considered in four lodgements of an application for an intervention order.

Intervention order lodgements per month

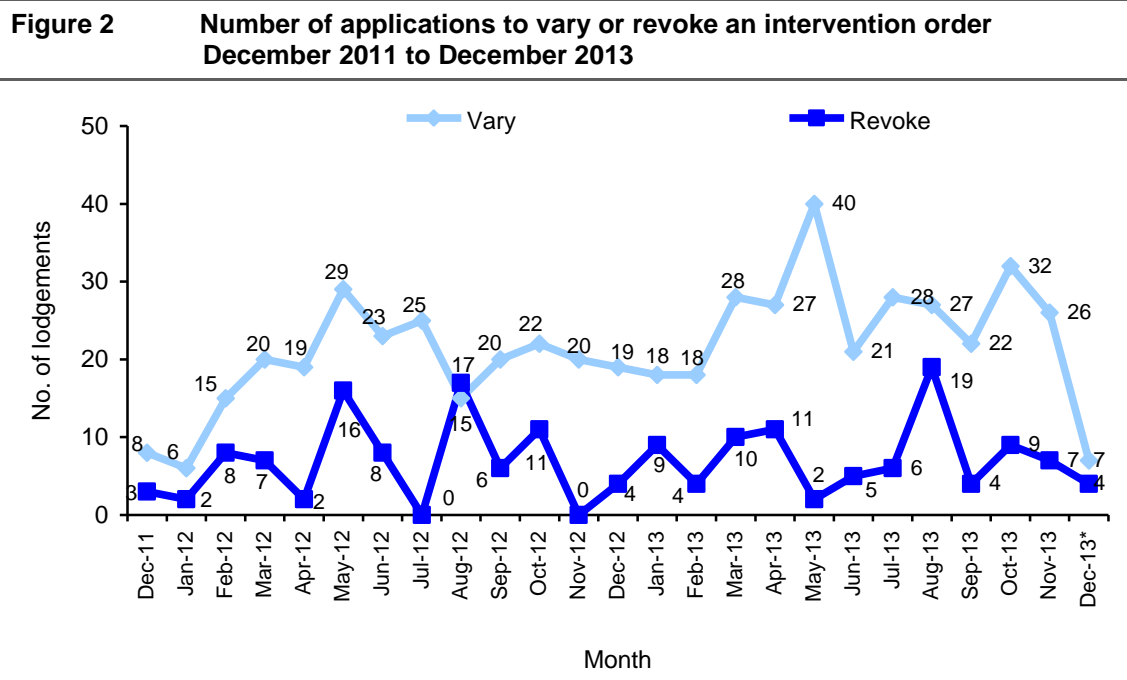
Figure 1 illustrates the number of court lodgements for an intervention order per month from the commencement of the new legislation up to 8 December 2013. The number of domestic intervention order lodgements varied between 146 (June 2013) and 312 (January 2012), with a monthly mean² of 195 (SD=34.2). The number of non-domestic intervention order lodgements per month was much lower and more stable than domestic orders, ranging between 34 (April 2012) and 70 (July 2013), with a mean of 49 (SD=8.7). The monthly average for domestic intervention orders was substantially higher than the average of 61 recorded for domestic violence restraining order applications in the years 2010 and 2011, prior to the legislative change. There was little difference in the monthly average for non-domestic intervention orders compared with similar orders prior to December 2011 (49 compared with 54).



* December figure only includes lodgements up to 8 December 2013.

² Mean and Standard deviation excludes lodgements in December 2013.

Figure 2 shows the number of applications per month to vary or revoke an intervention order, up to 8 December 2013. The number of applications to vary an order ranged between 6 and 40 per month (mean=22 SD=7.3), compared with between 0 and 19 per month for applications to revoke (mean=7, SD=5.1).



* December figure only includes lodgements up to 8 December 2013.

Sitting Location

Table 2 shows the first court sitting location for intervention order lodgements up to December 2013. Approximately two-thirds (68.5%) were made in a metropolitan court.

The metropolitan court with the highest number of lodgements was Elizabeth (n=1,021, 25.2% of metropolitan lodgements and 17.2% of all lodgements), while Port Augusta had the highest number of lodgements for a non-metropolitan court (n=246, 13.2% of non-metropolitan lodgements and 4.2% overall).

Tables 3 and 4 show the first sitting location for applications to vary or revoke an intervention order respectively. Elizabeth, Adelaide and Port Adelaide Magistrates Courts had the highest number of 'vary' applications overall. A similar proportion of applications to vary an order were dealt with in a metropolitan court as new intervention order applications (71.0% compared with 68.5%).

Adelaide had the highest number of 'revoke' applications overall. Approximately three-quarters (74.7%) of revoked applications were made in a metropolitan court.

Table 2 First sitting location of intervention order lodgements (excluding applications to vary or revoke)			
Court Location	Number of Lodgements	% of Metro / Non-Metro	% of Total
Metro			
Elizabeth	1,021	25.2	17.2
Adelaide	923	22.8	15.6
Holden Hill	812	20.0	13.7
Christies Beach	564	13.9	9.5
Port Adelaide	538	13.3	9.1
Mount Barker	199	4.9	3.4
Metro Total	4,057	100.0	68.5
Non-Metro			
Port Augusta	246	13.2	4.2
Whyalla	224	12.0	3.8
Murray Bridge	206	11.1	3.5
Port Pirie	169	9.1	2.9
Mount Gambier	163	8.7	2.8
Berri	150	8.1	2.5
Kadina	148	7.9	2.5
Port Lincoln	136	7.3	2.3
Ceduna	112	6.0	1.9
Victor Harbor	71	3.8	1.2
APY Lands*	59	3.2	1.0
Tanunda	37	2.0	0.6
Kingscote	23	1.2	0.4
Clare	22	1.2	0.4
Naracoorte	17	0.9	0.3
Roxby Downs	17	0.9	0.3
Maitland	16	0.9	0.3
Cooper Pedy	15	0.8	0.3
Peterborough	11	0.6	0.2
Bordertown	6	0.3	0.1
Waikerie	5	0.3	0.1
Yalata	5	0.3	0.1
Millicent	4	0.2	0.1
Leigh Creek	1	0.1	0.0
Non-Metro Total	1,863	100.0	31.5
Total	5,920		100.0

*Includes Amata, Mimili, Ernabella, Indulkana, Fregon and Pipalyatjara

Table 3 First sitting location of applications to vary an intervention order			
Court Location	Number of Lodgements	% of Metro / Non-Metro	% of Total
Metro			
Elizabeth	136	35.8	25.4
Adelaide	70	18.4	13.1
Port Adelaide	63	16.6	11.8
Christies Beach	45	11.8	8.4
Holden Hill	44	11.6	8.2
Mount Barker	22	5.8	4.1
Metro Total	380	100.0	71.0
Non-Metro			
Port Augusta	23	14.8	4.3
Murray Bridge	21	13.5	3.9
Port Pirie	18	11.6	3.4
Berri	17	11.0	3.2
Mount Gambier	17	11.0	3.2
Whyalla	14	9.0	2.6
Port Lincoln	13	8.4	2.4
APY Lands*	7	4.5	1.3
Kadina	5	3.2	0.9
Victor Harbor	5	3.2	0.9
Ceduna	3	1.9	0.6
Clare	3	1.9	0.6
Tanunda	3	1.9	0.6
Cooper Pedy	2	1.3	0.4
Kingscote	1	0.6	0.2
Naracoorte	1	0.6	0.2
Peterborough	1	0.6	0.2
Waikerie	1	0.6	0.2
Non-Metro Total	155	100.0	29.0
Total	535		100.0

*Includes Amata, Ernabella and Indulkana.

Table 4 First sitting location of applications to revoke an intervention order			
Court Location	Number of Lodgements	% of Metro / Non-Metro	% of Total
Metro			
Adelaide	41	31.5	23.6
Port Adelaide	22	16.9	12.6
Elizabeth	22	16.9	12.6
Holden Hill	22	16.9	12.6
Christies Beach	19	14.6	10.9
Mount Barker	4	3.1	2.3
Metro Total	130	100.0	74.7
Non-Metro			
Whyalla	11	25.0	6.3
Murray Bridge	7	15.9	4.0
Mount Gambier	5	11.4	2.9
Port Pirie	5	11.4	2.9
Berri	4	9.1	2.3
Kadina	3	6.8	1.7
Port Lincoln	3	6.8	1.7
Millicent	2	4.5	1.1
Port Augusta	2	4.5	1.1
APY Lands (Mimili)	1	2.3	0.6
Tanunda	1	2.3	0.6
Non-Metro Total	44	100.0	25.3
Total	174		100.0

Youth Court

Very few of the 6,705 lodgements involved the Youth Court: 111 or 1.7%. Of these, 61 (55.0%) related to a PIIO and 35 were police applications for an intervention order. In contrast to the other courts, there was a more modest difference between the number of domestic and non-domestic orders (57 and 39 respectively). There were 12 applications to vary an order (nine by police) and three applications to revoke an order.

Other orders

Seventy-four of the 75 applications to register a Foreign Intervention Order were made in the Adelaide Magistrates Court (one was made at Port Adelaide). The single application for a Tenancy Order was lodged at Adelaide.

Court outcomes

Court outcomes for the intervention order lodgements were determined using the 'Event Outcome' and 'Outcome Component' fields in the data provided by the CAA. For the purpose of this analysis, a lodgement was considered finalised if no future court dates were listed. Lodgements with future court dates scheduled were considered unfinalised and were excluded from further analysis.

It is noted that a number of matters with no future court dates listed still had an *interim* order in place at the last recorded hearing, rather than a final outcome of confirmed or revoked. These matters were included in the analysis as, from an outcome perspective, they indicate that a person was under the protection of an order, regardless of its status as interim or confirmed.

Police interim intervention orders

Of the 3,258 lodgements relating to a police interim intervention order made by 8 December 2013, 2,990 had no pending court dates listed. Of these:

- 1,471 (49.2%) had an order confirmed (or application granted). Of these, 10 were later revoked;
- 20 (0.7%) had a record of an interim order only, generally while the matter was adjourned for further actions (for example, to seek legal advice). Of these, 2 lodgements recorded the defendant as deceased at the final hearing;
- 641 (21.4%) had a record of an order varied indicating an order was still in place;
- 790 (26.4%) were revoked. Of these, 486 (61.5%) were revoked immediately while the remainder were revoked after a number of court hearings;
- 34 (1.1%) had no direct mention of revocation, but were recorded as dismissed or withdrawn; and
- 34 (1.1%) had no outcome recorded relating to an intervention order.

Overall, 2,122 of the 2,990 'finalised' lodgements for a police interim intervention order (71.0%) had an interim or confirmed order in place at the last hearing for the matter.

Applications for an intervention order

Up to 8 December 2013 there were 2,662 applications to the Court for an intervention order (including 2,414 by police and 248 by a person). Of these, 2,490 appeared finalised, (with no pending court dates listed), with the following outcomes:

- 1,549 (62.2%) had a record of an order confirmed or application granted. Of these, 6 were later revoked;
- 31 (1.2%) were initially recorded as an interim order only (i.e. while the matter was adjourned). Of these, 1 lodgement recorded the defendant as deceased at the final hearing;
- 371 (14.9%) had a record of an order varied indicating an order was in place;
- 302 (12.1%) indicated that an order was revoked. Of these, 29 (9.6%) were revoked immediately while the remainder were revoked after a number of court hearings;
- 234 (9.4%) had no direct mention of revocation, but were recorded as dismissed or withdrawn. This included 15 that were issued in error; and
- 3 (0.1%) had no outcome recorded relating to an intervention order.

Overall, 1,945 of the 2,490 lodgements (78.1%) had an interim or confirmed order in place at the last hearing for the matter.

Applications to vary an intervention order

There were 535 applications to vary an intervention order over the study period. Of the 513 matters which appeared finalised, 353 (68.8%) resulted in the order being varied. There were 110 applications that were dismissed or withdrawn (21.4%) and 42 (8.2%) where the recorded outcome was 'revoked'. A further six matters (1.2%) had no intervention order related outcome recorded.

Applications to revoke an intervention order

Of the 174 applications to revoke an intervention order, 169 appeared finalised. Of these, 62.7% had the order revoked, while 36 applications (21.3%) were dismissed or withdrawn. The remaining 27 matters (16.0%) had the outcome varied.

Youth Court outcomes

Of the 111 Youth Court lodgements, six matters did not appear finalised. Of the remaining 105 lodgements, 72 (68.6%) had an order in place by the final hearing. A further 24 (22.9%) were revoked (14 of these immediately) and eight applications were dismissed or withdrawn.

Tenancy Order

The single application for a Tenancy Order was granted. In addition, for four cases involving an application for an intervention order there was a record of the 'intent to assign tenancy'. In three of these cases a Tenancy Order was granted.

Requests to Register a Foreign Order

Of the 75 requests to register a Foreign Order, one did not appear finalised. Of the remaining 74 lodgements, 52 (70.3%) were registered, 17 (23.0%) were dismissed or withdrawn, one (1.4%) was revoked, one (1.4%) had an Interstate Protection Order registered, and two (2.7%) had no outcome recorded relating to a Foreign Order.

Breaches

Under the legislation, there are two types of breach: section 31(1) contravene terms of an intervention order: Intervention Program and section 31(2) contravene terms of an intervention order: Other than programs. Section 31(1) breaches (generally relating to program non-attendance) have a maximum penalty of \$1,250 or an expiation fee of \$160. Section 31(2) breaches, involving contravention of any other term of an intervention order not relating to a program, have a maximum penalty of two years imprisonment. The following section examines the number of breaches against section 31 of the Intervention Orders (Prevention of Abuse) Act 2009 up to 8 December 2013, that were heard in the Magistrates Court. It therefore excludes section 31(1) breaches that were expiated.

Number and outcome of breach charges

As shown in Table 5, there were 2,959 cases involving a charge against section 31 of the Act, of which 2,064 (69.8%) were finalised by 8 December 2013. Of the finalised cases, the majority (1,652 or 80.0%) were for a section 31(2) breach, that is, they did *not* involve a breach of an Intervention Program.

The majority of breach charges had a finding of guilty (1,415 or 68.6%). This percentage was slightly higher for section 31(1) breaches (73.3%) compared for section 31(2) breaches (67.4%).

Just under one-third (31.3%) of breach charges were withdrawn, including 26.2% of section 31(1) charges and 32.6% of section 31(2) charges.

Table 5 Number of charges against section 31 of the *intervention orders (Prevention of Abuse) Act 2009* listed on finalised cases to 8 December 2013, according to outcome

Outcome	Type of breach					
	31(1)*		31(2)^		Total	
	No.	%	No.	%	No.	%
Guilty	302	73.3	1,113	67.4	1,415	68.6
Not guilty: mental illness/condition	2	0.5	1	0.1	3	0.1
Not guilty	0	0.0	0	0.0	0	0.0
No case to answer	1	0.2	4	0.2	5	0.2
Withdrawn	107	26.0	534	32.3	641	31.1
Total charges	412	100.0	1,652	100.0	2,064	100.0

* Contravene terms of an intervention order: Intervention Program

^ Contravene terms of an intervention order: Other than programs

Notes. Guilty outcomes include: Convicted; Guilty without conviction; Found proved. Withdrawn outcomes include: Dismissed want of prosecution; Dismissed Summary Procedure Act; No action taken; Not proceeded with; White certificate; Withdrawn.

Penalties received for breach charges

It is not possible to provide meaningful data on the penalty received for an individual charge. This is due to the use of global sentencing, where one penalty is given for all charges in the same case, meaning it is not possible to attribute the penalty to any of the individual charges. To provide a more accurate assessment of penalties received for section 31 breaches, only the cases where a breach was the major charge convicted are provided.

Penalty information is based on a separate extract of data from the Justice Data Warehouse based on the counting rule mentioned above. Table 6 shows the major penalty for the 545 cases where a section 31 breach was the major charge convicted.

As shown, over two-thirds (43.5%) of cases where a section 31 breach was the major charge convicted received no penalty (including 46.7% of 31(1) breaches and 43.0% of 31(2) breaches). Over one-quarter (28.6%) received a fine as the major penalty and 17.4% received a bond. Direct imprisonment was the major penalty in less than 5.0% of cases, as was suspended imprisonment. According to the data, three cases involving a section 31(1) breach had imprisonment or suspended imprisonment as the major penalty. Given that the maximum penalty for this offence is a \$1,250 fine, it is possible that these cases reflect a data entry error, either in the type of penalty, or the type of breach.

Overall, this analysis suggests that most breaches were minor, with limited consequences.

Table 6 Number of finalised cases to 8 December 2013 where the major charge convicted was against section 31 of the *Intervention Orders (Prevention of Abuse) Act 2009* according to major penalty imposed

Major Penalty	Type of breach					
	31(1)		31(2)		Total	
	No.	%	No.	%	No.	%
Imprisonment	1*	1.3	18	3.8	19	3.5
Suspended Imprisonment	2*	2.7	22	4.7	24	4.4
Community Service Order	0	-	9	1.9	9	1.7
Bond	13	17.3	82	17.4	95	17.4
Fine	23	30.7	133	28.3	156	28.6
Other penalty	1	1.3	4	0.9	5	0.9
No penalty	35	46.7	202	43.0	237	43.5
Total	75	100.0	470	100.0	545	100.0

* Possibly a data entry error, as Section 31(1) of the Intervention Orders (Prevention of Abuse) Act 2009 provides for a maximum statutory penalty of \$1,250.

