



# Review of Supervised Community Accommodation

Department of Youth Justice

**Reliance Restricted**

8 August 2019 | Version 1.0

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## Reliance Restricted

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## Review of Supervised Community Accommodation

8 August 2019

Dear Lisa

In accordance with our Service Order Agreement, signed 5 July 2019, this report (the "Report") provides a review of the cost effectiveness of Supervised Community Accommodation ("SCA" or "the Program") based on analysis prepared by the Department of Youth Justice ("Youth Justice" or "You") and an independent evaluation prepared by Griffith Criminology Institute.

### Purpose of our report and restrictions on its use

Supervised Community Accommodation was designed as an alternative to custody for young people on remand or who do not have a safe environment at home. This report was requested by Youth Justice as a rapid independent review of the analysis conducted by Youth Justice and Griffith Criminology Institute, and provides recommendations on this basis.

This report should not be relied upon for any other purpose. Because others may seek to use it for different purposes, this report should not be quoted, referred to or shown to any other parties unless so required by court order or a regulatory authority, without our prior consent in writing. In carrying out our work and preparing our report, we have worked solely on the instructions of Youth Justice.

Our report may not have considered issues relevant to any third parties. Any use such third parties may choose to make of our report is entirely at their own risk and we shall have no responsibility whatsoever in relation to any such use. This report should not be provided to any third parties without our prior approval. We disclaim all responsibility to any other party for any loss or liability that the other party may suffer or incur arising from or relating to or in any way connected with the contents of this report, the provision of this report to the other party or reliance upon this report by the other party. Liability is limited by a scheme approved under professional standards legislation. Please refer to Section 2 of this Report which includes further details on purpose and approach adopted for this engagement.

### Limitations

The information contained in this report is based on information provided by Youth Justice staff. We have prepared this report using the information provided by the above sources. We have not independently verified, or accept any responsibility or liability for independently verifying, any such information nor do we make any representation as to the accuracy or completeness of the information. Our work has been limited in scope and time and a more detailed review may reveal material issues that this review has not. Please refer to Section 2 of this Report for further details on limitations relevant to this Report. The Section 2 of this Report also outlines the structure of this Report.

If you would like to clarify any aspect of this report or discuss other related matters then please do not hesitate to contact me on 0424 715 640. Thank you for the opportunity to support you on these important reforms.

Yours sincerely

Alex Martin



**Dashboard**  
Table of contents

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

---

## **Executive summary**

1

Page 4

---

## **Purpose and approach**

2

Page 6

---

## **Background**

3

Page 8

---

## **Cost analysis**

4

Page 13

---

## **Evaluation review**

5

Page 18

---

## **Interjurisdictional models**

6

Page 22

---

## **Next steps**

7

Page 28

---

## **Appendices**

8

Page 31

# 1

## Executive summary



## 1 Executive summary

# The current Supervised Community Accommodation (SCA) program, while promising, needs refinement, and it is too early to assess its impact

**1 Executive summary**

2 Purpose and approach

3 Background

4 Cost analysis

5 Evaluation review

6 Interjurisdictional models

7 Next steps

8 Appendices

## Background

- ▶ EY was engaged to review work recently performed by the Department of Youth Justice (Youth Justice) and Griffith University, which evaluated the operational and cost effectiveness of the SCA program
- ▶ SCAs were established in 2017-18 in four locations across Townsville and Logan, as an alternative to detention. The original objective of SCAs was to provide home like conditions and more intensive support to help with the goal of reducing remand rates for young people aged 14-17
- ▶ The SCA program aligns with Youth Justice Strategy priorities including intervening early, reducing reoffending and keeping children out of custody and court
- ▶ International jurisdictions have seen very encouraging results for similar models, suggesting that with appropriate program logic, cohort definition and integration between service providers and Government, significant improvements in outcomes may be realised.

## Key Findings

- ▶ Griffith University's evaluation of the program found that the SCAs were providing positive experiences for young people, operated and maintained well, however educating staff and providers on SCA program intent, delineation of roles between Youth Justice staff, service providers and others needs to continue to increase utilisation, reduce cost and heighten service impact
- ▶ As Youth Justice has identified, it is too early in the SCA program life to accurately assess the real benefit of the program
- ▶ Due to the above reasons, Youth Justice's review of the cost effectiveness of SCAs did not include an analysis of avoided costs, both to Youth Justice and to other agencies, which means that the conclusions that can be drawn from it are limited
- ▶ EY's review of the method used has identified some discrepancies in the way costs have been captured and measured. The methodology needs to include an analysis of the avoided costs to both Youth Justice and other Government departments, as well as longer term social and economic benefits. Scenario analysis suggests that the cost differential between youth detention and SCAs may not be as significant as the Youth Justice analysis found
- ▶ Accordingly, it is appropriate to first revisit the objectives for SCAs in the context of the Youth Justice Strategy, investment and changes to legislation, and then to define a program logic and outcomes, and set up and institutionalise a framework for data capture, measurement, and feedback. Analysis should focus on expected wider avoided costs of SCAs such as reduced court appearances, adult corrective services, community orders, detention based supervision, and also benefits including improved education, employment and social outcomes
- ▶ There appears to be variation in costs, services provided and processes between each of the SCA locations in Townsville and Logan despite similar contract terms. There may be benefit in performing commercial and operating analysis on each site individually to understand these differences (the scope of work for this report does not cover this analysis).

## Recommendation and next steps

With regard to the analysis conducted by Youth Justice and the findings of the Griffith University evaluation, EY has developed a series of proposed recommendations for determining the future of the SCA program with regard to (i) the strategic value of SCAs in the context of the wider youth justice system, and (ii) addressing systemic issues in the SCA program. EY therefore recommends:

- ▶ In conjunction with providers and stakeholders, review the operation and governance of the SCA program – stakeholder interactions, communications and approvals, oversight, staffing, and role definition between Youth Justice and service providers.
- ▶ Define a best practice service model, with outcomes and a clear program logic for the agreed SCA model, with underpinning data and metrics required to implement performance measurement and full evaluation
- ▶ Drawing on the international literature, identify and evaluate options for future SCA models, using an avoided cost and social benefit methodology, drawing on the youth re-offending social bond approach
- ▶ Reviewing the present SCA policy goals, and ensuring the SCA program is optimised for the problem (e.g improving mental and physical health, reconnecting young people with family and community) being addressed
- ▶ Review current contracting arrangements and identify changes required to optimise value

# 2

## Purpose and approach



## 2 Purpose and approach

# Supervised Community Accommodation in its current form needs review in light of recent analysis

|                               |              |
|-------------------------------|--------------|
| 1 Executive summary           | 7 Next steps |
| <b>2 Purpose and approach</b> | 8 Appendices |
| 3 Background                  |              |
| 4 Cost analysis               |              |
| 5 Evaluation review           |              |
| 6 Interjurisdictional models  |              |

### Request from Department of Youth Justice (Youth Justice)

EY was engaged by Youth Justice to undertake a rapid review of the Supervised Community Accommodation program (SCA) and to advise specifically on:

- ▶ Youth Justice analysis of the cost-effectiveness of SCA services relative to youth detention centre services
- ▶ The extent to which SCAs are achieving their objectives, drawing on the findings of the independent evaluation
- ▶ The future role and purpose of SCAs within the youth justice system

The following information was provided by Youth Justice:

- ▶ A report on the evaluation of the SCA program by Griffith University (the Griffith Report)
- ▶ A summary of Findings of Evaluation report of Supervised Community Accommodation by Queensland Government
- ▶ A cost-effectiveness analysis paper of the SCA program by Youth Justice (the Youth Justice Paper)
- ▶ Copies of 4 funding schedules for the SCA service providers
- ▶ Copies of the Request for Tender for each SCA service provider contract
- ▶ An SCA factsheet for young people and families
- ▶ The SCA service model and protocol guidelines version 1
- ▶ Information and data provided through correspondence with Youth Justice staff

In addition to information provided by Youth Justice, rapid desktop research was also conducted to identify services that were similar to SCA services in other jurisdictions for the purpose of comparison.

### Approach

To support Youth Justice, EY conducted a three part analysis, involving:

1. A review of the Youth Justice Paper, Griffith Report, and other related information provided by Youth Justice for:
  - ▶ Conceptual appropriateness of the benefits and costs for the SCA program, based on both standard industry practice, and on the expected benefit and cost categories expected, having regard to the Productivity Commission's "Report on Government Services – chapter 17 (Youth Justice Services)"
  - ▶ Robustness of the approach taken to derive the quantitative values for each benefit and cost category

2. A high level qualitative and quantitative comparison between the SCA program and youth detention centre service provision, including access to wrap-around services and transition out services, identifying any key differences between the two models and cohorts of offenders
3. A brief desktop review of alternative models for remanding youth nationally and internationally as an alternative for comparison and to determine best practice.