Summary of courts intervention order data

Number and type

In the first two years of the Intervention Orders (Prevention of Abuse) Act 2009, there were 6,707 lodgements in court relating to an intervention order. Of these, around half (48.6%) were police issued interim orders and just over one-third (36.0%) were police applications for an intervention order. Only a small number of lodgements involved an application by a person (3.7%).

Where the domestic or non-domestic type was known, 79.8% of the lodgements were recorded as domestic intervention orders. The monthly average for domestic intervention orders was substantially higher than the average of 61 recorded for domestic violence restraining order applications in the years 2010 and 2011, prior to the legislative change. There was little difference in the monthly average for non-domestic intervention orders compared with similar orders prior to December 2011 (49 compared with 54).

Location

Approximately two-thirds of lodgements for an intervention order (68.5%) were made in a metropolitan court. Given that the DVPP and WSCO service is currently only funded for defendants and protected persons living in the metropolitan area, this means that one-third of defendants and protected persons are not eligible for this service due to location.

A small number of lodgements (111 or 1.7% of the total) involved the Youth Court.

Outcomes

The majority of intervention order lodgements resulted in an interim or confirmed order being in place at the last recorded hearing for the matter (71.0% of police interim order lodgements and 78.1% of applications to court, 68.6% of Youth Court lodgements). Similarly, most applications to vary or revoke an intervention order were granted (68.8% and 62.7% respectively) and most Foreign Order registration requests were registered (70.3%).

Breaches

There were 2,064 cases involving a charge against section 31 of the Act in cases finalised up to 8 December 2013. Of these, the majority (1,652 or 80.0%) were for a section 31(2) breach, which did not involve a breach of an Intervention Program.

The majority of breach charges had a finding of guilty (1,415 or 68.6%). This percentage was slightly higher for section 31(1) breaches of the DVPP (73.3%) compared with section 31(2) breaches, which did not involve a program (67.4%).

Nearly half (43.5%) of the 545 cases where a section 31 breach was the major charge convicted received no penalty (including 46.7% of 31(1) breaches and 43.0% of 31(2) breaches). Over one-quarter (28.6%) received a fine as the major penalty and 17.4% received a bond. Only a small percentage of cases received a penalty of direct or suspended imprisonment (3.5% and 4.4% respectively).

2. Defendant and Protected Person Profile

This section summarises the demographic characteristics of defendants and protected persons from intervention orders issued in the first two years of the legislation, up to 8 December 2013, using SAPOL data.

In the first evaluation report this information was obtained from a random sample of 216 de-identified interim intervention order forms provided by SAPOL. However, that analysis was limited to police *interim* intervention orders only and excluded police applications to the court. In addition, the labor intensive nature of the de-identification and data entry process precluded the use of a large sample. For the third report, protected person and defendant demographic information was obtained from police incident and apprehension databases respectively.

Data source

SAPOL is the only agency which holds easily accessible electronic records of the demographic details of intervention order defendants and protected persons. However, there is no single database within SAPOL that records all details of intervention orders applied for or issued by police (for example, both defendants and protected persons).

For the following analysis, SAPOL provided three datasets covering the period 9 December 2011 to 8 December 2013. The first dataset was extracted from the police *apprehensions* database, which lists the apprehension report number relating to an intervention order and the type of intervention order (e.g. interim or police application to court; domestic or non-domestic). As well as providing general information about the defendant involved in the apprehension report, the first dataset included the number of the Police Incident Report or Domestic Violence report that instigated the apprehension.

The second dataset provided by SAPOL was extracted from the police *incident report* database, based on the Police Incident Report numbers included in the first (apprehensions) dataset. This dataset included the Police Incident Report number, the demographic details of the victim listed on the report (i.e. the protected person) and, if applicable, the details of other offences recorded at the same time.

The third dataset consisted of (victim-based) domestic violence reports linked to an intervention order over the period. These were combined with the second dataset to make a complete record of information relating to protected persons.

It should be noted that police incident reports only refer to one victim (i.e. the protected person). Where an intervention order lists more than one protected person (for example, the defendant's partner as the primary protected person, and their children as additional protected persons) it is not conclusive from the data provided how these are recorded. It generally appears that only the primary protected person is listed. It is possible, however, that other protected persons, such as other adult family members, may be listed on a separate police incident report.

Defendants and protected persons listed on intervention orders that originated in the courts are not included on the police databases and are therefore not included in the following analysis.

Results

Number and type of Intervention Orders originated by police

For the first two years of the legislation, there were 5,413 police records related to interim intervention order issuances or applications³. The majority of intervention orders recorded by police in this period were domestic (85.3%) and just over half (51.6%) were by application to the court rather than a police issued interim order.

Defendant characteristics⁴

Age and sex

As shown in Table 7, the defendants in the 5,413 records were predominantly male (4,898 or 90.5%) and aged between 25 to 44 years (61.3%). The youngest defendant was aged 12 and the oldest 87 years.

There was little overall difference in age between defendants according to sex (mean age of 35.1 and 36.3 years for males and females respectively). However, female defendants were less concentrated than males in the 25 to 34 age range, with a slightly higher percentage than males in the 45 to 54 years age groups. There was also little difference in the age of the defendant according to whether the intervention order related to domestic or non-domestic abuse. Defendants for domestic intervention orders had mean age of 35.0 (SD⁵ 10.8) which was very similar to the mean age of 36.6 (SD 13.3) for non-domestic order defendants (figures not shown).

Age Group	Male		Female		Total	
	No.	%	No.	%	No.	%
12 to 14	9	0.2	2	0.4	11	0.2
15 to 17	88	1.8	15	2.9	103	1.9
18 to 24	732	14.9	82	15.9	814	15.0
25 to 34	1,638	33.4	128	24.9	1,766	32.6
35 to 44	1,404	28.7	148	28.7	1,552	28.7
45 to 54	653	13.3	83	16.1	736	13.6
55 to 64	177	3.6	31	6.0	208	3.8
65 to 74	48	1.0	4	0.8	52	1.0
75+	13	0.3	2	0.4	15	0.3
Unknown	136	2.8	20	3.9	156	2.9
Total	4,898	100.0	515	100.0	5,413	100.0
Mean (SD)	35.1	(11.1)	36.3	(12.2)	35.2	(11.2)
Median	34		36		34	
Range	12-87		14-84		12-87	

³ For the purposes of this section, the number of intervention orders/defendants was determined by counting each unique defendant record (JIS PIN) with a unique incident date and or a unique apprehension report. Similarly, the number of protected persons was determined by counting each unique victim PIN with a unique incident date and/or police incident report.

⁴ Excludes defendants for intervention orders originating in the courts.

⁵ SD is the Standard Deviation

Location - suburb

Of the 5,256 records where the home suburb of the defendant was recorded, 3,258 (62.0%) were from an Adelaide metropolitan suburb, 1,921 (36.5%) were located outside the metropolitan area and 77 (1.5%) had an interstate or overseas address.

Employment status

Of the 4,689 defendants where information was recorded, 2,001 (42.7%) were unemployed. There were 237 defendants (5.1%) listed as pensioner/retired and 171 recorded as student, including 109 from school and 59 from university/TAFE (3.6% overall).

Other characteristics

No information was available from the SAPOL apprehension dataset regarding the Indigenous status of the defendants or the relationship of the defendant to the protected person. (Note: relationship information was provided in the Incident Report data - discussed in the next section).

Protected person characteristics

Information on protected persons was obtained from the police incident report or domestic violence report datasets provided by SAPOL. Specifically, information was provided on all police incident reports that were recorded against an apprehension report in the apprehensions dataset. It is noted, however, that a number of records in the apprehensions dataset were missing the corresponding incident report number. Overall, information was available for 4,371 protected persons, which is much lower than the 5,413 defendants indicated in the apprehension dataset.

It is not clear why some apprehension reports are missing a link to the PIR of the victim. It is therefore not known whether the extract and the following analysis of protected persons is representative of all protected persons involved in an intervention order over the reporting period.

Profile of protected persons

As shown in Table 8, around nine in 10 protected persons in the dataset in the first two years of operation (where information was available) involved a female (3,893 or 90.9%).

Sex of primary protected person	Police Incident Report		Domestic Violence Report		Total	
	No.	%	No.	%	No.	%
	Male	375	9.0	13	12.5	388
Female	3,802	91.0	91	87.5	3,893	90.9
Total*	4,177	100.0	104	100.0	4,281	100.0

*Excludes 90 PIR intervention orders where sex was not recorded.

The Indigenous status of the primary protected person was recorded for 4,169 of the 4,371 protected persons, based on the Standard Indigenous Question asked by police. Overall, 690 primary protected persons identified as Aboriginal (16.6%), eight identified as Torres Strait Islander and a further three identified as Aboriginal/Torres Strait Islander.

The age of the primary protected person was recorded on 4,280 incident reports, including 752 police reports and 251 DV reports. The age of the primary protected person ranged between less than 1 year and 78 years, with a mean age of 33.0.

Table 9 shows the age group of the primary protected person by sex. The most common age group for primary protected persons was 25 to 34 years, representing 34.5% of all primary protected persons, 35.8% of female protected persons and 21.7% of males. Female primary protected persons were less likely than males to be aged under 18 (4.2% compared with 14.2%) and over 45 years (13.9% compared with 31.5%). The mean age was higher for male protected persons (36.4 years) than female protected persons (32.7 years).

Age Group	Sex				Total	
	Male		Female		No.	%
	No.	%	No.	%		
0-5	11	2.8	14	0.4	25	0.6
6-10	15	3.9	13	0.3	28	0.7
11-17	29	7.5	136	3.5	165	3.9
18-24	37	9.6	822	21.1	859	20.1
25-34	84	21.7	1,393	35.8	1,477	34.5
35-44	89	23.0	972	25.0	1,061	24.8
45-54	77	19.9	410	10.5	487	11.4
55+	45	11.6	133	3.4	178	4.2
Total*	387	100.0	3,893	100.0	4,280	100.0
Mean (SD)	36.4	(15.8)	32.7	(11.1)	33.0	(11.6)

*Excludes 90 PIR intervention orders where sex was not recorded and 1 order where age was not recorded.

Language

The language spoken at the home of the protected person was recorded only for those intervention orders which also had a police incident report. This information was also missing for 91 PIR related orders and a further 17 indicated that they were not able to ask. Overall, information on language was available for 4,159 intervention orders. English was the major language spoken at home for almost all of the primary protected persons (89.4%), followed by Australian Indigenous (5.3%) and Vietnamese (0.5%). Other languages, including Arabic, Dari, Mandarin, Persian, Polish and Russian, made up 2.0% of orders.

Relationship of protected person to defendant

The relationship of the protected person to the defendant was recorded for 4,369 protected persons. As shown in Table 10, half (50.1%) of the protected persons recorded by police were the partner or spouse of the defendant, while nearly two-in-five (39.3%) were ex-partner/spouse. In a further 8.7% of orders the protected person was otherwise related to the defendant, with only 1.2% involving friends or acquaintances.

Relationship	No.	%
Partner/Spouse	1,717	39.3
Ex-partner/spouse	2,188	50.1
Parent/Step parent	158	3.6
Son/Daughter (incl. step)	147	3.4
Sibling/step-sibling	37	0.8
Other family	39	0.9
Partner/ex-partner of family member	22	0.5
Friend(or ex)/Acquaint/Neighbour	51	1.2
Other	10	0.2
Total	4,369	100.0

Note: excludes 2 orders where relationship was not recorded.

Other family includes cousin, niece/nephew, aunt/uncle, and grandchild. Other includes carer, worker/employee, doctor/nurse, teacher/lecturer.

Location - Local Government Area

Table 11 shows the ten most common LGA locations for the primary protected person recorded up to 8 December 2013, where information was available. These locations accounted for nearly two-thirds of all interim intervention orders in the period (62.2%).

LGA	No.	%
Onkaparinga (C)	524	12.0
Playford (C)	472	10.8
Port Adelaide Enfield (C)	399	9.2
Salisbury (C)	346	7.9
Charles Sturt (C)	251	5.8
Tea Tree Gully (C)	166	3.8
Marion (C)	157	3.6
Port Augusta (C)	142	3.3
Murray Bridge (RC)	127	2.9
Whyalla (C)	122	2.8

Overall, around one-third (34.5%) of the protected persons were from a non-metropolitan location.

Offences associated with police intervention orders records

The 4,371 incident reports which recorded the protected person details were associated with 6,099 offences. Overall, 90 (2.1%) intervention orders were not associated with any offences, while 3,055 (69.9%) were associated with only one. A further 19.9% had two and 5.3% had three. There were 124 intervention orders (2.8%) that were linked to four or more offences (maximum of ten).

Table 12 shows the type of offences associated with intervention orders. The most common offence was *aggravated assault against child or spouse (no weapon)*, accounting for more than one-quarter (26.4%) of all associated offences. This was followed by *commit assault* (14.7%) and *damage property* (8.1%).

Offence description	No.	%
Contravene terms of intervention order (other than program)	1,654	27.1
Aggravated assault against child or spouse (no weapon)	1,608	26.4
Commit assault	896	14.7
Damage property (including six for graffiti)	497	8.1
Contravene terms of intervention order (intervention programs)	457	7.5
Threaten to kill	136	2.2
Sexual offences	123	2.0
Dishonestly take property without owner's consent	94	1.5
Fail to comply with bail agreement	90	1.5
Trespass or unlawfully on premises	80	1.3
Serious criminal trespass	73	1.2
Threaten to harm	70	1.1
Stalking	67	1.1
Use carriage service in harassing or offensive way (including 4 to make threat to kill or cause serious harm)	50	0.8
Total offences	6,099	100

Location type

A location type was recorded for 4,369 of the 4,371 incidents that resulted in an intervention order. Of these, most involved a residence (78.0%, including 6.6% in the yard or driveway of the residence). A further 10.4% of incidents leading to an intervention order were recorded as occurring on a street or footpath.

Defendant and protected person profile summary

There is no single database which records all the details listed on an intervention order (such as the defendant, all protected persons listed and the conditions of the order). Instead, demographic information was obtained from police apprehensions data (for the defendant) and police incident report data (for the protected person). These sources exclude persons who apply directly to court for an intervention order. Data were also not available for police incident reports not linked to an apprehension report, reducing the number of protected person records available for analysis.

Police apprehension data in the first two years of the legislation found that intervention order defendants were predominantly male (4,898 or 90.5%) and aged between 25 to 44 years (61.3%). Consistent with the court location data examined in the previous section, over one-third (36.5%) were located outside of the metropolitan area. Given that the DVPP is currently only funded for metropolitan based defendants, this represents a substantial gap in service provision for both defendants and protected persons.

Nine in 10 protected persons recorded on available police incident reports involved a female primary protected person (3,893 or 90.9%). The age of the primary protected person ranged between less than 1 year and 78 years, with a mean age of 33.0 years.

Half were recorded as the partner or spouse of the defendant (50.1%), while nearly two-in-five (39.3%) were ex-partner/spouse. Only 1.2% of orders involved friends or acquaintances of the protected person. It should be noted, however, that police incident reports include only one victim, which in most cases will equate to the primary protected person. This means that some persons listed on an intervention order (for example children of the primary protected person) are not included in the analysis.

Based on the Standard Indigenous Question asked by police, 16.6% of protected persons identified as Aboriginal, eight identified as Torres Strait Islander and a further three identified as Aboriginal/Torres Strait Islander. Where recorded, English was not the major language spoken at home for 10.6 percent of protected persons.

Overall, despite some limitations, the demographic profile of defendants and protected persons based on police data is consistent with expectations.

3. Domestic Violence Perpetrator Program Profile

The Intervention Orders legislation provides Magistrates with the option to refer a defendant for assessment to the Domestic Violence Perpetrator Program (DVPP). If the defendant meets the eligibility criteria and is deemed suitable, the Magistrate may then mandate the defendant to participate in the program. The program is only available to male defendants in the metropolitan area who have an intervention order restricting them from contact with their domestic partner (female).

The DVPP is a workbook based group program, derived from Correctional Counselling Incorporated's "Bringing Peace to Relationships" program. It takes a minimum of 24 weeks to complete and is delivered by accredited facilitators from DCS in a group setting. The program uses Moral Reconciliation Therapy to explore and attempt to change defendants' existing attitudes and thoughts towards domestic abuse.

This section analyses data from the CAA and DCS on defendants referred to the DVPP. It includes a summary of defendants from the referral and assessment stage through to participation on the program.

The CAA and DCS provided the following sources of data for the analysis:

- An extract of the CAA's CARDS database of all defendants who were referred for participation in the DVPP from commencement of the initiative to 24 March 2014;
- Courts Assessor administration records with additional information on attendance, assessment outcomes, and reasons for non-referral to the program;
- A random sample of 51 Abuse Prevention Intervention Program Assessment Reports of defendants not recommended for participation in the program;
- DCS records of 10 randomly selected defendants who completed the DVPP for case studies;
- Baseline and follow-up surveys of DVPP participants.

The data was entered into Excel and SPSS to enable an analysis of the following:

- A profile of defendants referred for assessment for the DVPP;
- The characteristics of defendants not assessed as suitable for participation in the program and reasons for non-referral;
- A profile of program participants including length of time in the program and reasons for not completing the program;
- Case studies of 10 randomly selected defendants who completed the program to provide insight into any changes in attitudes and behaviour gained through participation in the program.