### Limitations

Our work has been limited in scope and time and a more detailed review may reveal material issues that this review has not. We have not sought to undertake a mathematical 'line-by-line' logic review of any model/s used to develop the cost analysis. The review does not therefore provide assurance around the mathematical integrity and outputs of the model, nor is it an audit of the costs. Due to the early timing of this analysis within the SCA program life, as noted by the Griffith Report, there is limited, statistically valid and reliable data on the outcomes of the program, and therefore is insufficient data to undertake a full cost-benefit analysis. This report relies upon information sourced from the Report on Government Services (ROGS) produced by the Productivity Commission. We have not sought to verify, critique or audit the inputs and methodology for cost derivation developed by the Productivity Commission.

### Structure of the Report

The rest of the report sets out the analysis and findings in 5 sections:

- ▶ **Section 3: Background** – This section summarises the SCA service, timeline and sets it in the context of the wider Youth Justice system and reforms
- ▶ **Section 4: Cost analysis** – This section provides a review of the Youth Justice Paper, including adjusted results and suggestions for alternate approaches
- ▶ **Section 5: Evaluation review**- This section presents the key findings of the evaluation and key recommendations and next steps for refining the SCA model
- ▶ **Section 6: Inter-jurisdictional models** – This section provides comparisons and findings from other jurisdictions in relation to the recommendations and next steps for SCAs
- ▶ **Section 7: Recommendations and Next steps** – the final section provides recommendations based on the findings from the above analysis to inform next steps.

# 3

## Background



### 3 Background

SCAs were initially introduced as a supported bail accommodation program, but their purpose and target cohorts have changed over time

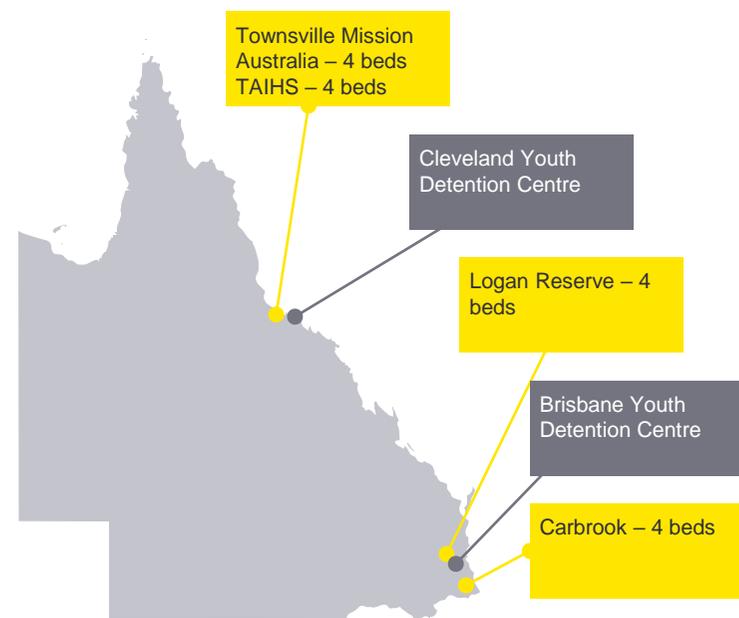
- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

The purpose of this section is to provide an overview of the rationale of the SCA program, its locations and key elements and statistics to provide context to this report.

#### Overview of the SCA program

SCAs were established in 2017-18 to provide community based accommodation and supervision for young people as an alternative to detention. They aim to provide a safe, home-like environment in the community, with wrap around assessments, intensive case management and 24/7 support. In particular, SCAs were established to help young people to comply with orders, access required services, engage with education and connect with family and community members. The original purpose of SCAs was to provide Supervised Bail Accommodation, with the goal of reducing remand rates. The model was expanded in 2018 to include other referral pathways. However in recent years there has been an increase in the amount of 'emergency' referrals for short-term accommodation in the two Townsville locations.

The SCAs are co-delivered through a partnership between Youth Justice and non-government service providers as depicted to the right. There are currently four SCA houses, each providing accommodation for four young people (a total of 16 beds at any one time). As at 31 March 2019 95 young people had stayed at an SCA, with the majority of stays at the two sites in Townsville (which was opened in December 2017)\*.



#### Timeline



There is a similarity in the age distribution among offenders residing in the four SCAs. The average age is 15 years with young people aged 14 to 17 eligible. 75% of young people in SCAs identify as Aboriginal, Torres Strait Islander, or both. This number is significantly higher for the Townsville area, where it is 90.3%. The majority of the SCA referrals are for males, with 71% identifying as male and 29% identifying as female. The average length of stay at an SCA is 21 days for Townsville sites and approximately 42 days for Logan sites. This compares to 36 days for young people in detention on remand\*.



### 3 Background

## Detention centres offer a range of services, but access and impact may be diminished relative to SCAs

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| <b>3 Background</b>          |              |
| 4 Cost analysis              |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

The four referral pathways outlined below show the range of circumstances in which a young person may come to an SCA. Following referral, they are then screened against criteria by justice staff for eligibility and suitability. These criteria are set out in appendix B and include the young person being aged between 14 and 17 and must reside in either the Logan or Townsville catchments.

#### Pathways to referral

| Court referrals  | Queensland Police Service   | Community-based referrals  | Queensland Police Service  |
|--|---|--|--|
| The court can make a condition of a young person's bail undertaking that they reside at the SCA, either short or long term.<br>Referrals: 22 (24%) | Referrals are made by the Youth Justice Service Centres for young people awaiting transport to their usual place of residence.<br>Referrals: 29 (31%) | Crisis or long-term referrals for young people subject to Youth Justice Orders.<br>Referrals: 41 (44%) | Young people from police watch-houses who are assessed as suitable for short-term accommodation pending court appearances.<br>Referrals: 1 (0.01%) |

#### Comparison of SCA model to youth detention operating models

The operating models of SCAs is fundamentally different to youth detention centre operations. Supervision in SCAs is provided in a home-like environment (5-6 bedroom house) and, as noted previously, provides wrap around assessment and intensive case management. The number of cases per case worker (or caseload) are significantly different. Caseworkers within youth detention centres usually have a caseload of 15-20 young people per caseworker. This is a far higher caseload than that borne by case workers in the SCAs. Across the 4 SCA locations in Queensland are 13 Youth Justice case workers. This indicates a caseload of 1-4 young people per caseworker in SCAs (information provided Youth Justice).

\*<https://www.csyw.qld.gov.au/resources/dcsyw/youth-justice/yj-annual-summary-stats-detention.pdf>

Another key differentiator is that SCAs are a voluntary service. Young people have the choice to live in an SCA, which may impact on the effectiveness of services provided during their stay, depending on their level of engagement. The focus of the program is to transition the young person to stable and sustainable accommodation, which in some cases may include reconnection with family. Progress toward the aims of the program relies on the active engagement and participation of the young person, which may be reduced in a secure environment where by freedom and autonomy is constrained, such as a youth detention centre.

A comparison of the programs and services delivered in a youth detention centre and those services delivered within an SCA is provided in the table to the left.

Though there are some similar services delivered in both SCAs and youth detention, youth detention has a higher number of programs and services that focus on addressing offending behaviour, where SCAs have a higher number services that focus on transition planning and engagement with family and community, life skills and referral to health and other social services.

#### Potential changes to the Youth Justice Act

The Queensland Government introduced Youth Justice and Other Legislation Amendment Bill 2019 to parliament 14 June 2019\*. The priority objectives of this Bill are to:

- ▶ Improve the timely finalisation of proceedings in the youth justice system
- ▶ Remove legislative barriers to enable more young people to be granted bail
- ▶ Ensure appropriate conditions are attached to young people to reduce the likelihood of them breaching conditions and being remanded in detention.

The outcome targeted from these changes is to reduce the number of young people remanded in detention. These legislative changes compliment the original policy intention of the SCA Program (to reduce the number of young people remanded in detention), but also could support a greater volume of court referrals to SCAs by providing a safe home and a range of support to enable young people are able to fulfil their bail conditions.

\*<https://www.legislation.qld.gov.au/view/html/bill.first/bill-2019-037>



### 3 Background

## The aims of SCA program are complementary to the Youth Justice Strategy 2019-2023

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| <b>3 Background</b>          |              |
| 4 Cost analysis              |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

The original objectives of SCAs align with the Justice Strategy reform priorities of intervening early, reducing reoffending and keeping children out of custody. However, the current SCA capacity will need to grow to impact the large number of young people on remand. The current role and purpose of SCAs in the wider Youth Justice system and reform program therefore needs consideration, given the investment in youth justice reforms.

#### Pressure on the system – Detention\*

In 2017-18:

# 83%

of young people in detention are on remand (average daily number n=167)

# 36

the average number of days spent on remand in a youth detention centre

# 39%

of young people on a community based supervised order were held on remand prior to the order (n=1531)

# 78%

Of young people sentenced to detention are Aboriginal and Torres Strait Islander (n=145)

#### Supporting Figures:

- ▶ The most common offence warranting detention is property related (38%)
- ▶ 16 years of age is the most prominent age group (32%)
- ▶ 1 in 5 were homeless or had unsuitable accommodation before entering

\* <https://www.csyw.qld.gov.au/resources/dcsyw/youth-justice/yj-annual-summary-stats-detention.pdf>

#### Youth Justice Strategy Priorities\*\*

##### 1. Intervening Early

Through engaging family, preventing and responding to all domestic, sexual and family violence, addressing effects of drugs and developing key strategy

##### 2. Keeping children out of court

Engaging communities, expanding police presence, strengthening cultural initiatives and transitioning 17 year-olds out of the adult justice system

##### 3. Keeping children out of custody

Re-establishing the courts power to hold young people accountable to their victims in face-to-face conferences, expanding bail support and trialling alternate accommodation

##### 4. Reduce re-offending

Implementing recommendations from the *Independent Review into Youth Detention*, implementing mental health initiatives, linking youth to better education initiatives and rolling out the T2S program

\*\* <https://www.csyw.qld.gov.au/resources/dcsyw/youth-justice/youth-justice-report-strategy/strategy.pdf>

#### Key Government Investments\*\*\*

# \$150m

to construct a 32 bed youth detention centre at Wacol\*\*

# \$27m

to construct 16 new beds at Brisbane Youth Detention Centre

# \$160m

invested for the first whole-of-government Youth Justice Strategy

#### Other Relevant Investments:

- ▶ \$28.7m to spend over four years to expand on the Transition 2 Success program
- ▶ \$27.5m to spend over four years to enhance restorative practice
- ▶ \$27m to support multi-agency support teams
- ▶ \$29.3m to support the Townsville Youth Response Team

\*\*\* <https://budget.qld.gov.au/budget-papers/>

# 4

## Cost analysis



## 4 Cost analysis

### The Youth Justice Paper found that SCA utilisation needs to increase, and 5 avoided detention nights are required to ensure cost effectiveness

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| <b>4 Cost analysis</b>       |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

#### Purpose of this section

This section provides:

- ▶ A summary of the approach adopted by the Department of Youth Justice in assessing the cost effectiveness of SCAs, as described in the “Cost-effectiveness analysis of Supervised Community Accommodation (SCA) Paper” (the “Youth Justice Paper” or “YJ Paper”)
- ▶ A review of the methodology adopted in the Youth Justice Paper for appropriateness and robustness, and the development of an adjusted set of results scenarios
- ▶ Recommendations based on those findings.

#### Scope of the Youth Justice Paper

The YJ Paper sought to answer the following questions:

- ▶ Are the SCAs cost effective?
- ▶ If not, what do SCAs need to do to be come cost-effective?

The YJ Paper sets out to answer the first question by comparing the daily cost per capita of SCAs with the daily cost per capita of detention based supervision. To answer the second, the YJ Paper uses avoided future days in detention as a result of young people attending an SCA. However, as the program is in its early stages, the YJ Paper identifies that it is not yet known how many future days of detention costs will be saved through the SCA program. Therefore, the YJ Paper determines how many days would be required to be saved through the use of SCAs, in order to confirm their cost effectiveness.

#### Overview of the method applied by Youth Justice in the YJ Paper

To assess the cost effectiveness of the SCAs, the YJ Paper compares the cost of an average nightly stay for young people placed in a youth detention centre (as published by the Report on Government Services or “ROGS”) with a calculated average nightly cost per young person placed in the SCA, which EY was instructed is derived based on ROGS methodology.

The YJ Paper examines the future avoided costs by analysing historical data of a defined cohort of young people that would have been eligible and suitable to stay at SCA if it were available to them. Based on this analysis, the cohort of young people examined would have been housed in a detention centre for, on average, 52.12 days per year in the following 12 months after release.

The analysis of future incurred detention days by the SCA cohort is used to develop an estimate of future avoided costs on the basis that those young people who go to an SCA would avoid an as yet unknown number of nights of detention each year.

Each avoided night in detention due to the SCA program was then directly counted as a cost saving to Youth Justice.

#### Limitations identified in the Youth Justice Paper

The YJ Paper notes that is too early within the program life to meaningfully assess the outcomes of the SCA program. The analysis therefore does not account for other potential benefits of SCAs (for example, increased participation in education and training, and development of life skills) and assumes each young person has one SCA stay (that is, does not account for possible multiple SCA stays).

#### Key findings of the Youth Justice Paper

The following key findings were made in the YJ Paper, paraphrased for the purposes of this section:

- ▶ The benefits of SCAs are yet to be determined. Should the benefits include avoided future bed-nights, young people referred to SCAs would need to reduce overall future detention stays by an average of five detention nights per person per year
- ▶ SCAs are not yet a cost effective alternative to placement in a detention centre; the average bed night cost is \$2,053 (SCA at 80% capacity) vs \$1,472 (detention based on 85% capacity)
- ▶ Utilisation of the service (suitable and eligible referrals and length of stay) is low (63%) which affects the relative cost-effectiveness of the service
- ▶ Most SCA clients entered the SCA either voluntarily or as an alternative to detention, however some entered as an alternative to in-home supervision. Increasing the proportion deferred from detention may result in a further offsetting of costs under this method.



## 4 Cost analysis

### The approach adopted in the Youth Justice Paper requires improvement to provide a meaningful evaluation result

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| <b>4 Cost analysis</b>       |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

#### EY overall view of methodology

The method adopted in the Youth Justice Paper may not offer a true indication of the cost effectiveness of the SCA program for two overarching reasons:

- ▶ It is not clear that the ROGS methodology adopted by the YJ Paper to compare SCA costs against the detention centre costs has been completely aligned for the measurement of all individual ROGS cost categories
- ▶ Cost-effectiveness analysis usually compares the relative cost of two services, designed to achieve the same outcome. As noted in the section “Background”, SCAs were implemented to reduce the ‘criminogenic’ impact of current facilities for youth on remand. A comparison of daily cost per capita of detention as compared to SCA does not by nature capture the subsequent impact of SCAs on reoffending rates and social outcomes relative to detention centres, and therefore, the comparison is not considered to be ‘like for like’.

As a result, this report has set out below a series of identified gaps and opportunities for further refinement of the methodology described in the YJ Paper were the ROGS approach to be maintained. However, overleaf, EY has described an alternate approach to determining the cost effectiveness, the drawback for which is the lead time require to accumulate sufficient data to analyse on the impact of the Program.

#### Approach to peer review adopted

In order to test the method applied in the Youth Justice Paper, EY has requested information from Youth Justice (refer to purpose and approach) and has separately compiled the comparative cost inputs for youth detention and SCAs (see Appendix A). Each cost input from the YJ Paper has been mapped against likely ROGS categories, and has been individually analysed to the extent possible following subsequent information requests, to identify whether it was determined on a similar basis to the approach adopted in ROGS. We have also considered whether the output of the analysis effectively measures the offset impacts of favouring one form of service over another.

We have not sought to confirm the appropriateness of the methodology adopted in ROGS, nor has our analysis amounted to a mathematical logic review or audit of the analysis documented in the YJ Paper.