Referrals to the Domestic Violence Perpetrator Program

Data on the number of referrals to the Domestic Violence Perpetrator Program was extracted from the CAA's CARDS database from 9 December 2011 to 24 March 2014. In total, 917 defendants were referred by a Magistrate to attend a court assessment to determine their suitability for participation in the DVPP. This appears to be a relatively low number, given the number of domestic intervention orders issuances in the metropolitan area over the same period (estimated at 2,185⁶).

Due to the limited information about eligibility contained in the extract, the CAA provided additional manual records on the assessment process and outcomes of defendants referred to the DVPP. Data was supplied from the beginning of the initiative through to 31 December 2013. However, due to incomplete information recorded in the first few months, the following analysis is based on records over a 22 month period from 1 March 2012 to 31 December 2013.

In addition, the CAA also provided a random sample of 51 de-identified Assessment Reports of defendants who were not recommended to participate in the DVPP over the same period. The purpose of this analysis was to identify if there were any common barriers to DVPP entry that may need to be addressed.

Counting Rules

Outcomes are reported based on the last scheduled assessment date per defendant. If a defendant was recorded as having been referred to the program multiple times, only the outcome of the last scheduled date is reported. If the defendant was rescheduled multiple times to attend an assessment, only the outcome for the last final scheduled appointment is reported on (including those still pending assessment).

Results

Table 13 shows that between 1 March 2012 and 31 December 2013, 753 individuals were referred by a Magistrate to be assessed for suitability to engage in the DVPP. Of those referred, the majority (N = 511, 67.9%) attended their scheduled assessment. Around one-quarter of defendants failed to attend any scheduled assessments (N=195, 25.9%), and 32 defendants (4.3%) were still pending assessment. No assessment information was noted for 15 individuals (2%).

	Number	%
Attended	511	67.9
Did not attend	195	25.9
Pending assessment	32	4.3
Not specified	15	2.0
Total	753	100.0

6 Based on 4,726 domestic IO lodgements, of which, 90% involved an intimate partner or ex-partner, 68.5% were from the metropolitan area and approximately 75% were in place as an interim or confirmed order at the last court hearing for the order.

Of those who attended an assessment, two-thirds (65.9%, N=337) were recommended for acceptance on to the program. One-third (33.7%) were not recommended for the program and two defendants had no assessment outcome recorded (0.4%).

	Number	%
Accepted	337	65.9
Not accepted	172	33.7
No outcome documented	2	0.4
Total	511	100.0

Table 15 summarises the reasons why those defendants who were assessed were not recommended for participation in the program. In just under one-third of cases (31.4%, N=54), the reason for non-acceptance on to the program was not recorded. Around three-in-ten (30.8%, N=53) were not recommended due to the defendant being considered ineligible against the selection criteria outlined in the Intervention Response Model. Nine defendants (5.2%) were referred to another program and a further eight did not have a condition to attend documented on the IIO (4.7%). Nearly one-quarter (22.7%, n=39) were not accepted for 'other' reasons. This category included employment conflicts, denial of the incident, already participating in other treatment, or for attitude/behavioural reasons.

	Number	%
No reason documented	54	31.4
Ineligible against the selection criteria (e.g. poor literacy, resided outside the metro area)	53	30.8
Referred to another program	9	5.2
No condition to attend documented on IIO	8	4.7
Order dismissed/ revoked or contested	7	4.1
Breached Order	2	1.2
Other (e.g. employment conflicts, already undergoing treatment, denial of incident)	39	22.7
Total	172	100.0

A further breakdown of the 53 ineligible defendants revealed the following:

- Around half had literacy or cognitive limitations that would limit their ability to engage in the DVPP (N=27, 50.9%);
- One-quarter (26.4%, N=14) resided outside of the Adelaide metropolitan area;
- In four cases the protected person was not an intimate partner of the defendant (7.5%);
- Three defendants (5.7%) were on bail or in custody; and
- In five cases (9.4%), the reason for ineligibility was not documented.

Summary

Analysis of the Courts Assessor records between March 2012 and December 2013 show that the majority of the defendants mandated for assessment for the DVPP did attend their appointment. Of the 511 defendants who were assessed by the Courts Assessors approximately two-thirds (65.9%) were recommended for participation in the program.

Where recorded, the most frequently reported reason why defendants were not recommended was because they did not meet the criteria for participation. This included having a cognitive or literacy impairment, or residing outside of the Adelaide metropolitan area.

The number of IO defendants referred for assessment since December 2012, was relatively low, given the high number of metropolitan domestic IOs that were issued in the same period (917 referrals from approximately 2,185 relevant issuances). This may warrant further investigation to ensure that all eligible defendants have the opportunity to access the DVPP (and subsequently that all associated protected persons have the opportunity to receive the services of a Women's Safety Contact Officer).

Court Assessor Clinical Reports

Further information on the characteristics of defendants not recommended by Courts Assessors to engage in the DVPP was obtained from a random sample of 51 clinical assessment reports. Most reports provided a summary of the incident that led to the referral to the DVPP and the characteristics of the defendant. This included his level of cooperation at assessment, any insight into his behaviour, related issues such as drug and alcohol use or mental health issues, and the offending history of the defendant. The reports also contained information on any other types of treatment or support programs considered more appropriate, and reasons why the defendant was not recommended for participation in the DVPP.

The clinical assessment report is provided to the Magistrate presiding over the case for their consideration as to whether to mandate the defendant to the DVPP or not. It should be noted that a Magistrate can mandate the defendant to participate in the DVPP irrespective of whether the defendant was assessed as suitable or not.

The results from the analysis of a sample of Clinical Assessment reports is summarised below. Some reports documented more than one rationale to explain why the defendant was not recommended to participate in the program, thus the sum of reasons will exceed the total number of reports analysed. It was found that:

- 13 defendants were not recommended due to work and carer commitments. This included defendants employed in the transport industry, fly-in-fly-out roles or who were self-employed;
- 12 defendants denied or challenged the allegations and were not recommended by the assessor as suitable for the program for this reason;
- Nine defendants were not recommended because of psychological or behavioural issues, including addiction issues;
- Seven defendants reported or were observed to have literacy and comprehension limitations that would impact on their engagement in the program and ability to complete tasks in the program book;
- Six defendants were Aboriginal and were recommended to be referred to contact the KWY Aboriginal men's program;
- Four defendants independently sought assistance from a psychologist or counsellor, and assessors considered participation in the DVPP would be duplicating services the defendant already receives;

- In three assessments the defendant would not disclose any information to the assessor about the incident, why he has an IIO or any history in order for the courts assessors to fairly assess if the defendant is suitable for the program;
- Five defendants were not recommended for other reasons including that the IIO was not protecting an intimate partner, lack of transport options to enable attendance, or the defendant was relocating outside of South Australia.
- A total of 23 defendants in the sample (45.1%) were recommended for participation in other programs outside of the DVPP. The majority (13, 56.5%) were recommended to seek assistance through programs offered through Uniting Communities and six were referred to the Kornar Winmil Yunti (KWY) Aboriginal Men's Program.

Overall, the most common barrier to recommended participation was work and carer commitments (one-quarter of the sample). This suggests a need for a flexible program option (in addition to the current DVPP) which may also be useful for the substantial number of non-metropolitan defendants who are not eligible for the program.

Profile of DVPP participants

This section provides a profile of defendants who were accepted on to the DVPP. It is based on manual records maintained by the DCS Facilitators and an extract of the CARDS Database from the CAA.

Counting Rules

The DCS and CAA data were joined based on each individual's date of birth and episode number. It should be noted that there were defendants who only appeared in the CARDS database and did not match any records in the DCS file. This is possibly due to differences in the date of birth recorded for the same defendant between the two data sources. These individuals were retained in the final data set after it was confirmed with the CAA that these defendants had participated in the program and the record was not a duplicate one.

DCS records contained a number of instances where a defendant stopped and then re-started the program. To account for this, a defendant was only counted as having a repeat episode on the program if he also re-attended an assessment for the program.

The following analysis is based on defendants accepted on to the program between 9 December, 2011 and 4 March 2014⁷. This included a total of 403 defendants.

Source of referral

As shown in Table 16, between December 2011 and March 2014, 403 defendants were referred and accepted on to the DVPP, including seven defendants who participated twice. The majority of defendants were referred from Elizabeth Magistrates Court (124, 30.8%), Adelaide Magistrates Court (109, 27.1%) and Christies Beach Magistrates Court (73, 18.1%).

⁷ This is the latest date that data was available from DCS.

Table 16 Number of defendants accepted on to the DVPP by Magistrates Court, December 9, 2011 to March 4, 2014

Court	Number of Referrals	%
Elizabeth Magistrates Court	124	30.8
Adelaide Magistrates Court	109	27.1
Christies Beach Magistrates Court	73	18.1
Holden Hill Magistrates Court	44	10.9
Port Adelaide Magistrates Court	34	8.4
Mount Barker Magistrates Court	12	3.0
Port Augusta Magistrates Court*	4	1.0
Victor Harbor Magistrates Court	1	0.3
Murray Bridge Magistrates Court	1	0.3
Whyalla Magistrates Court	1	0.3
Total	403	100.0

*All four defendants referred from Port Augusta Magistrates Court were Aboriginal and referred to participate in the KWY Aboriginal Men's program.

Description of participants

Age of defendants

Date of birth and referral date was recorded for 400 of the 403 defendants. Table 17 details the age range of defendants based on the date of referral to the program. The average age of defendants was 34 years, and the majority of defendants were aged between 25 and 44 years of age (295, 73.8%). Only eight (2.0%) defendants were aged over 55 years of age, with the oldest being 64 years.

Table 17 Age range of defendants at referral to the DVPP, December 9, 2011 to March 4, 2014

Age on date referred	Number	%
18-24 years of age	52	13.0
25-34 years of age	162	40.5
35-44 years of age	133	33.3
45-54 years of age	45	11.3
55+ years of age	8	2.0
Total	400	100.0

Cultural identity

Self-reported cultural identity of defendants revealed that the majority of men participating in the program were Australian (311, 77.2%) and a further 27 defendants (6.7%) identified as Aboriginal or Torres Strait Islander (see Table 18).

	Number	%
Australian	311	77.2
United Kingdom	9	2.2
New Zealand	3	0.7
Aboriginal or Torres Strait Islander	27	6.7
African	11	2.7
Asian	9	2.2
Indian Subcontinent	6	1.5
Middle Eastern	6	1.5
European	5	1.2
Other*	16	4.0
Total	403	100.0

* Individuals in this category did not provide a cultural background or were unique cases where they were the only individual who identified as a specific cultural background (e.g., Pacific Islander).

Employment Status

Of the 403 defendants who were accepted on to the DVPP, data on their current employment and financial status was only available for 218 men in the program. As shown in Table 19, half of the 218 defendants were in some form of employment, be it full time, self-employed, part-time or casual (110, 50.5%).

	Number	%
Employed	110	50.5
Unemployed	92	42.2
Government Benefits*	10	4.6
Work Cover	5	2.3
Student	1	0.5
Total	218	100.0

* Includes Newstart allowance, disability pension, carers pension, single parent pension and sickness benefits.

Participation rates of defendants

Program participation outcomes

Table 20 shows the outcomes for the 403 persons accepted onto the DVPP between December 2011 and March 2014.

As at March 2014, 98 of the 403 participants were still active on the program while 305 had been 'finalised'.

The 305 'finalised' participants comprised 95 who had completed the program (31.1% of finalised participants) and 210 who left the program prior to completion (68.9%). The 'non-completers' included 46 who withdrew after their condition to attend was varied by the court and 13 where the charges against the defendant were dismissed or the IO revoked. One defendant died while on the program.

The most frequent reason for non-completion of the program was termination due to failure to attend (99, 32.5% of finalised participants and 47.1% of all non-completers).

	Number	% of all participants (n=403)	% of <i>finalised</i> participants (n=305)
Active	98	24.3	
Finalised	305	75.7	100.0
Completed DVPP	95	23.6	31.1
Finalised without completing DVPP	210	52.1	68.9
Failed to attend program	99	24.6	32.5
Change in condition via court	46	11.4	15.1
Charges withdrawn or IO revoked	13	3.2	4.3
No condition to attend on the Order	12	3.0	3.9
Defendant entered custody	10	2.5	3.3
Psychological/medical reasons	10	2.5	3.3
Employment	8	2.0	2.6
Moved outside metro area	3	0.7	1.0
Defendant died	1	0.2	0.3
No reason recorded	8	2.0	2.6
Total participants	403		

While acknowledging that a number of DVPP participants had legitimate reasons for non-completion, overall the completion rate is low. These findings are consistent with current research, which indicates that high attrition rates are an ongoing concern.⁸

8 Jewell, L.M. and Wormith, J. S., Variables Associated With Attrition From Domestic Violence Treatment Programs Targeting Male Batterers - A Meta-Analysis, *Criminal Justice and Behavior* 2010 37: 1086

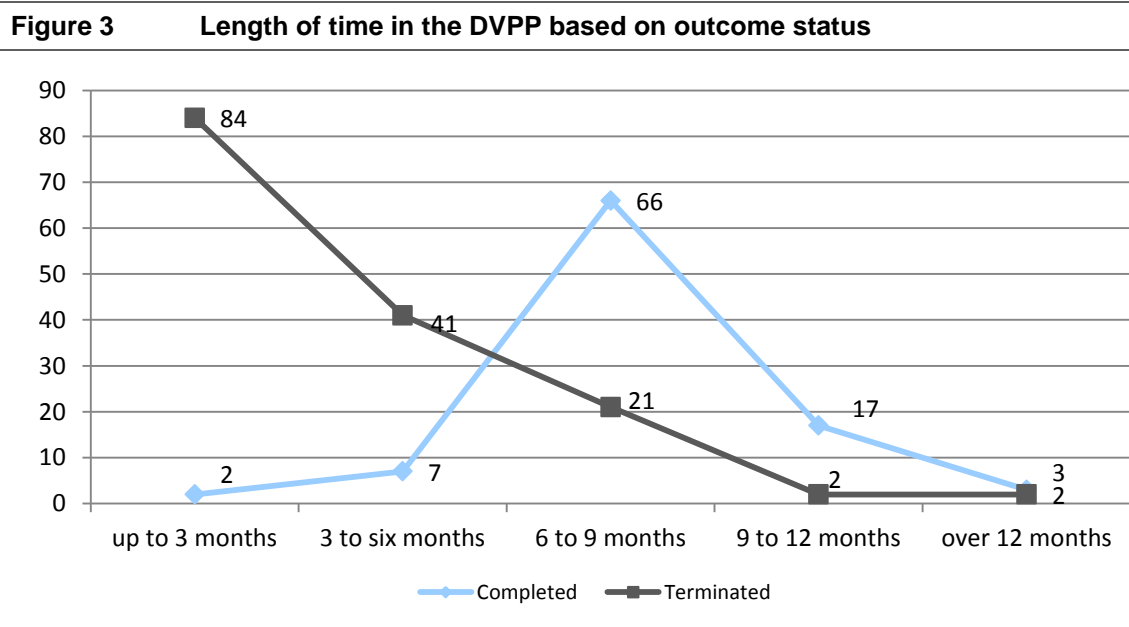
Time in the program

Data provided by the CARDS database documented an entry and exit date for each referral to the DVPP. Table 21 and Figure 3 detail the amount of time spent on the program for the 305 defendants who either completed or were removed from the program.

Most defendants who did not complete the program left within three months of commencement (56.0%) and a further 27.3% were removed within 3 to 6 months (average of 106 days). In contrast, the majority of defendants who completed the program remained in the DVPP for 6 to 9 months (69.5%) with a further 17.9% taking 9 to 12 months. It should be noted that five Aboriginal defendants were recorded as having participated in the KWY program. Although they were recorded as having completed the DVPP, most had a very short period of time on the program (less than three months).

	Removed from program		Completed program	
	Number	%	Number	%
1 day - 3 months	84	56.0	2	2.1
3 - 6 Months	41	27.3	7	7.4
6 - 9 Months	21	14.0	66	69.5
9 - 12 Months	2	1.3	17	17.9
Over 12 Months*	2	1.3	3	3.2
Mean number of days	106		244	
Total	150	100.0	95	100.0

*It is likely that those who participated for over 12 months stopped and then recommenced on the program or had time off for personal/medical reasons.



Summary

The data analysis identified that DVPP participants were mainly referred from Elizabeth, Adelaide and Christies Beach Magistrates Courts. The majority of defendants were between 25 and 45 years of age and identified to be of an English speaking and culturally dominant ethnic identity. Based on their profile, the considerable majority of defendants appear appropriate to meet the specific criteria required for participation in the DVPP.

Excluding those still active on the program, the results show that around two-thirds of finalised defendants (68.9%) did not complete the program (with termination due to non-attendance at the group therapy being the most common reason). The majority of non-completers left within three months of their commencement date, while those who completed the DVPP spent between 6 and 9 months engaged in the program.

Survey of DVPP Participants

Operating the DVPP does not require the use of clinical tools to measure attitudes and behaviours associated with domestic violence at entry and exit of the program. In the absence of such information, a survey of DVPP participants was undertaken between August 2013 and April 2014. The survey was adapted from a survey implemented in Ontario, Canada, by Scott and Stewart (2004)⁹ on partner abuse. The survey was specifically designed to explore any changes in defendants' attitudes towards women, responsibility for their behaviour, and awareness of what constitutes abusive behaviour.