A series of issues have been identified in the table below, alongside opportunities for improvement. Subsequently, to the extent these issues have been able to be addressed within the timeframe for this Report, the cost inputs were rebased and a series of alternative utilisation scenarios have been developed, to illustrate the implications for changes in utilisation scenarios, between facility type.

| Issue   | Comments and implications   |
|---|---|
| Salary expenses and administrative costs          | <p>It is not clear that the “Total DCSYW Operating Cost” category in the YJ Paper has been calculated using the same cost allocation methodology used to derive the equivalent salary expense and administration costs under the ROGS methodology.</p> <p>Consider reviewing and, if a different methodology to ROGS was used, aligning the approach adopted.</p> |
| Depreciation                                      | <p>No value was included in the analysis for depreciation on the capital value of the assets (houses and fixtures and chattels, not inclusive of land) used in the provision of the SCAs.</p> <p>Depreciation was applied to the capital value under the ROGS methodology and should be considered when producing further analysis.</p>                           |
| Inclusion of ‘Bail Support Services’ in SCA costs | <p>Costs of Bail Support Services, as defined in the contracts for the SCAs were included in two of the SCAs.</p> <p>As these services are not associated with the provision of the SCAs, it is considered that they could be excluded from future analysis.</p>  |
| Contract values                                   | <p>The YJ Paper adopted \$7.9m for the value of contract services, however this was not able to be reconciled against the information provided by Youth Justice.</p> <p>It is suggested that the contract values analysed in the YJ Paper be confirmed against the funded values for 12 months of SCA service provision.</p>                                      |



## 4 Cost analysis

There are a series of improvements that may be adopted, however an alternate approach is also available

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| <b>4 Cost analysis</b>       |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

| Issue  | Comments and implications   |
|--|---|
| Capital value of new detention facilities      | Youth Justice Budget updates for 2019-20 have allocated \$27m to construct 16 new beds at Brisbane Youth Detention Centre, and \$150m for a new 32 bed youth detention facility at Wacol*. Subject to further detail of timing and cost determination, future analysis should account for this additional capital and other associated expenses.  |
| Capital value of SCA assets                    | ROGS methodology provides for an 8% return on capital. The return on capital applied in the YJ Paper appears to imply a different lower capital value than the \$5.16m value provided by Youth Justice. Further, this peer review has not extended to an analysis of whether the values adopted accurately reflect valuation of four bedroom houses in Logan and Townsville.<br><br>Further analysis should confirm that the depreciation methodology aligns to the approach adopted by ROGS  |
| Base cost year                                 | It is understood that ROGS costs are in 2017-18 dollars, while SCA costs are in 2018-19 dollars. Differences in the base cost year may affect the robustness of comparison values between SCAs and detention centres.<br><br>Future analysis should confirm that all cost inputs are set to the same base cost year.  |
| Offset costs between SCA and detention centres | The analysis in the YJ Paper assumes a direct reduction in daily per capita detention centre costs associated with young offenders leaving SCA facilities. However, there is a cost associated with underutilisation of detention capital and operating costs. The degree to which these costs continue to be incurred despite underutilisation depend on the commercial arrangements regarding staff and services.<br><br>Future analysis may consider developing a more detailed analysis of incremental cost impact for reducing detention centre utilisation. |

| Issue   | Comments and implications  |
|---|--|
| Assumed reduction in detention nights                                   | As the YJ Paper has noted, it has reframed the analysis to set a theoretical hypothesis on the number of detention nights needed to be avoided in order to achieve cost effectiveness, rather than assess evidence of cost effectiveness.<br><br>As such, the results define an aspiration, rather than provide a meaningful measure of effectiveness.   |
| Focus on Youth Justice centric cost implications                        | The YJ Paper notes that the cohort for SCA use should be 'focused on younger people' to allow a greater timeframe for any reduction in youth detention costs.<br><br>Future analysis could consider broader savings to the State from reduced re-offending in the adult corrections system, that is, implications for reduced daily per capita cost of adult corrections.  |
| Use of differing capacity/ utilisation metrics to derive the daily rate | The note to Table 17A.21 'Cost per young person subject to detention-based supervision (2017-18 dollars)' of ROGS states that the cost per day per young people subject to detention-based supervision on an average day is calculated using the average daily number of young people who were supervised in detention. The YJ Paper appears to use a separate measure of centre utilisation (Table 17A.2. Centre utilisation) to adjust for centre capacity instead of using the average daily number of young people.<br><br>As the two measures are different, the analysis presented in the YJ Paper appears to underestimate the costs compared to if the average daily number of young people is used, and future analysis should consider adjusting the approach adopted. |



## 4 Cost analysis

Adjustments to the inputs used in the Youth Justice Paper indicate at assumed safe utilisation levels, SCAs may be cost comparative to detention centres and potentially deliver higher benefits to the State

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| <b>4 Cost analysis</b>       |              |
| 5 Evaluation review          |              |
| 6 Interjurisdictional models |              |

### Outcomes of the adjusted analysis

EY has adjusted the input values applied in the YJ Paper to provide an illustration of the impact of removing bail costs (\$8.0m reduced to \$7.5m) from the contract values, as identified on the previous page, and to provide an overview of how differing utilisation settings impact the costs developed under the methodology employed in the YJ Paper (the inputs used to derive the EY adjusted outputs are included at Appendix A).

The adjustments should be construed as approximations only, as not all elements of the peer review comments have been addressed within the timeframe available (for example, the inclusion of appropriate adjustments for depreciation, reconciliation of service provision contract values, escalation etc).

It is further noted that the below scenarios do not include the recently announced funding for a further 48 youth detention beds, equating to approximately \$177m in capital value, excluding additional operating costs such as staff, additional umbrella expenditure, client costs.

As illustrated below, the various utilisation scenarios highlight the benefit of a well defined referrals procedure that enables significantly higher utilisation of the SCA program (noting that 100% utilisation may be difficult to practically achieve), and the rebasing of the detention centre utilisation at safe levels. At these utilisation levels, SCAs are only slightly more expensive than youth detention.

### Scenario analysis applying methodology from the YJ Paper (excluding avoided costs)

| Average Daily Cost per Capita Scenario 1<br>(Current facility utilisation rates)   |                | Average Daily Cost per Capita Scenario 2 (Full<br>facility utilisation rates)   |                | Average Daily Cost per Capita Scenario 3 (Safe<br>facility utilisation rates)   |                |
|--|----------------|---|----------------|---|----------------|
| <ul style="list-style-type: none"> <li>Youth detention centre at 100% utilisation</li> <li>SCA at 63% utilisation</li> <li>Bail Support costs for SCAs excluded</li> </ul> |                | <ul style="list-style-type: none"> <li>Youth detention centre at 100% utilisation</li> <li>SCA at 100% utilisation</li> <li>Bail Support costs for SCAs excluded</li> </ul> |                | <ul style="list-style-type: none"> <li>Youth detention centre at 85% utilisation</li> <li>SCA at 85% utilisation</li> <li>Bail Support costs for SCAs excluded</li> </ul> |                |
| SCA  | <b>\$2,467</b> | SCA   | <b>\$1,554</b> | SCA   | <b>\$1,828</b> |
| Youth detention centre   | <b>\$1,293</b> | Youth detention centre  | <b>\$1,293</b> | Youth detention centre  | <b>\$1,520</b> |
| <b>Gap: \$1,174</b>  |                | <b>Gap: \$261</b>   |                | <b>Gap: \$308</b>   |                |

Given the international evidence presented in Section 6 of this Report, it could reasonably be expected that if SCAs are implemented effectively, SCAs may deliver significantly higher benefits to the State and to young people than detention centres, however, measurement of these benefits and avoided costs is outside the scope of the methodology adopted in the YJ Paper. An overview of these categories of benefit and cost is provided overleaf.



## 4 Cost analysis

# An alternative approach could measure whole of government and societal avoided costs and benefits

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

### Alternative approach to cost effectiveness analysis

There are a range of potential costs that could be avoided if SCAs are effective at achieving the outcome of reducing the amount of young people that reoffend, or reduce the impact of their offending behaviour (either through less serious offences, or less frequent offences). In the context of a Cost-Benefit Analysis these would be considered as benefits. Some examples of potential avoided costs are outlined below.

#### Potential avoided cost categories to be included in future analysis

- ▶ Cost of detention-based supervision
- ▶ Avoided court appearances
- ▶ Avoided cost of community orders
- ▶ Avoided cost of adult corrective detention
- ▶ Cost of police interactions

### Investigating further potential benefits of the program

Compared to other sectors there are some challenges associated with undertaking robust and evidence based economic appraisals in the Justice sector, including:

- Difficulties in defining benefit parameters and causation
- Limitations in data availability and linkage, which restricts the measurement and attribution of benefits
- Systemic differences in policy, legislation and implementation of programs across national and international jurisdictions, limiting the applicability of the literature as a reference in an Australian context.

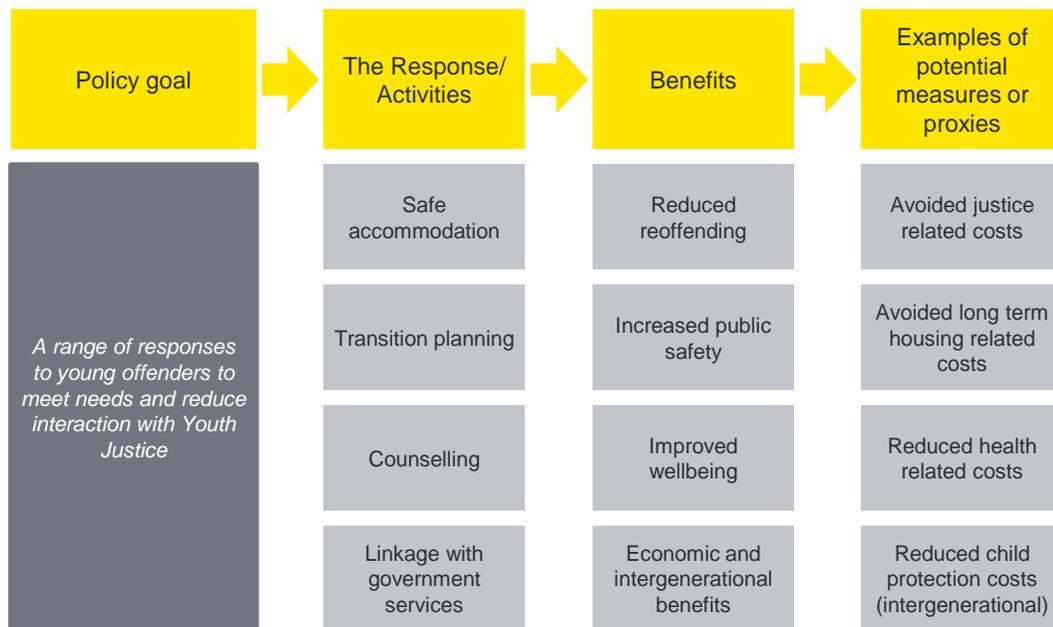
Notwithstanding the above there are a range of social and economic benefits that may be realised from SCAs in addition to avoided costs. These include:

- ▶ Improved educational outcomes
- ▶ Increased employment rates
- ▶ Improved physical and mental health
- ▶ Reduced likelihood of homelessness
- ▶ Reduced likelihood of teenage pregnancy
- ▶ Improved intergenerational outcomes – e.g. lower offending, reduced family violence, less contact with statutory child protection system etc
- ▶ Stronger connections to community and family/kin

There are a range of considerations that need to be considered when analysing the benefits of the program including:

- ▶ Identifying the most meaningful measure of the outcome
- ▶ Verifying the extent the outcome and benefit can be attributed to the response (or the level of contribution)
- ▶ Identifying any costs the government might incur as a result of the service
- ▶ The availability of data that can be used for the purposes of measurement
- ▶ Developing a counterfactual to measure the outcome against
- ▶ Controlling for extraneous variables
- ▶ Ability for government to realise the avoided cost
- ▶ Considering the timing and future value of the benefits

The figure below provides an example of how a benefits framework can be constructed. A key component of this analysis is understanding the relationships between the activities and the benefits.



# 5

## Evaluation review



## 5 Evaluation review

The independent evaluation identifies some key strengths but also some significant challenges with the current model of SCAs

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| 4 Cost analysis              |              |
| <b>5 Evaluation review</b>   |              |
| 6 Interjurisdictional models |              |

### Purpose of this section

The purpose of this section is to summarise the scope, method, limitations and findings of Griffith University's "Supervised Community Accommodation: Final Report" (the Griffith Report), delivered in May 2019. EY has reviewed the findings and identified:

- ▶ Further information required to validate the recommendations of the Griffith Report
- ▶ Further opportunities for more conclusive outcomes evaluation in future having regard to the relative impacts of SCAs compared to youth detention as identified in literature review.

### Scope of the evaluation

The stated intention of the evaluation as summarised in the Griffith Report was to:

- ▶ *"Inform future investment decisions regarding the SCAs and their potential roll-out to other locations"*
- ▶ *Identify strategies that will help the model to achieve higher levels of utilisation and positive outcomes*
- ▶ *Inform enhancements or refinements to the service model"*

### Methodology

The evaluation methodology employed in the Griffith Report was co-designed by Griffith Criminology Institute. The evaluation process occurred through:

- ▶ Initial literature review, including examination of the approaches undertaken in other States and Territories, and in the UK
- ▶ Interviews with 40 stakeholders including government agencies, community organisations and young people regarding their SCA experiences. A subset of this process included discussions with Aboriginal and Torres Strait Islander young people to ensure that the evaluation incorporated the extent to which their specific needs were met
- ▶ Site visits to all the SCA locations and surrounding community areas to assess the operational functionality of each site.

### Limitations

The Griffith Report identifies several limitations to the evaluation. These include:

- ▶ **Low quality data:** Program data provided to the external evaluators was inconsistent between different sources and accuracy of information provided could not be determined
- ▶ **Low volumes of data:** Lack of sufficient data to determine significant effects on recidivism or reoffending for young people in SCAs. No matched comparison of young people with similar offences, demographics and case history was undertaken to identify statistically significant variations in outcomes
- ▶ **Fragmented distribution and few interviews:** Few young people (8) responded to requests for interviews, with only one interviewee from Logan SCA
- ▶ **Low indigenous representation:** Limited data from SCA Aboriginal and Torres Strait Islander clients and stakeholders despite the over-representation of Aboriginal people in the Youth Justice System

### Key findings of the Report

The evaluation, as summarised in the Griffith Report, found the following:

- ▶ Positive outcomes:
  - ▶ Overall it appears SCAs are offering a high level of holistic ( or "wrap around") support for young people,
  - ▶ Case management in certain locations seems well integrated between operators and Youth Justice staff
  - ▶ The facilities are clean, well maintained and function well to provide home like environment.
- ▶ Ongoing challenges:
  - ▶ Variances in the service model for individual SCAs stemming from lack of program logic and lack of tracking and reflection on benefits. This has resulted in a need to clarify to the function and role of the SCAs amongst staff and stakeholder organisations



## 5 Evaluation review

The independent evaluation identifies some key strengths but also some significant challenges with the current model of SCAs

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

- ▶ Communication issues between Youth Justice and SCA staff, such as how eligibility and suitability criteria are to be applied and understood, and delays to screening and placement timeframes, affecting facility usage and therefore operating efficiency
- ▶ Continuing issues with management of on-site incidents/behavioural issues, including reporting requirements, and lack of practical power over clients, necessitating police involvement
- ▶ Ongoing issues with substance abuse, limiting the remedial effects of the program.

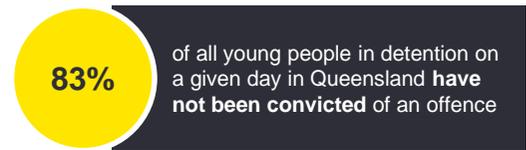
### Impacts of detention and drivers of increased remand numbers

Separately to the effectiveness of the SCA Program, the Griffith Report further noted the underlying pressures which were driving increased volumes of young people on remand, some of which, elements of a well designed and operated SCA program may assist with mitigating:

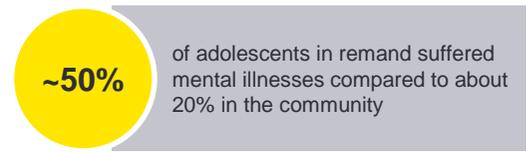
**Drivers for increased remand of young people include:**

|   |   |
|---|---|
| <p><b>1 Increases in:</b></p> <ul style="list-style-type: none"> <li>▶ Serious youth offending / chronic offenders</li> <li>▶ Breaches of bail conditions</li> <li>▶ Complex needs of offenders</li> <li>▶ Court process times</li> </ul> | <p><b>2 Issues with bail</b></p> <ul style="list-style-type: none"> <li>▶ Young people not applying for bail</li> <li>▶ Inappropriate use of bail conditions</li> <li>▶ Punitive attitudes towards granting bail</li> <li>▶ Growth of risk aversion and risk management attitudes to determine placement and bail applications</li> </ul> |
| <p><b>3 Access to housing and legal support</b></p> <ul style="list-style-type: none"> <li>▶ Lack of access to legal representation</li> <li>▶ Homelessness or lack of suitable accommodation</li> </ul>                                  |   |

the Griffith Report noted the following statistics on the operations and outcomes from youth detention programs.