Unfortunately, the survey participation rate was very low, particularly for the follow-up questionnaire. While some improvements were noted, it is not possible to generalise the findings due to the small number of respondents. An overview of the results is presented below, with a detailed description of the survey methodology, measurements and results obtained in Appendix 1.

Results

Overall, 51 defendants volunteered to complete an initial survey when they began the DVPP. However, only ten defendants (less than 20% of the original sample) completed a second survey at the midpoint of the program. The low response rate was due in part to the high termination rate of the program.

As could be expected, most of the 51 survey respondents began the DVPP with potentially problematic attitudes in the areas of Partner Blaming and Denial of Expected Relationship Difficulties, while attitudes around Lack of Personal Responsibility were less of a concern.

A comparison of attitudes before the program and after three months in the program found improvements in all three areas, with greater improvements noted for Partner Blaming and Denial of Expected Relationship Difficulties.

Regarding knowledge of abusive behaviours, respondents also showed a small improvement in their ability to correctly identify abusive behaviours. Likewise, defendants' identification of cognitions likely to lead to healthy and unhealthy relationship behaviours also had a modest improvement over time.

However, given the small sample size, the results should be interpreted with caution. It is not possible to generalise the findings to the larger survey sample or DVPP participants as a whole.

⁹ Scott, K., & Stewart, L.L. (2004) Attitudinal change in participants of partner assault response (PAR) programs: A pilot project. Research and statistics division: Department of Justice, Canada, Ontario.

Defendant Case Studies

Due to the limited information available on the achievements and potential changes amongst defendants who completed the DVPP, 10 de-identified case studies of completers were randomly selected for closer analysis.

The DCS identification numbers of 10 defendants who completed the DVPP were randomly selected and provided to the facilitators. The facilitators were then interviewed about each defendant. The interviews included a discussion of the following:

- The defendant's behaviour and interaction with others in the program;
- The defendant's attendance and any breaches of the program;
- The defendant's experience of the program modules and what assistance was required to help defendants overcome any difficulties;
- Any change in the defendant's behaviour and attitudes towards domestic violence and abuse; and
- The potential impact of the program based on their interactions with the defendant and observations during his time in the program.

It should be noted that facilitators were unable to provide a high level of detail for the case studies, due to the number of men they are required to monitor and observe in each session. Facilitators were also unable to comment conclusively about the impact of the program because the program does not include the use of clinical tools to measure attitudes and behaviours.

Case Study 1

The defendant completed the program over eight months in 2012. The defendant missed four sessions due to work commitments but notified the facilitators of his absence prior to each of these sessions.

On starting the program the defendant described his abuse as verbal. He also reported intimidating the protected person by slamming doors and throwing objects around to scare or threaten her.

According to the facilitators, during session 4 of the program, the defendant willingly acknowledged responsibility for the behaviour that resulted in the issue of the IIO. He also used less blaming language when he discussed his abusive behaviours and acknowledged that he is responsible for managing his behaviour.

As the defendant progressed in the program the facilitators felt that he understood he was there as a result of his behaviour and the choices he made, particularly his 'need for control'. It was noted that the defendant was supportive of other men in the program, providing others with constructive feedback concerning their unwillingness to take responsibility for their abusive behaviours.

Facilitators considered that the defendant demonstrated the most change between sessions 3 and 5 of the program. These three modules specifically require the defendant to talk about the incident and reflect on triggers that result in specific abusive behaviours. Overall, the facilitators considered that he had demonstrated some changes and improved knowledge of factors that contribute to domestic abuse during his time in the program, and he was an encouraging participant who productively supported other men.

Case study 2

Defendant 2 completed the program but showed no interest or engagement. He was consistently disruptive, uncooperative and demonstrated limited effort. He attended all the sessions but was turned away by facilitators on two occasions for failing to attend on time and failing to attend with his workbook.

Facilitators felt the defendant only viewed the DVPP as something to tick off as part of the court process for finalising the IIO. The defendant would only complete the minimum requirements set in the workbook and would not respond to additional queries or encouragement from the facilitators to demonstrate to the group further awareness of the concepts presented in the workbook. When asked additional questions by the facilitators it was reported that the defendant responded that he had done what the book directed. He demonstrated limited respect for other participants. For example, he would complete homework or would initiate conversations with others while another participant was presenting.

The defendant made it clear when he discussed issues and presented his homework to the group that he would not take any responsibility for the actions that resulted in the issue of an IIO. Due to this, the facilitators required him to repeat module 3 to identify abusive behaviour, attitudes and values that contribute to domestic abuse. However, the defendant continued to blame others for his behaviour and minimise his abuse despite the facilitators' attempts to explore his values and opinions further.

Overall, the defendant's attitude, unwillingness and inflexibility led facilitators to consider that the program had limited effects for this individual.

Case study 3

Defendant 3 completed the program over seven months in 2013. He missed three sessions but notified the facilitators prior to each session.

Facilitators initially observed that the defendant was interested and engaged in the program. In particular, he used appropriate language when discussing the incident that resulted in the issue of the intervention order ('control' and 'jealousy'). However, facilitators suspected that he was trying to overcompensate to avoid participating in the group. This was confirmed during the defendant's third session when the defendant blamed others for his abusive behaviour.

The defendant had difficulties in acknowledging his retaliative behaviour, describing it as defensive. This was documented in a Court Report to the Magistrate, and raised by the Magistrate during his first reappearance in Court.

When the defendant returned to the group after the court appearance he was angry that his behaviour was described as retaliative. On further exploration, the facilitators found that the definition of the word did not fit with the defendant's view of himself. However, by the end of the program, the defendant had become more aware of how he often minimised his retaliative behaviour.

Case study 4

This defendant completed the program within eight months during 2013. He missed three sessions, notifying the facilitators on two occasions and providing a medical certificate for the third missed session.

The defendant was compliant with the expectations and group rules of the program. However, he was required by the facilitators to repeat module three because he initially blamed his partner for causing his behaviour and he also minimised the severity of that behaviour. The facilitators used this as an opportunity to work with the defendant to identify various abusive behaviours he had engaged in during current and previous relationships. The defendant was open and willing to do this additional work to fulfil module three.

The facilitators felt that the program had some positive impact for the defendant. At the half way point the defendant expressed to the group that he had not been completely honest about his abusive behaviour. He told the group of previous abusive behaviours from other relationships, and discussed his need to be honest with the group.

At the final group presentation, the defendant was able to clearly articulate previous beliefs, attitudes and behaviours that contributed to his abusive relationships. He committed to the group that he would cease all types of abusive behaviours because he had realised the importance of establishing healthy and equitable relationships. The facilitators reported that his significant shift was consistent with their observations. In particular, he had demonstrated significant effort in his homework activities, he contributed to group discussions and he had developed a good understanding of the importance of respect and equality in relationships.

Case study 5

Defendant 5 completed the program over 8 months in 2012 and 2013. It was noted in the intake report that the defendant was resistant. The facilitators recalled that the defendant's lawyer had attempted to withdraw him from the program because the lawyer could not understand the mandatory element of the condition to participate. The defendant did not attend five sessions, notifying the facilitators via SMS on two occasions only.

During the first session the facilitators observed that the defendant began to relax and participate in the discussions. He was observed from early on in the program to be motivated to change his attitudes and beliefs. The defendant reported to the group during module 9 that his partner had observed positive changes in his behaviour. He also completed his homework activities to a high standard compared to other participants, and positively contributed to the group, supporting other members and respectfully challenging those who were resistant.

Case study 6

Defendant 6 completed the program over 9 months in 2102 and 2013, having only missed one session.

Facilitators mentioned that Defendant 6 was very uncomfortable about participating in a group program and expressed this during his first session. During the first session he reported that he felt guilt and shame for his behaviour. However, apart from this initial comment, the defendant demonstrated limited interest in the program. Although he completed the minimum requirements set out in the booklet, throughout the sessions he consistently blamed his carer responsibilities as the cause of his abusive behaviours and alcohol abuse. There were no specific occasions during his participation in the program that suggested he was making shifts in his attitudes.

The facilitators attempted to work with the defendant to help him identify how he was using his carer responsibility to control and intimidate the protected person. The facilitators noticed that the defendant made little progress with this concept, although he did seem to achieve some change regarding knowledge of other forms of domestic abuse.

Case study 7

Defendant 7 completed the program in just over six months in 2013. He missed three sessions without notifying the facilitators.

Facilitators described the defendant as an unwilling participant who disliked being questioned or brought into the discussion. He would avoid answering questions or discussing the abusive behaviours that led him to the program. When provided with the opportunity to present his homework activities to the group, he tended to discuss his excessive work demands and alcohol use with the group rather than his insights from the activities.

Contributing to the defendant's unwillingness to participate was that he came from a culture with very different attitudes regarding domestic relationships compared to those presented in the workbook.

During participation in the program, the defendant was noted to initiate side discussions during other participants' presentations. His engagement and behaviour in the program was raised by a Magistrate during a reappearance in Court.

Limited improvement in the defendant's behaviour was noted by the facilitators, as he continued to be disruptive. On completion of the program the facilitators felt he might have made minimal gains regarding his awareness of his attitudes and beliefs related to abuse.

Case study 8

The defendant completed the program over nine months in 2012. During his first session he acknowledged the use of physical violence in his relationship and demonstrated willingness to share his story and engage with others in the program.

The defendant failed to attend the program on nine occasions and did not always notify the facilitators. He reappeared before the Court for a breach of the Order. The facilitators advocated to the Court that he continue in the program, as they noticed that he demonstrated enthusiasm and he was aware of issues impacting on his use of domestic abuse. The Magistrate agreed that the defendant should continue.

Facilitators reported that the defendant understood all the topics presented, completed his homework to a very high standard and kept his workbook meticulously. He consistently demonstrated awareness of his previous attitudes, beliefs and behaviours and appeared committed to having a non-abusive relationship. He would further demonstrate this actively in group discussions and when providing other group members with feedback.

Case study 9

Defendant 9 took over one year to complete the program. He was very disruptive, argumentative and inappropriate regarding his comments and feedback to the group. Facilitators also mentioned that this defendant had attempted the program more than once and was previously terminated for non-attendance, but was reinstated by the Magistrate. He had a long history of assaults that he committed in the community.

Over the twelve months he missed eight sessions without notifying the facilitators of his absence. When the defendant began the program he justified that his abusive behaviour was a form of retaliation against the protected person. He also acknowledged that he had problematic behaviours regarding domestic abuse and other types of violence in the community. However, he considered his behaviour to be a part of his normal experience.

The facilitators reported that this defendant had considerable difficulties separating domestic from non-domestic abuse because violence was a considerable part of his life and he had engaged in this behaviour from an early age. Although he was aware of his violent behaviour, he was not willing to take responsibility for it and its effect on others.

During his time in the program he was charged for violent offences and he also reappeared before the Court for breaching the Order (failure to attend the program). After his reinstatement, the defendant was observed by the facilitators to become more cooperative, motivated and engaged with the facilitators. It was noted that the defendant often discussed beliefs of always being right and entitled to things and that he used these beliefs to justify his abusive behaviour. Facilitators worked with the defendant to challenge the beliefs that caused him to behave abusively.

When the defendant completed the program he told the group when he began he had no intention to seriously engage in the program, but as he continued to participate he learned that his beliefs and behaviours around violence resulted in the issue of the intervention order. He also commented that since participating in this program he had developed skills to challenge his abusive thoughts before he acted on them.

Case study 10

Facilitators reported that there was a significant delay in the commencement of this defendant on the program due to his pre-existing psychological and health issues that required immediate attention. An additional complexity in this case was that the defendant had been the victim of a serious assault many years earlier and continued to view himself as a victim, using this to justify his abusive behaviour. The facilitators considered that his previous experience may have contributed to his mental health issues, but also resulted in him constantly viewing himself as a victim and unable to move on.

The defendant completed the program over a nine-month period. The defendant missed a number of sessions because of his health issues, but did advise the facilitators in advance when he could not attend.

Significant effort was required on the facilitator's behalf to attempt to shift the defendant's frame of mind from being a victim to developing accountability for his behaviour towards his previous partner. Over time and with considerable prompting, rephrasing and rationalising by the facilitators, the defendant developed an awareness of how his thoughts impacted on his behaviour towards his former partner.

The facilitators reported that this defendant completed the homework as directed by the workbook but did not want to do more than the minimum required. The facilitators continued to have concerns that the defendant had not overcome his perception of being a victim. Because of this, the facilitators were also concerned that the defendant would not be able to make any long term gains managing the thoughts and beliefs that caused him to react abusively in his relationship. The facilitators reported that after the defendant completed the program he breached his order twice and was charged for both breaches.

Summary of case studies

The case studies demonstrate the challenges in working with intervention order defendants to assist them to become aware of and take responsibility for their abusive behaviours.

Most of the case study defendants experienced some discomfort discussing their abusive behaviour in a group setting. However, after a few weeks most of the defendants opened up and engaged in the group therapy. A few defendants continued to be resistant, uncooperative and disruptive in the group. Reasons for this included: difficulties understanding the concepts presented in the program due to cultural barriers, or a general unwillingness to participate in the program.

The most confronting and difficult elements of the program were noted to occur early on in module 3. This module requires the defendant to explain to the group the incident that resulted in the issue of the Order. Many defendants experienced difficulty taking responsibility for their behaviour and continued to blame the protected person. Other defendants were found to minimise the severity of the incident. For these reasons, some defendants were required to repeat the third module until they were able to acknowledge their responsibility for managing their own reactions and behaviour.

The most noticeable change occurred between modules 3 and 5 of the program. Facilitators explained that during these modules defendants needed to face their behaviour, develop an awareness of different types of abusive behaviour, and learn more supportive ways of relating to their partner.

Overall, the majority of case study defendants showed some improvement, either in their knowledge about different types of domestic abuse, awareness of the factors that contributed to their behaviour, or ways of challenging their thoughts. Facilitators noted that the homework component of the therapy was a good indicator of the impact that the program had had on participants, with some showing strong commitment to completing the tasks and reflecting on their thoughts and behaviour. Only two defendants remained resistant throughout the program while a further two showed very minimal improvements as a result of their participation in the program.

Summary of DVPP Outcomes

While the survey and case study analyses are suggestive of some improvements in the attitudes of DVPP participants, overall the assessment is very limited, due to a lack of valid data. In particular, the program does not require the completion of clinical assessment tools, and therefore it was not possible to determine the changes for all defendants. In addition, the voluntary survey of defendants did not obtain sufficient follow-up responses to enable a valid assessment of change over time. The 10 case studies included here provide some insight into the defendant's responses to the program, but lack detail regarding the level of change for specific attitudes and behaviours.

To enable a valid assessment of the DVPP in the future, it is suggested that appropriate clinical tools be incorporated into the program. The CAA have advised that they would welcome the opportunity to undertake this process, but would require additional resourcing to implement the tools and analyse the resulting information.

Service delivery change

The CAA have also advised of new service arrangement for the DVPP commencing in the second half of 2014. Under the new delivery arrangements, an expanded range of more flexible program options to meet the needs of defendants who have literacy problems, language, cultural, work or other barriers or mental health issues, will be delivered by the Offenders Aid Rehabilitation Service. The additional services comprise the option of a 12 week program for men who are not mandated to attend an intervention program and/or who are not suitable for the 24 week MRT program, and individual counselling for men who are unable to participate in the group programs.

4. Re-offending Analysis

This section addresses the question: What has been the impact of intervention orders on interpersonal violence and abuse?

It should be noted that it was not possible, from currently available data, to definitively answer the research question. In the first instance, only offences recorded by police were available for analysis. Given that many incidents of interpersonal violence and abuse go unreported, the figures available are likely to be an underestimate of actual offending. In addition, it was not possible to obtain a well matched control group of persons with similar attributes to IO defendants (especially those who had a court application rather than a police interim intervention order). In the absence of a valid control group, any changes in offending behaviour post intervention order cannot be attributed solely to the impact of intervention orders. It is possible, for example, that any reduction may be due to the effect of the initial contact with police and/or the courts, rather than the ongoing impact of an order.

However, it is possible to provide an indicative assessment. Using data extracted from the OCSAR police apprehension database up to 31 December 2013 (latest date available at the time of analysis), this section provides a statistical comparison of the extent and nature of IO defendants known offending before and after the issuance of an intervention order.

Measure of offending

For the purposes of this report, an offence refers to a criminal charge for which an IO defendant was apprehended by police (as opposed to a court finding of guilty). It is acknowledged that police apprehension data may slightly over-estimate offending, as some charges may be withdrawn, dismissed, or lead to a finding of not guilty. However, apprehension data has the advantage of being a more immediate measure of offending compared with court data, which may take several months to finalise. Apprehension data is therefore the best option for research where only short follow-up periods are available.

Observation Period

The analysis compared the number of (relevant) offences listed on apprehension reports for each intervention order defendant in an equal period prior to and following the issue of an order. Given that each defendant received an intervention order at different times, the actual number of days each defendant was observed varied. Likewise, depending on an individual's age and their offending behaviour, there was also variation in the length of each defendant's criminal history. For this reason, each defendant's observation time was mirrored based on whichever period (pre or post-IO) had the least amount of time available. Therefore, while each defendant was observed for an equal period pre and post, the actual observation period was different for each defendant.

It was also necessary to consider time available to offend. During the pre and post-IO periods, a defendant may have been placed into custody for a period. Data was obtained from DCS to enable any time in custody to be taken into account when calculating the total number of free days in each observation period. Defendants who had less than three months available in the pre or post period were excluded from the analysis. Also excluded were any additional intervention orders a defendant may have received over the reporting period. Only the first IO was included in the analysis.

Offences included in analysis

Only offences associated with interpersonal violence and abuse and that involved a police apprehension report were included in the analysis. Breach IO offences under s31(1) of the *Act* that were finalized by expiation fee were therefore excluded. Offences are described here using JANCO code. JANCO is the South Australian adaptation of the Australian Bureau of Statistics' Australian National Classification of Offences (ANCO). It classifies offences into

broad categories, then further levels of detail within each broad group. The following JANCO categories were included in the analysis:

- *Offences Against the Person* (including homicide, assault, sexual assault and other offences including acts endangering life generally);
- *Robbery and Extortion*;
- *Burglary, Fraud and Larceny Offences* (including serious criminal trespass, fraud, receiving and unlawful possession, larceny/illegal use of vehicle);
- *Damage Property*;
- *Offences Against Good Order* (including offences against a court or court order (e.g. parole, bond, bail conditions, unlawful possession/use of weapons);
- *Driving Offences* (including dangerous, reckless or negligent driving).

It should be noted that the OCSAR police apprehensions database does not include offences that were expiated. As a result, breach offences under s31(1) of the *Intervention Orders (Prevention of Abuse) Act 2009*, re contravention of an intervention order condition relating to a program, and which were finalised by the payment of an expiation fee, were excluded from the re-offending analysis. In addition, for any breach offences that were recorded in the police apprehensions database, including *contravene terms of an intervention order (other than programs - s31(2))*, no information was available regarding the nature of the breach.

In addition to specific offence types, an offence was only counted if the relationship of the victim to the offender (as recorded by police) was consistent with the type of IO issued (i.e. domestic or non-domestic)¹⁰. If the relationship variable was missing or recorded as 'Unknown', the offence was not counted (unless the offence involved a breach of an IO). The following relationship categories were used for domestic and non-domestic orders:

- Domestic Intervention Orders
 - Intimate partner - *spouse/ex-spouse, partner/ex-partner (same or opposite sex), boy/girlfriend, ex-boy/girlfriend.*
 - Family - *cousin, in laws - mother/father, son/daughter, parent/guardian, parents same/opposite sex partner, brother/sister, in laws - brother/sister, step child, step parent, grandparent, niece/nephew, uncle/aunt, carer, other relative.*
- Non-domestic Intervention Orders
 - *acquaintance/co-worker, employee/employer, landlord, housemate/boarder, stranger, patient, prisoner, neighbour, friend/family friend, other, customer/patron, student/pupil, tenant, police officer, health-doctor/nurse.*

Results

The following analyses are based on defendants who received an intervention order between 9 December 2011 and 31 October 2013 and had at least 90 days of free time available to offend prior to and following the issue of an order (maximum of 753 days¹¹). This includes a total of 4,539 defendants of whom, 3,888 (85.7%) had a domestic IO and 651 had a non-

¹⁰ It should be noted that for offences where the relationship of the victim to the offender is consistent with the type of IO issued, the subsequent offence may not necessarily relate to the same victim (e.g. an assault may be committed against a new partner). Therefore, the offending analysis has a focus on the offender's behaviour and is not a measure of re-victimisation specifically.

¹¹ A total of 60% of defendants had 1 to 2 years of follow-up time pre and post-IO and 87% had between 6 months and 2 years.

domestic IO. The domestic IO group also includes 332 defendants who participated in the DVPP during the reporting period¹².

Demographic characteristics of sample

Table 22 summarises the demographic characteristics of the sample, which are consistent with the profile reported in Section 2 on intervention order defendants. As shown, the vast majority of defendants were male (90.3%), with a higher proportion noted amongst domestic IO defendants (92.5%) compared with non-domestic (76.1%). For domestic IOs, the most common age range of defendants was 25 to 34 years (29.4%) with 34.3% of non-domestic IO defendants aged 35 to 44 years. Overall, only a very small proportion of defendants were under the age of 18 at the time the IO was issued (2.0%).

A total of 14.8% of domestic and 13.2% of non-domestic IO defendants were identified as Aboriginal or Torres Strait Islander (ATSI) based on the Standard Indigenous Question asked by police at the time of apprehension (figures not shown).

Age Group	Domestic IO				Non-Domestic IO			
	Male		Female		Male		Female	
	No.	%	No.	%	No.	%	No.	%
12 to 14	3	0.1	0	0.0	2	0.4	1	0.7
15 to 17	54	1.5	7	2.4	18	3.9	6	4.2
18 to 24	535	15.1	41	14.2	63	13.8	23	16.1
25 to 34	1,181	33.2	84	29.1	107	23.5	23	16.1
35 to 44	1,044	29.4	78	27.0	118	25.9	49	34.3
45 to 54	459	12.9	49	17.0	77	16.9	17	11.9
55 to 64	128	3.6	18	6.2	30	6.6	10	7.0
65 to 74	24	0.7	1	0.3	11	2.4	2	1.4
75+	9	0.3	0	0.0	4	0.9	1	0.7
Unknown	116	3.3	11	3.8	26	5.7	11	7.7
Total	3,553	100.0	289	100.0	456	100.0	143	100.0
*Mean (SD)	35 (11)		36 (11)		38 (14)		37 (14)	
*Median	34		35		37		37	
Range	12 to 87		15 to 68		13 to 85		14 to 84	

Figures exclude 98 cases where the sex of the defendant was not recorded. * Excludes cases where age was unknown.

Domestic Orders

Table 23 and Figure 4 show the number of offences recorded in the pre and post-IO periods for defendants with a domestic order. As shown, 1,421 (36.5%) of the 3,888 domestic IO defendants did not have any interpersonal abuse-related offences recorded prior to receiving

¹² In 8 cases, the DVPP defendant was recorded by police as having a non-domestic IO. These were recoded to domestic as the program only accepts defendants with an order relating to a domestic relationship. It is not known how many other cases in the data are coded as non-domestic but where the abuse relates to an intimate relationship (the 8 DVPP cases seem to involve boyfriend/girlfriend relationships). This has implications for the offending results as an offence is only counted if the relationship of the victim to the offender was consistent with the type of IO issued.

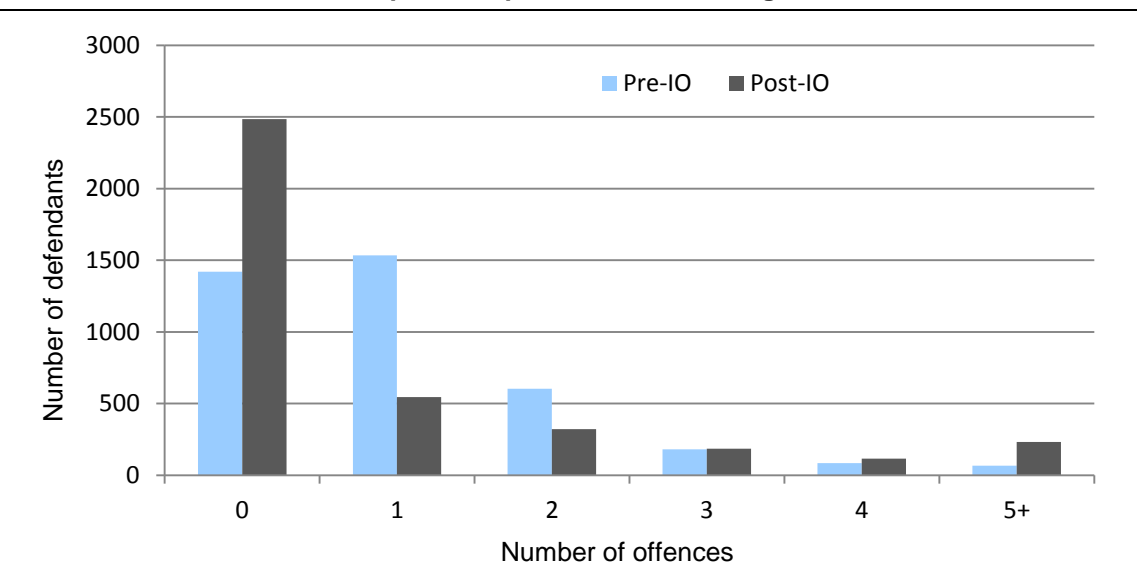
an IO. In contrast, nearly two-thirds (63.9%) of domestic IO defendants did not record any interpersonal abuse-related offending in equal time following the issue of an order.

Amongst ATSI defendants with a domestic order, the percentage of defendants with no interpersonal abuse-related offences increased from 19.7% before the IO to 44.1% after (figures not shown).

However, while there was a substantial increase in the number of defendants who did not record any interpersonal abuse-related offences after the IO, the overall number and average number of offences recorded was very similar in the two periods (4,043 before and 3,907 after, 1.04 offences per defendant before, compared with 1.00 after). This indicates that those who did re-offend post-IO recorded a higher number of offences in the post-IO period compared with the pre-IO period.

Number of offences	Before IO		After IO	
	No of defendants.	%	No. of defendants	%
0	1,421	36.5	2,484	63.9
1	1,534	39.5	545	14.0
2	603	15.5	323	8.3
3	180	4.6	186	4.8
4	84	2.2	117	3.0
5+	66	1.7	233	6.0
Total defendants	3,888	100.0	3,888	100.0
Total offences recorded	4,043		3,907	
Mean no. of offences recorded per defendant	1.04		1.00	

Figure 4 Domestic IO defendants - Number of interpersonal abuse offences per defendant in equal time prior to and following an IO



The previous analysis looked at interpersonal offending involving *any type* of domestic relationship. Table 24 provides further information on the reoffending of domestic intervention order defendants by examining offences involving an *intimate* partner relationship only. It shows a substantial increase in the percentage of domestic intervention order defendants with no intimate partner offending, from 44.6% before to 73.7% after the IO. The average number of offences involving an intimate partner was 0.80 offences (SD 1.0) pre-IO compared with 0.62 offences (SD 1.8) post-IO, which was a slight, but statistically significant decrease ($t(3887) = -6.745, p < .001$). This suggests that the intervention order initiative has had a greater impact upon intimate partner offending rather than domestic related offending generally.

Number of offences	Before IO		After IO	
	No of defendants.	%	No. of defendants	%
0	1,735	44.6	2,865	73.7
1	1,490	38.3	457	11.8
2	478	12.3	250	6.4
3	124	3.2	126	3.2
4	35	0.9	79	2.0
5+	26	0.7	111	2.9
Total defendants	3,888	100.0	3,888	100.0
Total offences recorded	3,109		2,427	
Mean no. of offences recorded per defendant	0.80		0.62	

Type of interpersonal abuse-related offences

Along with changes in the *number* of offences recorded, it is of interest to examine whether there were any changes in the *type* of interpersonal violence and abuse offences recorded in the two periods.

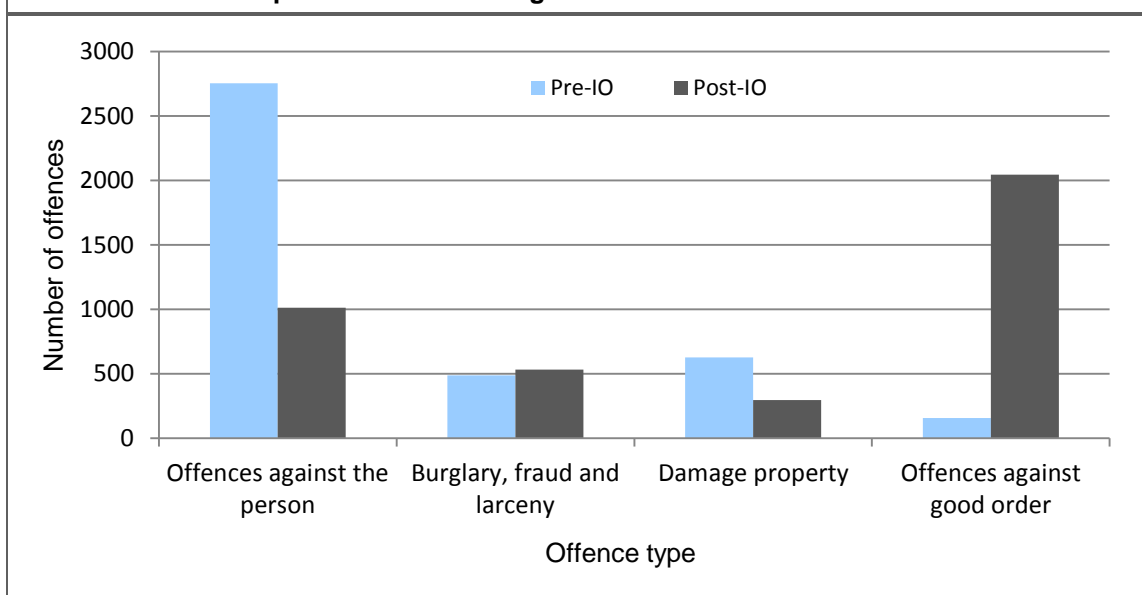
Table 25 and Figure 5 show the distributions by offence type for offences recorded in the pre and post-IO periods, for domestic IO defendants (where the defendant had a domestic relationship to the victim). The total number of *offences against the person* decreased from 2,754 in the pre-IO period to 1,013 post-IO, reducing from 68.1% of all pre-IO offences to 25.9% post-IO. The average number of *offences against the person* per IO defendant was 0.71 (SD 0.7) pre-IO, compared with 0.26 (SD 0.6) post-IO, which was a statistically significant decrease ($t(3887) = -30.757, p < .001$). The number and proportion of *damage property offences* also fell substantially, from 625 (15.5% of all offences) to 295 (7.6%) post-IO. An average of 0.16 (SD 0.4) *damage property offences* were recorded pre-IO compared with 0.08 (SD 0.3) in the post period ($t(3887) = -10.627, p < .001$).

In contrast, there was a substantial increase in the number and proportion of *offences against good order* in the post-IO period, up from 156 (3.9%) to 2,045 (52.3%). An average of 0.04 (SD 0.3) *offences against good order* was recorded per defendant pre-IO compared with 0.53 (SD 1.2) post-IO ($t(3887) = 24.566, p < .001$). This increase in *good order offences* is primarily due to offences against s31(2) of the *Act*, involving a breach against an IO condition (other than programs) - an offence which did not exist prior to the legislation. In particular, 79.1% of the good order offences recorded post-IO related to this type of breach.

Overall, it appears that the significant increase in *offences against good order* in the post-IO period (primarily relating to a breach of an intervention order condition) has offset the substantial reductions in the number of *offences against the person* and *damage property* offences. This explains why the total number of offences is very similar in the pre and post-IO periods (see Table 25).

Offence type	Before IO		After IO	
	No.	%	No.	%
Offences against the person	2,754	68.1	1,013	25.9
Robbery and extortion	17	0.4	11	0.3
Burglary, fraud and larceny offences	486	12.0	532	13.6
Damage property	625	15.5	295	7.6
Offences against good order	156	3.9	2,045	52.3
Driving offences	5	0.1	11	0.3
Total offences	4,043	100.0	3,907	100.0

Figure 5 Domestic IO defendants - Number and type of offences recorded in equal time prior to and following an IO



Note: *robbery and extortion* and *driving* offences excluded from Figure 5 due to small numbers.

With regard to ATSI defendants with a domestic IO (n=574), the profile of the type of offences recorded was similar to the overall domestic IO category. *Offences against the person* were the most common offence type pre-IO (70.0% of offences recorded) but reduced substantially post-IO (to 32.0%). For ATSI domestic IO defendants, the average number of *offences against the person* was 0.95 (SD 0.8) pre-IO compared with 0.52 (SD 0.9) post-IO - a statistically significant decrease ($t(573) = -9.427, p < .001$). *Damage property* offences also fell (from 13.8% to 7.5%) with a significant reduction in the average number recorded (0.19 (SD 0.5) pre-IO and 0.12 (SD 0.4) post-IO, $t(573) = -2.902, p < .005$).

Likewise, *offences against good order* made up the bulk of offending in the post-period (48.2% compared with 2.8% pre-IO). An average of 0.04 (SD 0.2) *offences against good order* was recorded per defendant pre-IO compared with 0.78 (SD 1.3) post-IO ($t(573) = -13.667, p < .001$). (ATSI figures not shown).

DVPP Participants

This section examines the possible impact of DVPP attendance on interpersonal abuse related offending.

As mentioned, a total of 332 of the domestic IO defendants participated in the DVPP during the reporting period (December 2011 to March 2014). Given that exposure to the program varied considerably amongst participants, the following analysis examines the offending behaviour of two groups of finalised participants: those who completed the program (88) and those who were removed from the program (140, primarily due to non-attendance). It therefore excludes participants who were still active on the program as at March 2014, or legitimately withdrew during the reporting period due to a change in their order or the removal of charges (104 participants).

As with the previous section, the analysis compares the number of relevant offences before an intervention order was issued, with an equal time period post-IO. The length of the pre/post observation period is dependent upon the time available for observation.