Compared to students that have never been incarcerated, those who had been arrested were **26% less likely to graduate high school**, and are more likely to have **lower incomes over their lifetime**



**Negative impacts (as noted in international literature) on young people in custody include:**

- ▶ Aggravated physical and mental health problems
- ▶ Increased involvement in offending and/or exposure to criminogenic environments
- ▶ Increased stigmatisation, including internalisation of negative labels
- ▶ Restriction of life-course opportunities such as education, job training and prosocial activities

### Suggestions made by the Griffith Report

The Griffith Report suggested a series of activities, to both address the limitations of any evaluation of program benefits, and to respond to those issues successfully identified by the evaluation conducted in the Report, some of which are interlinked (e.g. program logic and stakeholder support requirements).

These activities include:

- ▶ **SCA Program goals and objectives** - clarification of SCA goals by Youth Justice is necessary to explicitly identify the primary ongoing objectives of the program. This clarification should not be limited to staff and providers, but also extended to police, magistrates and justice officials. Once these have been defined and any realignment necessary to reduce overlap with other Youth Justice programs completed, SCA eligibility and suitability criteria should be revised to improve SCA utilisation.



## 5 Evaluation review

The independent evaluation identifies some key strengths but also some significant challenges with the current model of SCAs

|                              |              |
|------------------------------|--------------|
| 1 Executive summary          | 7 Next steps |
| 2 Purpose and approach       | 8 Appendices |
| 3 Background                 |              |
| 4 Cost analysis              |              |
| <b>5 Evaluation review</b>   |              |
| 6 Interjurisdictional models |              |

- ▶ **Standardised data collection** - standardisation of data collection for SCAs would allow for site comparisons to be easily undertaken. This would improve the ability of subsequent evaluations to monitor and evaluate the ability of the program to achieve outcomes for young people and the goals and objectives of the program
- ▶ **Improved stakeholder support (staff and clients)** - This covers a number of areas and includes reviewing and updating screening criteria, more ready referral of drug dependent clients to appropriate services other than SCAs, review of the powers available to staff to manage behavioural issues and on-site incidents, as well as communication protocols with police and other justice officials, development of a cultural capability framework, in conjunction with SCA operators, and to improve case management transition protocols and address gaps in handover between Youth Justice and SCAs.

### EY view of findings

Overall, the methodology undertaken in the Griffith Report is sound, having regard to the limitations of the data available and the timeframe, and based we agree with the suggestions made by the Report. As Griffith has itself identified, the results of the evaluation are somewhat inconclusive, due to the short time frame of the evaluation, as well as a small sample size of consenting young people for interviews, with a total of 8 young people out of 95 total who had stayed at an SCA site during the evaluation period, and the limited available data.

In particular, the Griffith Report analysis is insufficiently granular to understand performance of the SCAs at an individual facility level, nor to assess the relative value for money of SCAs in the context of the wider Youth Justice system and reforms. In order to address this, further consideration should be given to the goals of the SCAs, with reference to:

- ▶ Definition and analysis of the volumes of different cohorts within the youth justice system – their needs, strengths, offending risk and demographic characteristics
- ▶ Existing and planned services for the cohorts identified, and remaining gaps/opportunities

- ▶ Define a clear program logic - utilisation of the wealth of published evidence based literature (e.g.. identifying relationships between the SCA program and criminogenic factors) and the use of evidence based theories to predict likely outcomes of the SCA program should be undertaken to develop SCA program logic and predict likely outcomes.
- ▶ Explore opportunities to link data sets . This would enable assessment of SCA benefits compared to similar populations. Together, linkage and standardisation would increase statistical power in further program evaluations for the SCA to track the impact on the SCA on young people's lives.
- ▶ What works literature for priority cohorts for whom SCA style services would make a differentially positive impact
- ▶ Stakeholder perspectives on cohort need, service gaps and evidence based practice.

Having clarified the objectives of SCAs, EY suggests implementing the following steps, in order of priority:

- ▶ Firstly, providing clear guidance on the program logic - in order to set a strategic level course for the SCA program
- ▶ Secondly, standardising data collection and re-analysis of subsequent data prior to institutionalising any lower level guidance, operating procedures or systems. This is because there may be unintended consequences in instituting system wide changes where the performance of individual SCAs is not well understood (for example, one SCA may be particularly streamlined in managing transitions, and it may be considered viable to use that approach as a basis for providing guidance to other SCAs, provided it is adequately understood how that approach may differ when applied in other circumstances.

# 6

## Interjurisdictional models

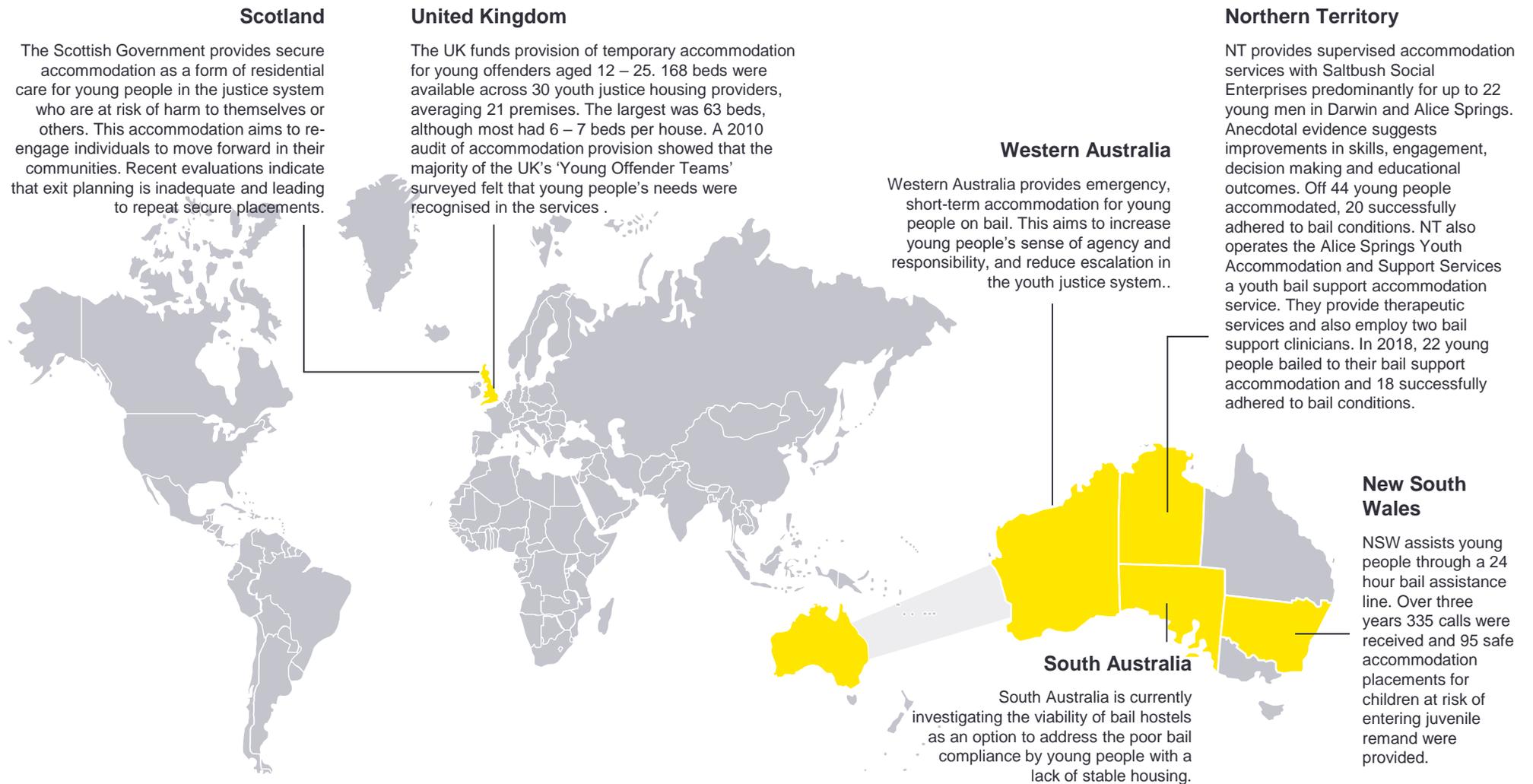


## 6 Interjurisdictional models

### The models are emerging and innovative for bail support accommodation but signs are promising

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

This section summarises the emerging global evidence of what works to reduce reoffending and improve life outcomes for young people in the justice system. The map below summarises a review of the literature\* of bail support models, which are seen principally in the UK and Australia. The remaining pages in this section summarise other accommodation models being applied in the youth justice system in the US, UK and Australia, their impact and lessons learned for the future of SCAs.