Because the pre and post observation periods in this analysis are based on the date of issue of the intervention order (not the date of finalisation from the DVPP), the post-IO period includes the gap between the issue of the IO and commencement on the program. In addition, the post-IO period may not include all of the participants' time on the program, depending upon the equal time cut-off date calculated for each participant. As a guide, around half of completers (48.9%) were on the DVPP for at least half of their post-IO period. Not surprisingly, only 14.4% of those removed from the program were on the DVPP for half or more of their post-IO period.

It should also be noted that time on the DVPP was calculated based on official entry and removal/completion dates. Given that most of the 'removed' defendants were removed for non-attendance, it is likely that the actual exposure of these defendants to the program is even less than the official dates would suggest.

Number of offences

Table 26 outlines the number of offences before the IO based on the outcome of participation in the program, and compares them to domestic IO defendants with no exposure to the DVPP. Given that the DVPP is aimed at male IO defendants, where the primary protected person is the partner or ex-partner of the defendant, only male domestic IO defendants and only offences involving *intimate* partners were counted in the analysis.

The level of offending in the pre-IO period was similar for both completers and non-completers, with just under one-third (30.7%) recording no interpersonal abuse-related offences involving an intimate partner. A slightly higher proportion of those removed from the program recorded two or more intimate partner offences prior to an IO (23.6%), compared with those who completed the program (17.0%). Participants who were removed from the program also had a slightly higher mean number of offences per defendant (1.13 compared with 0.94 for completers), but this difference was not statistically significant.

When just the completers were compared with the male non-program defendants, there was a significant difference in the proportion with no relevant offences pre-IO (30.7% compared with 44.7%, z test for two proportions: $z = 2.6085, p < 0.05$). Additionally, the slight difference in the average number of offences recorded pre-IO between the groups was statistically significant (0.94 compared with 0.80 respectively; mean rank = 1845.69 for completers and 1651.85 for non-program male domestic defendants; Mann Whitney $U = 125295, z = -2.03, p < 0.05$).

Non-completers were also different to male non-program domestic defendants in the proportion with no relevant offences pre-IO (30.7% compared with 44.7%, z test for two proportions: $z = -3.2587$, $p < 0.05$). The difference in the average number of intimate partner offences pre-IO was also statistically significant (1.13 and 0.80 respectively; mean rank = 1934.47 for non-completers and 1672.08 for non-program male defendants; Mann Whitney $U = 190544$, $z = -3.381$, $p < 0.05$).

Overall these results indicate that in the pre-IO period, completers and non-completers had a similar offending profile, and that the male non-program domestic defendants had a slightly lower level of intimate partner offending compared to the two participant groups.

Number of offences	Non completers (Removed from program)		Completed program		Non-program domestic IO defendants (male only)	
	No.	%	No.	%	No.	%
0	43	30.7	27	30.7	1,441	44.7
1	64	45.7	46	52.3	1,224	38.0
2	20	14.3	9	10.2	405	12.6
3	5	3.6	5	5.7	106	3.3
4	5	3.6	1	1.1	29	0.9
5+	3	2.1	0	-	20	0.6
Total defendants	140		88		3,225	100.0
Total offences recorded	158		83		2,580	
Mean no. of offences per defendant	1.13		0.94		0.80	

Note: The table excludes 104 DVPP participants who were still active on the program at March 2014, or who had withdrawn prior.

Table 27 shows the number of offences for the three groups in the post-IO period.

The results from a comparison of completers and non-completers were mixed. Both groups recorded an increase in the number having no offences involving an intimate partner in the post period, and this increase was greater for completers (up to 69.3% compared with 59.3% for non-completers). At the other end of the scale, around one-in-five (18.6%) participants removed from the program recorded three or more offences involving an *intimate* partner in the post-IO period, compared with just 8.0% of completers. These results indicate that both participant groups improved post-IO, but suggest that completers had a slightly lower level of offending in the post-IO period compared with non-completers.

When the average number of intimate partner offences for completers and non-completers was examined, completers also appeared to have a better offending outcomes. The mean number of intimate partner offences was slightly higher in the post period for non-completers (1.20, up from 1.13), and lower for completers (0.72, down from 0.94). However, the changes recorded *within* each group pre and post intervention order were not statistically significant. Additionally, while there was a wider discrepancy in the post-IO intimate offence average per defendant between completers and non-completers (0.72 for completers compared to 1.20 for non-completers), this difference was also not statistically significant. Overall, while there was some indication that completers had slightly better post-IO offending outcomes than non-completers, we cannot be completely confident that the differences are not due to chance.

DVPP participants who completed the program had a similar post-IO profile to male non-program defendants, with approximately seven in ten recording no intimate partner offences after the IO (69.3% and 73.2% respectively), and with no significant difference in the average number of intimate partner offences (0.72 and 0.63 respectively). Given that completers were starting from a lower base (i.e. completers had a lower proportion with no interpersonal offences in the pre-IO period, as well as a slightly higher average number of pre-IO offences), the similar post-IO results suggest that completers had a greater level of improvement relative to male non-program IO defendants.

Conversely, DVPP participants who were removed from the program did not perform as well as the male non-program group in the post-IO period (59.3% with no offences, compared with 73.2%). In addition, the average number of offences post program for non-completers was significantly higher than the non-program group (1.20 compared with 0.63 respectively; mean rank =1937.63 for non-completers and 1671.95 for non-program male defendants; Mann Whitney U=190102.5, z=-4.038, p<.05).

Number of offences	Non-completers (Removed from program)		Completed program		Non-program domestic IO defendants (male only)	
	No.	%	No.	%	No.	%
0	83	59.3	61	69.3	2,360	73.2
1	18	12.9	13	14.8	386	12.0
2	13	9.3	7	8.0	215	6.7
3	8	5.7	1	1.1	110	3.4
4	13	9.3	3	3.4	60	1.9
5+	5	3.6	3	3.4	94	2.9
Total defendants	140	100.0	88	100.0	3,225	100.0
Total offences recorded	168		63		2,038	
Mean no. of offences per defendant	1.20		0.72		0.63	

Type of offending

Tables 28 and 29 show the type of offences against an intimate partner in the pre and post-IO periods respectively for the two participant groups and male non-program domestic IO defendants. Overall, the pre and post-IO changes were very similar to that recorded for all domestic IO defendants in Table 25: a substantial decrease in the number of *offences against the person*, and a corresponding increase in *offences against good order*.

About three-quarters of all intimate partner offences recorded by DVPP participants in the observation period prior to an IO involved an *offence against the person*. However, both groups recorded a strong reduction in this offence type post-IO (from 119 to 45 for non-completers and from 67 to 16 for completers). Similar results were recorded for male non-program domestic IO defendants (down from 1,961 to 686 offences).

All three groups also had a statistically significant reduction in the average number of intimate partner *offences against the person* per defendant in the post-IO period (from 0.85 to 0.32 for non-completers (t=5.963 (139) p<.001), from 0.76 to 0.18 for completers (t=6.937(87)

p<.001), and from 0.61 to 0.21 for male non-program domestic defendants (t=26.669 (3224) p<.001).

The number of intimate partner *good order offences* increased for all three groups in the post-IO period (from 6 to 109 for non-completers, from 6 to 39 for completers and from 95 to 1,077 for non-program male defendants). As a result, in the post period the most common intimate partner offence type was an *offence against good order* (52.8% for non-program defendants, 61.9% for completers and 64.9% for non-completers).

All three groups also had a statistically significant increase in the average number of intimate partner *offences against good order* per defendant in the post-IO period (from 0.04 to 0.78 for non-completers (t=4.317 (139) p<.001), from 0.07 to 0.44 for completers (t=-3.373 (87) p<.005), and from 0.03 to 0.33 for male non-program domestic defendants (t=-18.839 (3224) p<.001).

The average number of offences for *person* and *good order* offence types was also compared *between* the three groups within each period. The only statistically significant difference was between completers and non-program male domestic IO defendants for *offences against the person* in the pre-IO period (0.76 and 0.61 respectively; mean rank =1894.7 for completers and 1650.51 for non-program male defendants; Mann Whitney U=1120984.5, z=-2.635, p<.05). This suggests that completers were starting from a slightly higher base for this offence type in the pre-IO period compared to male non-program domestic defendants, and therefore that the subsequent reduction recorded by completers in the post-IO period was relatively higher.

Offence type	Non-completers (Removed from program)		Completed program		Non-program domestic IO defendants (male only)	
	No.	%	No.	%	No.	%
Offences against the person	119	75.3	67	80.7	1,961	76.0
Robbery and extortion	-	-	-	-	10	0.4
Burglary, fraud and larceny offences	11	7.0	7	8.4	111	4.3
Damage property	22	13.9	3	3.6	398	15.4
Offences against good order	6	3.8	6	7.2	95	3.7
Driving offences	-	-	-	-	5	0.2
Total offences	158	100.0	83	100.0	2580	100.0

Offence type	Non-completers (Removed from program)		Completed program		Non-program domestic IO defendants (male only)	
	No.	%	No.	%	No.	%
Offences against the person	45	26.8	16	25.4	686	33.7
Robbery and extortion	-	-	-	-	2	0.1
Burglary, fraud and larceny offences	8	4.8	3	4.8	122	6.0
Damage property	6	3.6	5	7.9	150	7.4
Offences against good order	109	64.9	39	61.9	1,077	52.8
Driving offences	-	-	-	-	1	0.0
Total offences	168	100.0	63	100.0	2038	100.0

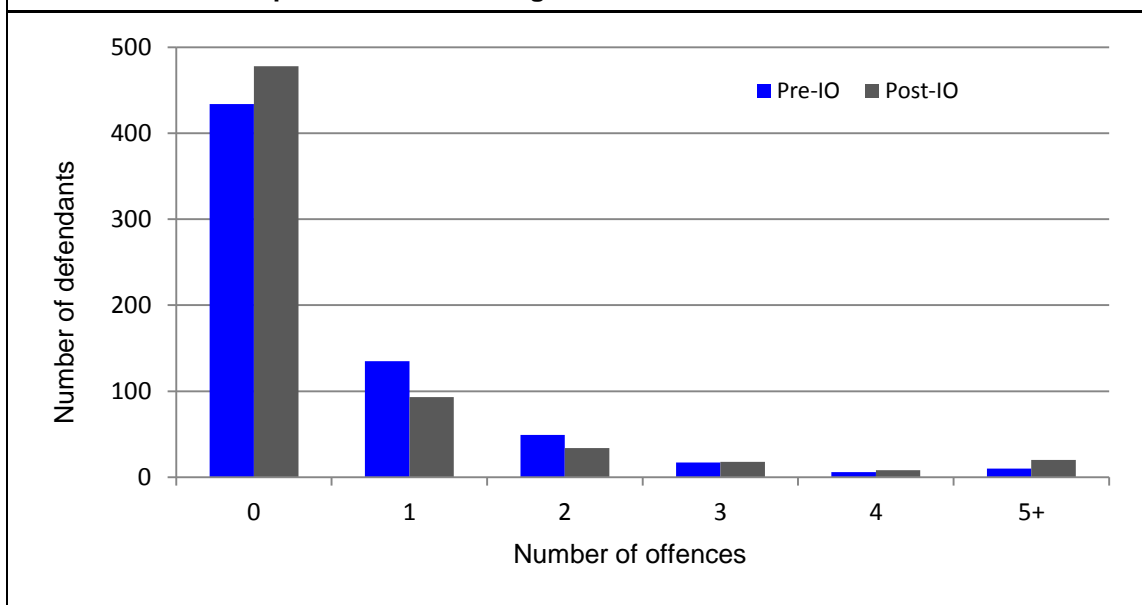
Non-Domestic Orders

This section examines the interpersonal violence and abuse-related offending of the 651 defendants who were issued with a non-domestic intervention order during the reporting period.

Table 30 and Figure 6 show the distributions for the number of offences recorded prior to and following an IO. It shows a different profile to domestic-IOs, with a much higher proportion of defendants recording no interpersonal abuse-related offences prior to an IO. Approximately two-thirds (66.7%) of the 651 non-domestic IO defendants had no offences in the pre-period, with this figure increasing to 73.4% following an IO. In total, 377 interpersonal abuse-related offences were recorded pre-IO with almost no change in the number of offences post-IO (376).

Number of offences	Before IO		After IO	
	No of defendants.	%	No. of defendants	%
0	434	66.7	478	73.4
1	135	20.7	93	14.3
2	49	7.5	34	5.2
3	17	2.6	18	2.8
4	6	0.9	8	1.2
5+	10	1.5	20	3.1
Total defendants	651	100.0	651	100.0
Total offences recorded	377		376	
Mean no. of offences recorded per defendant	0.58		0.58	

Figure 6 Non-domestic IO defendants - Number of offences per defendant in equal time prior to and following an IO



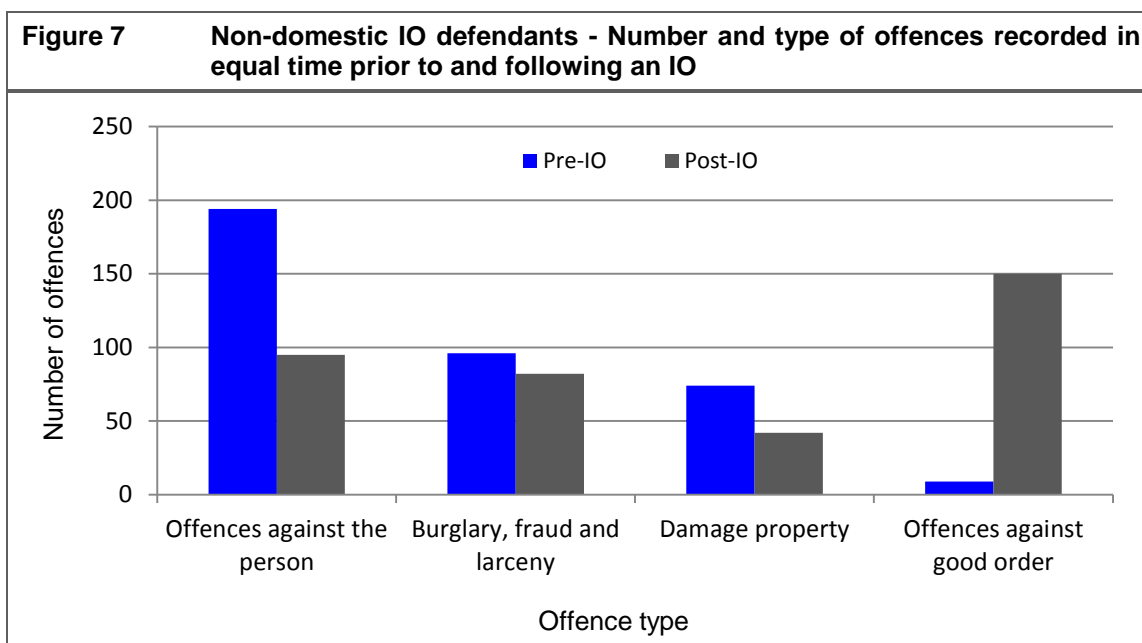
Type of interpersonal abuse-related offences

Table 31 and Figure 7 show the distributions by offence type for interpersonal abuse-related offences recorded by non-domestic IO defendants pre and post-IO. The profile of offence types was slightly different to domestic-IO defendants, with a less dramatic reduction in the number of *offences against the person* recorded (51.5% pre-IO and 25.3% post-IO). This reduction was still statistically significant, with an average of 0.30 (SD 0.6) *against person* offences recorded pre-IO and 0.15 (SD 0.5) offences recorded post-IO ($t(650) = -5.830, p < .001$). Non-domestic defendants also recorded a higher proportion of *burglary, fraud and larceny offences* before and after an IO compared with domestic IO defendants (25.5% recorded pre-IO and 21.8% recorded post-IO). A similar reduction in *damage property offences* was noted for non-domestic defendants, down from 19.6% pre-IO to 11.2% after an order. This difference was statistically significant (average of 0.11 (SD 0.4) offences pre and 0.06 (SD 0.3) post-IO, $t(650) = -2.679, p < .01$).

Consistent with domestic IO defendants, there was a notable increase in the number of *offences against good order* amongst non-domestic IO defendants (up from 2.4% pre-IO to 39.9% post-IO). This difference was also statistically significant with an average of 0.01 (SD 0.1) *offences against good order* pre-IO, compared with 0.23 (SD 0.9) following an IO ($t(650) = 6.428, p < .001$).

A similar re-offending profile was evident for ATSI non-domestic IO defendants (n=86). There was a statistically significant decrease in the number of *offences against the person* (average of 0.49 (SD 0.7) pre-IO compared with 0.28 (SD 0.6) post-IO ($t(85) = 2.166, p < 0.05$) and a statistically significant increase in the number of *offences against good order* (average of 0.02 (SD 0.2) pre-IO compared with 0.26 (SD 0.5) post-IO ($t(85) = -3.949, p < .001$). (ATSI figures not shown).

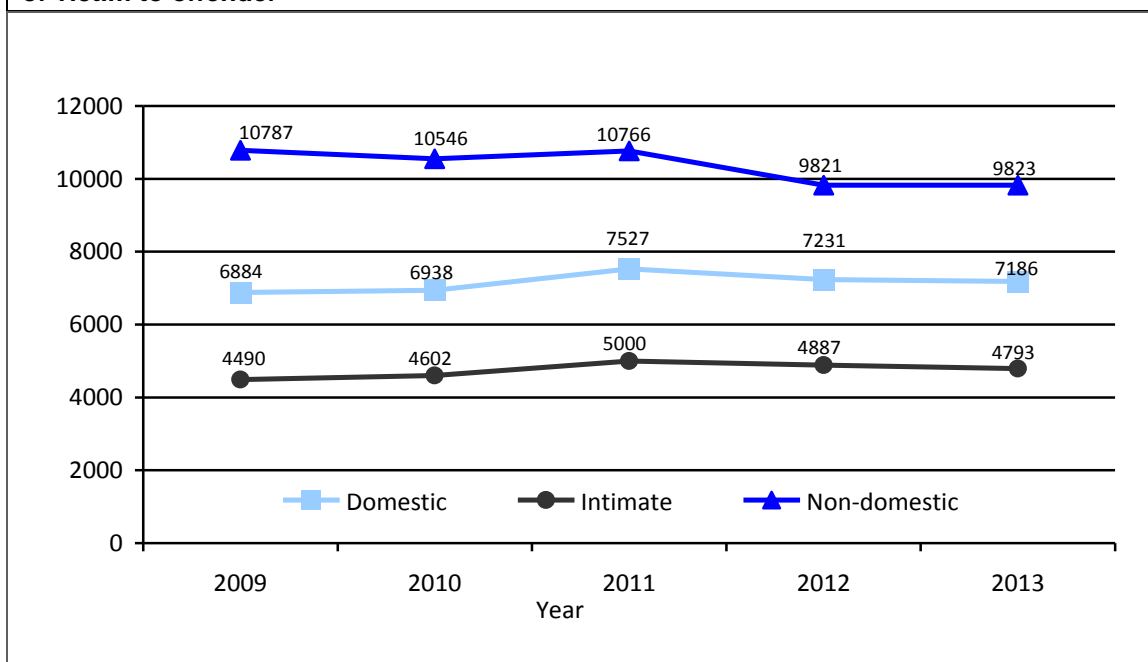
Offence type	Before IO		After IO	
	No.	%	No.	%
Offences against the person	194	51.5	95	25.3
Robbery and extortion	4	1.1	7	1.9
Burglary, fraud and larceny offences	96	25.5	82	21.8
Damage property	74	19.6	42	11.2
Offences against good order	9	2.4	150	39.9
Driving offences	0	0.0	0	0.0
Total	377	100.0	376	100.0



Note: robbery and extortion offences not included in Figure 7 due to small numbers

As indicated, without a well matched control group, it is not possible to attribute the changes in recorded offences to the impact of intervention orders rather than the police and/or court interaction at the time of the order. However, the pre/post-IO changes for defendants can be considered in the context of general trends in recorded *offences against the person*. As shown in Figure 8, while there were reductions in the total number of *offences against the person* recorded in 2012 and 2013, these were relatively modest compared with the reductions recorded by intervention order defendants.

Figure 8 Offences against the person recorded by police 2009 to 2013 by relationship of victim to offender



Re-offending summary

Overall, there were 4,539 intervention order defendants included in the re-offending analysis. Of these, 3,888 defendants were issued with a domestic intervention order and 651 were issued with a non-domestic order. The profile of defendants was consistent with all intervention order lodgements, in that defendants were predominantly male and aged in their mid-30s.

Domestic IO defendants

The majority of domestic IO defendants (63.5%) recorded at least one interpersonal abuse-related offence prior to receiving a domestic IO, with a total of 4,043 offences recorded. This proportion reduced to 36.1% following an IO, although the total number of offences recorded in the post-period only slightly reduced (3,907). In relation to the type of interpersonal abuse-related offences recorded by domestic IO defendants, there was a statistically significant decrease in the number of *offences against the person* (from 68.1% to 25.9% post-IO) and in the number of *damage property offences* (from 15.5% to 7.6% post-IO). In contrast, there was a significant increase in the number of *offences against good order*, which overwhelmingly involved s31(2) breaches of an IO (up from 3.9% to 52.3%).

DVPP participants

The DVPP analysis compared the intimate partner offending outcomes of two groups of DVPP participants with each other, and with a third group comprising male domestic intervention order defendants who had no exposure to the program.

All three groups showed a substantial post-IO increase in the number of defendants with no offences, a decrease in the total number of *offences against the person*, and a corresponding increase in the number of *offences against good order* (mostly offences involving a breach of an intervention order). When the pre/post-IO differences for each group were compared between the participant groups, there was some indication that DVPP completers had slightly better offending outcomes than non-completers (particularly in relation to the proportion who had no offences post-IO). However, there were no statistically significant differences between completers and non-completers based on the average number of offences per defendant in either the pre or post-IO periods.

There is also some evidence that completers had a slightly greater improvement in offending outcomes compared to male non-program domestic IO defendants, but that the non-program defendants had better post-IO results compared to non-completers. This is consistent with research suggesting that persons who commence, but do not complete, rehabilitation programs often have worse outcomes than persons who do not participate at all.¹³ However, it is noted that the non-completers in the study had a higher level of intimate interpersonal offending prior to the IO compared with non-program defendants. It is possible that the DVPP non-completers were somehow different to non-program domestic IO defendants, for example, they may have been 'harder' to rehabilitate. The main requirement for entry to the DVPP is a domestic intervention order, but a different profile could result if the more entrenched domestic violence defendants are referred to the program.

Non-domestic IO defendants

Non-domestic IO defendants showed a different offence profile, with a much higher proportion of defendants recording no interpersonal abuse-related offences prior to an IO. Two-thirds (66.7%) of the 651 non-domestic IO defendants had no offences in the pre-period, compared with 73.4% following an IO. However, there was very little change in the overall number of offences recorded in both periods. The profile of offence types was also slightly different to domestic-IO defendants, with a smaller reduction in the number of *offences against the person* recorded (51.5% pre-IO and 25.3% post-IO), although this was still statistically significant. The number of *damage property offences* also fell significantly (down from 19.6% to 11.2% post-IO). Consistent with domestic IO defendants, there was a significant increase in the number of *offences against good order* amongst non-domestic IO defendants (up from 2.4% pre-IO to 39.9% post-IO).

ATSI IO defendants

The significant decreases in the number of *offences against the person* and increases in the number of *offences against good order* post-IO were also recorded for ATSI defendants, for both domestic and non-domestic orders. Significant reductions in *damage property offences* were found for ATSO domestic IO defendants only (down from 13.8% to 7.5% post-IO).

Overall impact

The post-IO reduction in *offences against the person* and *property damage*, and the corresponding increase in *offences against good order* (predominantly s31(2) breach offences) can be interpreted in a number of ways. While the reductions reflect a positive change in offending behaviour, the high rate of s31(2) breaches suggest that defendants are continuing to engage in prohibited behaviours towards the protected person. Detail on the nature of the IO breaches was not available, so it is not possible to determine the range of behaviours involved and the potential impact of such breaches on protected persons.

On a more positive note, it is clear that there has been a substantial reduction in reported physical harm to persons and property by IO defendants. The reduction in such offending suggests that the recorded breaches are primarily technical in nature and do not involve substantive offences (although they still may cause distress or psychological harm). Against this finding, the high number of breaches may be an indication that protected persons are feeling confident to report instances of prohibited behaviours by defendants. It is also possible that the reporting and subsequent consequences for these breaches are acting as a deterrent against more serious offending. It is stressed, however, that the results are indicative only, and it is not possible from the analysis to definitively attribute any changes to the impact of intervention orders alone.

13 Day, A, Chung, D, O'Leary, P, and Carson, E Programs for Men who Perpetrate Domestic Violence: An examination of the Issues Underlying the Effectiveness of Intervention Programs Journal of Family Violence (2009) 24:203-212.

5. Conclusion

The implementation and operation of the *Intervention Orders (Prevention of Abuse) Act 2009* and the associated Intervention Response Model has been a substantial undertaking, with a significant ongoing impact across police, courts, correctional services and notified agencies.

While there has been little difference in the number of non-domestic orders since the legislation commenced, in the first two years the average monthly number of domestic IOs has increased threefold.

The *process* evaluation conducted by OCSAR during 2012 and 2013 found that the initiative was generally operating as intended within current resource constraints. In particular, there is continuing support for the objectives of the legislation, including the power of police to issue interim orders, which provide more immediate protection for victims of abuse.

The main issues identified in the process evaluation were: ongoing workload increases (in part due to the highly manual process for sharing information); missing or inaccurate information on intervention orders received by notified agencies; the potential for inconsistencies between an intervention order and a Family Court Order; and some inconsistency in the level of support provided to protected persons, particularly when approaching police for an intervention order or reporting a breach. It is acknowledged, however, that few protected persons agreed to participate in the evaluation, and these views may not be widespread.

Concerns were also expressed regarding the low completion rate of the DVPP; the limited consequences for breaching the program; and the time-consuming process for reporting program breaches to police. In addition, funding limitations reduced the scope of the DVPP and the WSCO program to defendants and protected persons in the metropolitan area. Although the majority of intervention order defendants are able to access the DVPP, as shown in Section 1 of this report, about one-third of defendants and protected persons are not eligible for the service due to location. It is acknowledged, however, that there are numerous challenges in providing services to regional and remote areas including appropriate program models and obtaining skilled staff. The CAA have commenced a pilot group program for Aboriginal men in Port Augusta and have advised that the CAA Intervention Programs team continues to consider other strategies to expand program availability within resource constraints.

Some respondents felt that the IRM did not provide appropriate response strategies to support children, young people (particularly Youth Justice clients) and individuals with disabilities (physical and/or cognitive). In addition, the IRM was not considered to be an appropriate response model for Aboriginal people. It was noted, however, that DCSI currently funds the Aboriginal men's health organisation Kornar Winmil Yunti (KWY) to run a domestic violence prevention group for Aboriginal men in the metropolitan area, including men referred subsequent to an intervention order. Moreover, as shown in Section 1, very few intervention orders were lodged in the Youth Court, suggesting that there is limited demand for a DVPP for young offenders.

Overall, the focus of resources on domestic violence by adult men residing in the metropolitan area against their female partner is consistent with the defendant, protected person, and lodgement type profiles presented in this report. It is also noted that the CAA has engaged a new service delivery provider for the DVPP and that some of the issues raised in the process evaluation will be reviewed as part of that change.

The *outcome* evaluation, conducted during 2014 and summarised in Evaluation Report 3, aimed to identify the impact of intervention orders and the DVPP on defendants and protected persons. An examination of the impact of the DVPP program on participants' attitudes and beliefs, based on case studies and a voluntary survey, found some indication of improvement. However, the data available were limited. To enable any future assessment of the impact of the DVPP on all participants, it is suggested that appropriate clinical tools (not currently required under MRT) be incorporated into the program.

With regard to protected persons, interviews conducted during the process evaluation found that the majority did not feel any safer. However, a small number of follow-up interviews suggests that feelings of safety improve over time.

Although there was limited evidence regarding the impact of the DVPP on participants or improvements in feelings of safety for protected persons, the findings from a re-offending analysis are promising. The results suggest that intervention orders are associated with a positive change in offending behaviour. Specifically, there was a substantial reduction in the number of intervention order defendants apprehended for at least one interpersonal abuse offence after the intervention order. There was also a statistically significant reduction in the number of *offences against the person* and *property damage offences* post intervention order, for both domestic and non-domestic orders defendants. Importantly, these reductions were greater than that recorded for all *offences against the person* offences between 2009 and 2013.

Conversely, there was a substantial increase in the number of *offences against good order* post intervention order, predominantly comprising section 31(2) breaches, indicating that defendants are continuing to engage in prohibited behaviours towards protected persons. It was not possible to determine the exact nature of the breaches. However, the decrease in the number of substantive offences suggests that the behaviours underpinning the breaches are less serious and potentially indicate a substantial change in the severity of offending post-IO.

Within the domestic IO group of defendants, there was a statistically significant reduction in the total number of offences involving an intimate partner relationship post-IO. This suggests that an intervention order has a greater impact upon offences involving this specific type of relationship compared with the broader domestic relationship category.

There were mixed results from the analysis of the pre and post-IO offending profiles of DVPP participants compared with male non-program domestic IO defendants (for offences against intimate partners only). While there were no statistically significant differences in the offending profiles of DVPP completers and non-completers, there was some evidence to suggest that DVPP completers had slightly better offending outcomes compared to male non-program domestic IO defendants.

It is stressed, however, that the results of the re-offending analysis are indicative only. The analysis only includes offending which comes to the attention of police, so it is likely to underestimate the extent of abuse. In addition, without a matched control group, it is not possible to attribute the changes to intervention orders and/or the DVPP alone.

References:

Day, A, Chung, D, O'Leary, P, and Carson, E., Programs for Men who Perpetrate Domestic Violence: An examination of the Issues Underlying the Effectiveness of Intervention Programs *Journal of Family Violence* (2009) 24:203-212.

Jewell, L.M. and Wormith, J.S., Variables Associated With Attrition From Domestic Violence Treatment Programs Targeting Male Batterers - A Meta-Analysis, *Criminal Justice and Behavior* 2010 37: 1086

Migliore, C., Marshall, J., Millsteed, M., Aird, E. and Smith, E. Intervention Orders and Intervention Response Model Evaluation Report 1 (Process Evaluation) Office of Crime Statistics and Research, South Australian Attorney-General's Department, August 2013.

Migliore, C., Ziersch, E., Marshall, J. and E., Aird, *Intervention Orders and Intervention Response Model Evaluation Report 2 (Process Evaluation)* Office of Crime Statistics and Research, South Australian Attorney-General's Department, April 2014.

Appendix 1

Survey of DVPP Participants

A survey of DVPP participants was undertaken to examine the impact of the DVPP on participants' attitudes and beliefs around domestic abuse. It was adapted from a survey implemented in Ontario, Canada, by Scott and Stewart (2004)¹⁴ on partner abuse. The survey was specifically designed to explore any changes in defendants' attitudes towards women, responsibility for their behaviour, and awareness of what constitutes abusive behaviour.

Methodology

Collection of surveys began during August 2013 and closed at the end of April 2014. This timeframe was chosen as it was considered that a sufficient number of defendants would have completed the DVPP within this timeframe.

DVPP facilitators were responsible for informing defendants about the surveys and administering the surveys at the various points in the program. The evaluator provided DCS with instructions on how to administer the survey, and the importance of gaining informed consent. Defendants were advised by the facilitators that participation in the survey was voluntary.

Defendants were invited by to complete a survey when they first began the program. This provided the baseline measure of defendant's attitudes and beliefs. A second survey was offered to the defendant on his twelfth week in the DVPP, as this marked the half-way point of the program. If the defendant completed the program, a final survey was offered to him at his final session to enable the assessment of any changes over the course of the program. Participation remained voluntary throughout and defendants were not obliged to complete the mid-point or final surveys if they no longer wanted to participate.

Measurements

The survey included three assessments implemented in the Scott & Stewart (2004) study; Abuse-Related Attitudes Assessment (ARAA), Knowledge of Abusive Behaviour Measure, and Knowledge of Abuse-Supporting Self-Talk Measure. The study recommended that future evaluations should only contain three of the five subscales of this ARAA. Hence, the following three subscales of the ARAA were used:

- Lack of Personal Responsibility for Abuse and its Effects: A 10 item scale containing items such as 'My behaviour has made my partner angry but has had no lasting negative effects on her'.
- Partner blaming: A 10 item scale containing items such as 'My behaviour is not nearly as bad as my partner makes it sound.'
- Denial of expected relationship difficulties: A 9 item scale containing items such as, 'I have never been annoyed when my partner expresses ideas very different from my own'.

All items (17 items) of the Knowledge of Abusive Behaviour Measure were included in this study. Defendants were presented with statements relating to 17 behaviours such as, '*Monitoring all of her spending*' and were asked to identify if the behaviour was hurtful and controlling or not for each of the 17 behaviours making up that measurement.

¹⁴ Scott, K., & Stewart, L.L. (2004) Attitudinal change in participants of partner assault response (PAR) programs: A pilot project. Research and statistics division: Department of Justice, Canada, Ontario.

The final assessment, Abuse-Supporting Self-Talk Measure, contained all 13 items published in the Stewart and Scott (2004) study. This scale required defendants to identify if a thought would lead to healthy or hurtful/controlling behaviour for each of the 13 items. Items of this assessment included statements such as: 'Why does it always have to be my fault?' and, 'I cannot control the way that she acts - she will make that decision for herself'.

A complete copy of the survey is located in Appendix 2.

Scoring the assessment

Abuse related attitudes assessment (ARAA)

The first two scales of the ARAA (*Lack of Personal Responsibility Scale* and *Partner Blaming Scale*) required respondents to rate how true a statement was on a four point scale where a score of 4 was completely true and 1 was completely false. Scores for each of the two scales were calculated individually. The average response score was calculated for each scale. If the defendant did not answer all of the 10 items, his average was calculated by dividing the sum of his responses by the maximum score he could have accrued on the items answered.

According to Stewart and Scott (2004) a mean score of 2 and below indicates disagreement with the statements and are not concerning, while a mean score of 2.1 through to 4 is considered problematic.¹⁵

Scores for the *Denial of expected relationship difficulties* scale (the third scale of the ARAA) were calculated by identifying the total out of 9 items defendants completely endorsed (e.g., responded with the correct response). The maximum score on this scale was 9 and the minimum 0. Scores were then adjusted to a score out of 10.