## 6 Interjurisdictional models

### A range of supervised accommodation options have been used for young offenders around the world

|                                     |              |
|-------------------------------------|--------------|
| 1 Executive summary                 | 7 Next steps |
| 2 Purpose and approach              | 8 Appendices |
| 3 Background                        |              |
| 4 Cost analysis                     |              |
| 5 Evaluation review                 |              |
| <b>6 Interjurisdictional models</b> |              |

The table below and on the following page provide examples of supervised accommodation models being applied in the youth justice system in the US, UK and Australia which have been shown to be effective in helping young people comply with bail conditions, reduce reoffending and improve longer term life outcomes. The models range from secure and non-secure accommodation, hostel-style provision and foster care placements.

| Program                                    | Service Description  | Service Model  | Cohort  | Outcomes   |
|--|--|--|---|--|
| Close to Home New York <sup>1</sup>        | The Close to Home Initiative was a range of reforms in youth justice in New York State that transferred the responsibility of young offenders from the State Government to local government (City). This involved a relocation from prison facilities into home-like settings with public rehab programs.  | <ul style="list-style-type: none"> <li>▶ Group homes with capacity of 6 -13 beds</li> <li>▶ Risk and needs assessment</li> <li>▶ Education services</li> <li>▶ Family engagement</li> <li>▶ Release planning and aftercare</li> <li>▶ Therapeutic services.</li> </ul>   | Young people aged between 7 and 17 interacting with the justice system. | <ul style="list-style-type: none"> <li>▶ Reduced youth arrest rates</li> <li>▶ Engagement in pro-social activities</li> <li>▶ Improved family connections</li> <li>▶ Of the 863 young people from placement to aftercare, only 64 violated their release terms.</li> </ul>   |
| The Missouri Model <sup>2</sup>            | Missouri's youth justice system has been based on multi systemic therapy since the 1990s. It tailors programs and facilities to individual young people's needs. The facilities are small (maximum of 50 young people), secure, and located close to communities and young people's families. The Missouri model aims to make changes to juveniles that are long-lasting and positively prepare them to return to their school, community and home. The approach encompasses their families and engages the wider community. | <ul style="list-style-type: none"> <li>▶ Group homes</li> <li>▶ Decentralised residential facilities</li> <li>▶ Small group, peer led services</li> <li>▶ Restorative rehabilitation centred treatment</li> <li>▶ A shift from providing services under the court and correctional systems to using the Department of Social Services as the primary service provider</li> <li>▶ A broad range of non residential programmes (e.g. day treatment programmes).</li> </ul> | Young people interacting with the justice system.                       | <ul style="list-style-type: none"> <li>▶ Missouri's youth recidivism rate is low, 17.1% after one year of release, compared to Florida's 28% (as at 2010)</li> <li>▶ More cost effective for taxpayers - \$155 for each young person compared to Florida's \$220 (as at 2010)</li> <li>▶ 85.3% of youth exiting the program were engaged in school, college or employment at the time of discharge.</li> </ul> |
| Bail hostels (UK, NSW and WA) <sup>3</sup> | Bail hostels offer supervised community based accommodation for young people on bail. Bail hostels can take the form of single homes or more traditional hostel style accommodation, with both single and multiple bed options to suit different needs. They help young offenders with unstable housing situations avoid breaching their bail conditions due to lack of adequate accommodation.  | <ul style="list-style-type: none"> <li>▶ Residential bed spaces with a normal hostel style</li> <li>▶ Holds between 12 – 30 offenders</li> <li>▶ Managed by voluntary organisations</li> <li>▶ High level of monitoring to protect residents and the immediate local community</li> <li>▶ Individuals generally stay for a few months, returning to prison when necessary.</li> </ul>  | Young people interacting with the justice system.                       | <ul style="list-style-type: none"> <li>▶ A UK study shows bail hostels assisted 97% of their residents move onto community/private accommodation</li> <li>▶ A bed in the hostel costs less to taxpayers than a prison bed</li> <li>▶ Noted economic and social benefits such as employment and relationships.</li> </ul>   |

<sup>1</sup>Weissman, M., Ananthakrishanan, V., Schiraldi, V. (2019). Moving Beyond Youth Prisons" Lessons from New York City's Implementation of Close to Home. New York. Columbia University Justice Lab

<sup>2</sup>Mendel, R.(2010). The Missouri Model: Reinventing the Practice of Rehabilitating Youthful Offenders. Baltimore, MD. Annie E. Casey Foundation

<sup>3</sup>Reference overleaf is limited by a scheme approved under Professional Standards Legislation



## 6 Interjurisdictional models

### There are other programs for young people that focus on transition planning

|                                     |              |
|-------------------------------------|--------------|
| 1 Executive summary                 | 7 Next steps |
| 2 Purpose and approach              | 8 Appendices |
| 3 Background                        |              |
| 4 Cost analysis                     |              |
| 5 Evaluation review                 |              |
| <b>6 Interjurisdictional models</b> |              |

| Program   | Service Description  | Service Model   | Cohort   | Outcomes  |
|---|--|---|--|---|
| Remand fostering, UK <sup>4</sup>   | Remand foster care places young people in short term foster care for the duration of their time on bail as an alternative to custody.  | <ul style="list-style-type: none"> <li>▶ Foster carers provide support as young offenders await court</li> <li>▶ Assists young people as 91% of a UK study had poor family relations.</li> </ul>  | Young people awaiting court appearance and sentencing.   | <ul style="list-style-type: none"> <li>▶ Effective in avoiding remand</li> <li>▶ Potential to reduce recidivism</li> <li>▶ Ability to renegotiate their relationship with family.</li> </ul>  |
| Young People Continuing Care Program, Melbourne <sup>5</sup>  | Young People Continuing Care is a case-managed transitional support program for young people at risk of homelessness or leaving Out of Home Care via the child protection system.                      | <ul style="list-style-type: none"> <li>▶ Provide case managed support to young people</li> <li>▶ Assist individuals to develop skills to live independently</li> <li>▶ The aim is to assist them in obtaining long term stable housing.</li> </ul>  | Willing young people aged between 17-21 that are currently on a child protection order and at risk of homelessness.  | <ul style="list-style-type: none"> <li>▶ Improved transition planning</li> <li>▶ Reported increases in stability of care</li> <li>▶ 75% of 369 young people surveyed reported 'positive initial reactions'.</li> </ul>  |
| Mandatory Secure Drug & Alcohol Treatment <sup>6</sup><br><br>(Sweden, Scotland, New Zealand and England) | A residential therapeutic treatment model for young people suffering from substance abuse and mental illness.  | <ul style="list-style-type: none"> <li>▶ The young person appears in court and their suitability is determined</li> <li>▶ They are then placed into a secure therapeutic community facility to enable detoxification, with clinical support</li> <li>▶ Later young people are transitioned into open therapeutic residences on the same site where extensive transition planning occurs to support young people to return to the community</li> <li>▶ Clinical involvement throughout</li> <li>▶ School on site</li> <li>▶ On successful return to the community the Court determines an appropriate sentence.</li> </ul> | The individual must be a young person aged between 14 and 16 and must be a serious offender in terms of type and number of offences and must have a moderate to severe dependence on a substance which is contributing to their offending. | <p>Potential outcomes:</p> <ul style="list-style-type: none"> <li>▶ Providing substance addicted young people with a second chance</li> <li>▶ Reducing substance misuse</li> <li>▶ Reduce rate of reoffending of young people</li> </ul> <p>Glebe House, England</p> <ul style="list-style-type: none"> <li>▶ 85% of the young people involved completed the program</li> <li>▶ 84% were not subsequently reconvicted, 12 months post release.</li> </ul> |
| (New Service) Transition Support Service, Oranga Tamariki New Zealand                                     | The New Zealand Government has committed NZ\$153.7 million over 4 years from 1 July 2019 for a new Transition Support Service to support young people leaving state care and the youth justice system. | <ul style="list-style-type: none"> <li>▶ Specialist transition support staff providing day-to-day support</li> <li>▶ Supported accommodation places as a transition to independent living</li> <li>▶ Funding support for young people to live with caregiver beyond the age of 18</li> </ul>  | Young people exiting out-of-home care and youth justice custody.   | <p>Potential outcomes:</p> <ul style="list-style-type: none"> <li>▶ Improved health outcomes</li> <li>▶ Reduced homelessness</li> <li>▶ Improved engagement in education and employment</li> </ul>  |