Interpretation of defendants' scores for the *Denial of Expected Relationship Difficulties* scale was explained by Stewart and Scott (2004) as:

- high scores suggest defendants were able to identify denial behaviours,
- lower scores suggest that defendants experience higher levels of denial.

Knowledge of Abusive Behaviour Measure

Defendants were presented with 17 items that asked them to identify if the behaviours were hurtful/controlling or not. Responses were marked as either correct or incorrect. The defendants score was the number of behaviours correctly identified as hurtful/controlling.

Knowledge of Abuse Supporting Self-Talk Measure

The final measurement asked defendants to identify if 13 common thoughts associated with domestic violence were likely to lead to hurtful/controlling behaviour or not. The defendants score was the number of thoughts correctly identified as hurtful/controlling.

Participants

Between August 2013 and April 2014, 51 defendants volunteered to complete an initial survey when they began the DVPP. The high termination rate resulted in only ten defendants completing a second survey (midpoint), and no defendants completed a final survey.

¹⁵ Instructions regarding the interpretation of scales are documented in Scott, K., & Stewart, L. L. (2004) Attitudinal Change in Participants of Partner Assault Response (PAR) Programs: A Pilot Project. Research and Statistics Division, Department of Justice Canada, Ontario.

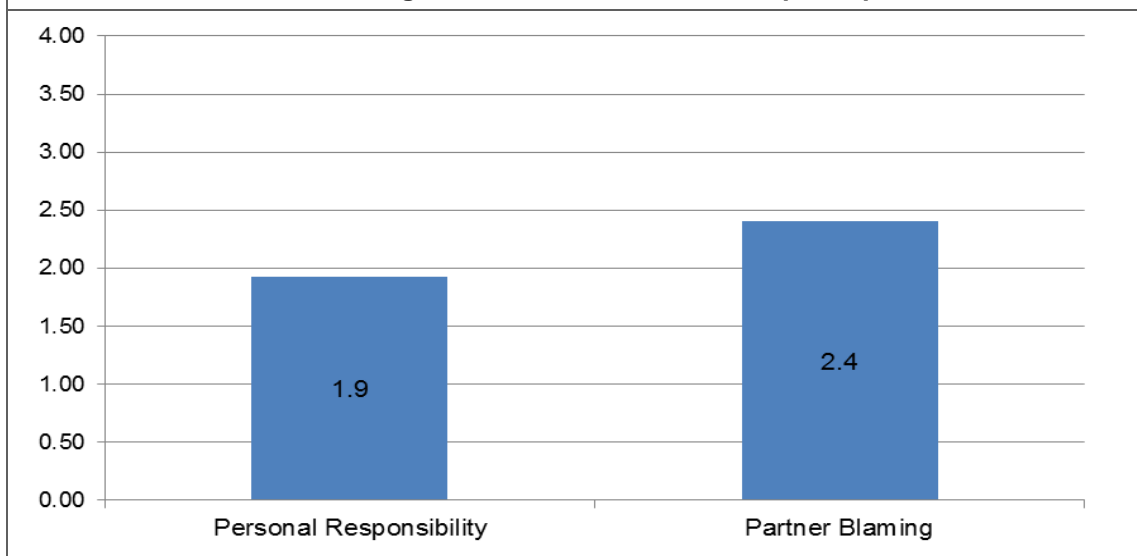
Results

Pre-treatment attitudes

Baseline pre-program attitudes were gathered from 51 men who volunteered to participate at their first DVPP session. Results were compared to mandated defendants who participated in the Canadian study published by Scott and Stewart (2004).

Consideration of the overall results suggest that most men began the DVPP with potentially problematic attitudes regarding Partner Blaming ($N=51$, $M=2.4$) and Denial of Expected Relationship Difficulties ($N=51$, $M=3.9$), while attitudes around Lack of Personal Responsibility was less of a concern for the sample of defendants ($N=51$, $M=1.9$). Figure A1 presents the mean scores out of a maximum of 4 for Lack of Personal Responsibility and Partner Blaming.

Figure A1 Mean pre-program scores for Lack of Personal Responsibility and Partner Blaming attitude measures for DVPP participants



Results of the sample of DVPP participants appear comparable to those of the probation participants in Stewart and Scott's (2004) study, although some of the findings of the latter study are only reported in graph form so a precise comparison is not possible. Attitudes regarding Partner Blaming were similar, with the both samples recording somewhat concerning attitudes in this domain. The DVPP group appeared to have slightly more positive attitudes regarding Lack of Personal Responsibility ($M=1.9$), compared with the Canadian sample, which was just above the 2.1 threshold.

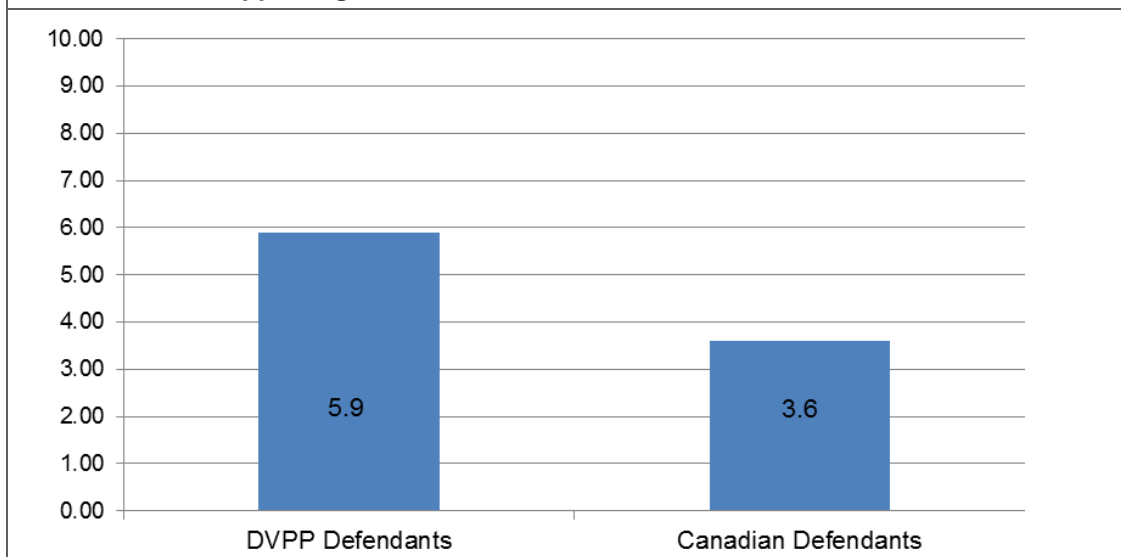
Results were also similar regarding the Denial of Expected Relationship Difficulties scale. The men in both samples tended to endorse approximately 3 to 4 denial items suggesting that in each study the participants entered the program with some level of denial.

Knowledge of abuse and of abuse-supporting attributions

The DVPP aims to improve men's knowledge about abusive behaviours and thoughts. Defendants were asked to identify if 17 behaviours were hurtful/controlling or not, and responses were marked as either correct or incorrect.

Analysis of baseline responses from defendants found that on average, defendants incorrectly identified 5.9 items on this scale ($N=51$, $M=5.90$), which is approximately 35% of the items. This figure is higher than the Canadian probation sample ($N=26$, $M=3.64$) where defendants answered approximately 20% of questions incorrectly. This suggests that DVPP participants were less likely to be aware of abusive and abuse supporting behaviours. These findings are presented in Figure A2.

Figure A2 Mean number of incorrectly answered questions regarding hurtful/controlling behaviour associated with abuse and abuse supporting behaviour



Examination of the responses on the 17 item scale indicated that over 75% of the DVPP defendants enter the program with an understanding that the following behaviours are hurtful and controlling: yelling and screaming at your partner, swearing at your partner and, ignoring or walking away from your partner when she is talking. These categories are consistent with the findings of the Canadian study.

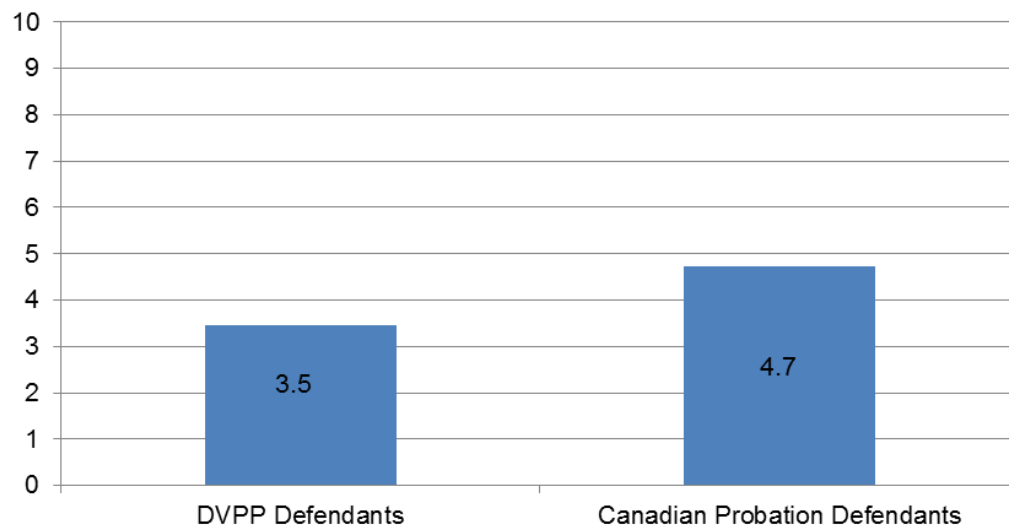
Defendants from the DVPP sample were less likely to report the following items to be hurtful and controlling: Telling her you don't want to hit her, asking her not to have lunch with male o-workers, and making sure that she keeps relationship problems private.

Knowledge of Abuse-Supporting Self-Talk Measure

Defendants were required to indicate whether 13 thoughts would lead to healthy relationship behaviour. Analysis of defendant's responses when they began the DVPP identified that on average, defendants identified 3.5 cognitions incorrectly ($N=51$, $M=3.5$). This was better than the results of the Canadian sample which recorded an average of 4.7. The difference between the two groups is presented in Figure A3.

Further analysis identified that defendants were most likely to recognize the value of the cognitions centred on respecting alternative points of view (e.g., *It's OK if her opinion is different than mine. We will find a way to work out a solution that we are both happy with*). Defendants tended to be least likely to identify self-entitled thoughts (e.g., *I should not have to listen to this kind of criticism*).

Figure A3 Mean number of incorrectly answered questions on the Knowledge of Abuse-Supporting Self-Talk Measure at program entry



Change in attitudes over time

During the nine month data collection period only 10 of the 51 initial respondents completed a second survey at the midpoint of the program. This represents only 19.6% of the original sample. The low response rate was due in part to the high termination rate of the program.

Analysis was undertaken to explore changes in the following areas: Lack of Personal Responsibility, Partner Blaming and Denial of Expected Relationship Difficulties. Paired-samples t-tests were used to compare the two survey points and determine if there were any statistically significant changes in the mean scores.

Comparison of attitudes before the program and after three months in the program identified that defendant's reported attitudes for all the three domains had improved since they began the program with greater improvements noted for Partner Blaming and Denial of Expected Relationship Difficulties.

Regarding knowledge of abusive behaviours, defendants also showed a small improvement in their ability to correctly identify abusive behaviours. Likewise, defendants' identification of cognitions likely to lead to healthy and unhealthy relationship behaviours also had a modest improvement over time.

However, given the small sample size, the results should be interpreted with caution. It is not possible to generalise the findings to the larger survey sample or DVPP participants as a whole.

Summary

A total of 51 DVPP defendants participated in a survey about their attitudes, beliefs and knowledge around domestic abuse. The findings were compared to a sample of Canadian men mandated to complete a domestic violence program. Analysis of the results identified that DVPP defendants tended to enter the program with some concerning attitudes regarding partner blaming and denial of relationship difficulties, which was similar to those reported in the Canadian study (Scott and Stewart, 2004).



Appendix 2

Survey for Program Participants

Review of Intervention Orders and the Domestic Violence Perpetrator Program

The Attorney-General's Department is evaluating the new Intervention Orders and associated services, including the Domestic Violence Perpetrator Program. We are interested in finding out what works, what doesn't work, and what you think of Intervention Orders.

The following survey is part of the evaluation and asks questions about your attitudes and thoughts about Domestic Abuse. You will be asked to complete the survey at the beginning of your first session of this program, at the beginning of your 12th session and again at your last session.

The survey asks a number of questions about your 'partner'. This is the person who is the protected person on your Intervention Order. They may be your ex-partner, but please answer the questions about your relationship with the protected person even if they are your ex-partner.

This survey is *anonymous* and your individual responses will be *confidential*. The survey should take about 10 minutes to complete. When you have completed the survey, please place it back in the envelope and hand it to one of the group facilitators.

Please note that the survey is voluntary. You don't have to complete it if you don't want to.

Your ID code is your initials and your date of birth (e.g., AB 1/2/1983). Please document this on the top of the first page of the survey and today's date. When you complete the survey and seal it in the provided envelope, please write your ID code on the envelope and hand to one of the group facilitators.

We are also doing interviews over the phone with people who have been involved in Intervention Orders and/or the Domestic Violence Perpetrator Program. Please complete the enclosed "Consent to Contact" form and hand it back to the group facilitators separately if you would be willing to help us by taking part in a telephone interview.

Thank you for participating in this survey.

**Principal Researcher
Intervention Orders Evaluation Project
Attorney General's Department**

ID (your initials and date of Birth

Today's Date: _____

1. How true are the following statements?

	Statement	Completely True	Mostly True	Mostly False	Completely False
1	I need to be the one to end my use of violence.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	My partner exaggerates negative things I have done in our relationship.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	Most of the time when I am angry at my partner, it is because she has "pushed my buttons".	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	My partner often brings up conflicts that have already been resolved.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5	My behaviour is not nearly as bad as my partner makes it sound.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6	When men are abusive they do it to gain control over their partners.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7	I would much rather be somewhere else than in this group.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8	I am sometimes annoyed when my partner asks favours of me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9	I have never expected my partner to go out of her way to make sure that my needs were met.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10	My partner is trying to manipulate the system to "get me".	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11	I have sometimes said or done things in anger with my partner that I wish I could take back.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12	I have never deliberately said something to hurt my partner's feelings.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13	There is no justification for my abuse or violence.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14	If I don't defend myself, my partner will walk all over me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15	My partner is as much to blame for what I do during conflicts as I am.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16	My partner needs to learn to respect me and listen to me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17	My abusive and hurtful behaviours have had lasting effects on my partner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18	If I had a different partner, I would not behave in hurtful and controlling ways.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19	I have taken advantage of my partner or our relationship at least once in the past.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20	I have sometimes wondered if things would be better if I was in a different relationship.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21	I have never been annoyed when my partner expressed ideas very different from my own.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Statement	Completely True	Mostly True	Mostly False	Completely False
22	I can expect my partner to take a long time to trust me again.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23	There is nothing I would like to change about the way I behave towards my partner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24	When people have been drinking, they cannot be held responsible for their actions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25	I have only ever been abusive towards my partner to defend myself from serious harm.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
26	I have never said or done anything to my partner that I regret.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27	I am 100% responsible for my feelings and behaviour.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
28	My partner has less confidence as a result of my abusive and hurtful behaviours.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
29	My behaviour has made my partner angry, but has had no lasting negative effects on her.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2. Which of the following behaviours would be hurtful and/or controlling of your partner and which would not be hurtful and/or controlling?

	Behaviour	Hurtful / Controlling	Not Hurtful / Controlling	Don't Know
1	Making a big financial decision about family money by yourself.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	Making your partner ask to access to family money.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	Monitoring all of her spending.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	Ignoring her or walking away when she is talking.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5	Consistently forgetting to do your chores around the home.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6	Breaking something in front of her during an argument.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7	Asking her not to have lunch with male co-workers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8	Telling her that you don't want to hit her.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9	Making sure that she keeps relationship problems private.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10	Telling her not to talk to others about her relationship with you.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11	Consistently refusing to listen to her concerns about your relationship.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12	Keeping track of her time and making her account for her whereabouts.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13	Preventing her from going back to school or work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Behaviour	Hurtful / Controlling	Not Hurtful / Controlling	Don't Know
14 Trying to make her feel crazy.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15 Yelling and screaming at her.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16 Swearing at your partner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17 Being jealous of her friends.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. Whenever we are in a disagreement with our partners, we have thoughts running through our head. Which of the following thoughts are likely to lead to healthy, non-abusive behaviour and which may lead to abusive behaviour?

Thoughts	Likely to lead to healthy behaviour	Likely to lead to hurtful/controlling behaviour	Don't Know
1 I don't need to prove myself in this situation. I can stay calm.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2 It is OK if her opinion is different than mine. We will find a way to work out a solution that we are both happy with.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3 I can't believe that we are having this discussion again - we talked about this yesterday.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4 I cannot control the way that she acts - she will make that decision for herself.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5 It is more important to me to listen to her opinion than to get my way.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6 I am the only person who can make me mad or keep me calm.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7 Why does it always have to be my fault?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8 Why can't she leave this alone?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9 I don't have to take this kind of behaviour from her.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10 I should not have to listen to this kind of criticism.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11 I do not have to win this argument.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12 It takes two to make this argument worse, and two to make it get better.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13 I don't need to defend myself. I can hear her out.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Thank you for your time