<sup>4</sup> Inquiry into youth justice centres in Victoria Final Report, Legal and Social Issues Committee, Legislative Council, Parliament of Victoria March 2018(Hyperlink below) [https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Youth\\_Justice\\_System/Reports/LSIC\\_Inquiry\\_into\\_Youth\\_Justice\\_Centres\\_report\\_WEB.pdf](https://www.parliament.vic.gov.au/images/stories/committees/SCLSI/Youth_Justice_System/Reports/LSIC_Inquiry_into_Youth_Justice_Centres_report_WEB.pdf)

<sup>5</sup> Wombat Housing & Support Services (Sourced from: <https://www.wombat.org.au/whatwedo/continuing-care-youth-justice/>)

<sup>6</sup> Bowles, J., (2014). *What Can be Done? Residential therapeutic treatment options for young people suffering substance abuse/mental illness*. The Winston Churchill Memorial Trust of Australia <https://www.beehive.govt.nz/release/new-service-young-people-leaving-care>



## 6 Interjurisdictional models

### Case studies highlight learnings from a similar approach to Supervised Community Accommodation Services

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

The following section highlights the key learnings from two case studies of non-secure accommodation for young offenders. Both of these case studies were referenced in the Report on Youth Justice June 2018, Bob Atkinson AO, APM

**Close to Home, New York:** Close to Home highlights that successful SCAs are only an output of a range of other system changes including changes in police behaviour, magistrate behaviour and government support.

**The Missouri Model, Missouri:** Successful SCAs in Missouri are a result of synergising numerous stakeholders; families, service providers, trained supervisors and government to provide a supportive home-like environment.

|                              |  |
|------------------------------|--|
| <b>Timeline</b>              | Close to Home was introduced with a very aggressive timeline, with first placements within just five months of the program signing.  |
| <b>Challenges</b>            | <ul style="list-style-type: none"> <li>▶ Creating a plan within five months including obtaining resources and training staff</li> <li>▶ Managing the legal transfer of youth from state to city custody</li> <li>▶ Addressing the needs of young people exiting correction</li> <li>▶ Coordinating schools with the Department of Education</li> </ul> |
| <b>How it overcame these</b> | <ul style="list-style-type: none"> <li>▶ Strong state and local partnerships</li> <li>▶ Determining the level of risk and needs of each individual</li> <li>▶ Developing policies, standards and performance measures</li> </ul>   |
| <b>Lessons learned</b>       | <ul style="list-style-type: none"> <li>▶ Strengthening aftercare</li> <li>▶ Re-enrolling individuals into community schools</li> <li>▶ Issues are identified and resolved in cooperation with stakeholders</li> </ul> <p><i>All stakeholders interviewed expressed a desire to not return to existing justice system</i></p>                           |
| <b>Results</b>               | <ul style="list-style-type: none"> <li>▶ Of the 836 youth in aftercare from 2014-16, only 64 revoked their terms of release, such as being arrested again</li> <li>▶ 79% successfully transitioned into a family home upon release</li> </ul>  |

|                              |  |
|------------------------------|--|
| <b>Timeline</b>              | This was developed over two decades, starting in the early 1990's  |
| <b>Challenges</b>            | <ul style="list-style-type: none"> <li>▶ Managing the legal transfer of youth from correctional centres to smaller specialised facilities</li> <li>▶ Convincing legal bodies to renew the youth justice system</li> <li>▶ Increasing the age of stay to 21</li> </ul>  |
| <b>How it overcame these</b> | <ul style="list-style-type: none"> <li>▶ Conducting research into the issues with traditional correctional centres for youth and vocalising these to relevant bodies</li> <li>▶ Strong partnerships with various levels of government</li> <li>▶ Lobbying Government to increase the age of criminality</li> </ul> |
| <b>Lessons learned</b>       | <ul style="list-style-type: none"> <li>▶ Empowering young individuals will allow them to learn about themselves and their abilities</li> <li>▶ Strong family and staff engagement for planning to support transition to return home</li> </ul>   |
| <b>Results</b>               | <ul style="list-style-type: none"> <li>▶ In FY14 recidivism rate was 6.6%</li> <li>▶ 69% of youth remained law-abiding for 3 years or more</li> <li>▶ &gt;90% were productively involved at the time of their discharge; meaning they were actively attending school or employed.</li> </ul>                       |

#### Key findings from the case studies

- ▶ The results show that the community accommodation options are most successful at reducing reoffending when considered with a range of whole of system interventions
- ▶ Youth justice reform is achieved through the combined efforts of different stakeholders. Successful reforms run over a long period of time and must constantly be refined to maintain and improve service provision and impact. Stakeholders are aligned in their goals
- ▶ Young people are provided with a level of opportunity and responsibility based on their needs



## 6 Interjurisdictional models

### Insights drawn from other examples can be used to inform future model revision/design

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps
- 8 Appendices

#### Key insights from the interjurisdictional examples

There are a range of secure and non-secure accommodation models operating in youth justice systems. These vary depending on:

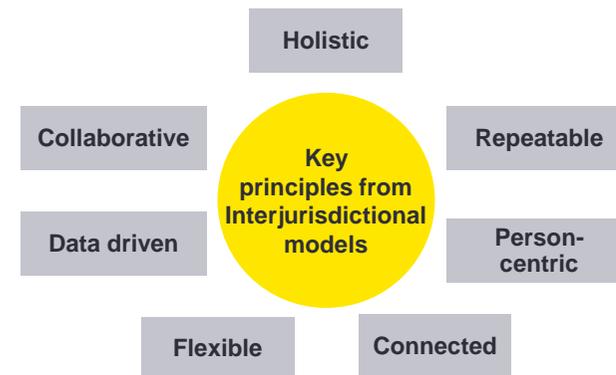
- ▶ The characteristics of the young person – e.g. age, gender, ethnicity, home, location
- ▶ The needs and strengths of the young person – family history, presence of trauma, contact with child protection system, offending, physical and mental health, engagement with education, cultural connectivity and identity
- ▶ The risk of harm to the young person and others – seriousness and frequency of previous offending; likelihood of escalation
- ▶ The stage in the offending ‘pathway’ – e.g. at risk of further offending, cautioned, bailed and awaiting sentencing, under a community order, exiting detention etc.)

#### Key policy intent of interjurisdictional models

- 1 **Emergency/crisis accommodation** – for young people in contact with police
- 2 **Bail support where young person lacks stable housing** – to improve compliance
- 3 **Alternative to custodial remand** – to reduce risk of trauma, reduce risk of recidivism and establish foundations for longer term outcomes
- 4 **Community order support** – to improve compliance and reduce recidivism
- 5 **Secure alternative to detention** – to address needs and offending behaviour, reduce recidivism and improve long term outcomes
- 6 **Drug and alcohol treatment** – to address serious AOD dependency
- 7 **Short term intensive needs assessment/transitional case planning** – e.g. for young people awaiting sentencing (on bail) or on community orders or exiting detention

- ▶ Comprehensive evaluations of supported bail accommodation services are not available, largely because these services are relatively new or have not been fully evaluated for impact on compliance and recidivism. Recent data from NT suggests that this model can achieve high bail compliance. However, none of these studies compare to a control group, so the relative impact is currently difficult to determine.
- ▶ Evaluations of wider reform to youth justice services, where supervised accommodation is provided as an alternative to youth detention (for the sentenced population as well as those on remand) have been shown to be highly effective in reducing reoffending and promoting better life outcomes for young people.

A suite of key principles observed in interjurisdictional models is presented in the diagram below. These principles are useful in aligning stakeholder behaviour and approach to achieving the policy intent.



|  |  |
|--|--|
| <b>Flexible</b> - can vary in intensity and application  | <b>Repeatable</b> - acknowledges that behavioural change is not a linear process and accommodates ‘failure’  |
| <b>Collaborative</b> - services depend on strong relationships between public sector agencies and NGO providers        | <b>Person-centric</b> - services are tailored to young people’s strengths, needs and risks, and built on a deep understanding of the pathways into justice |
| <b>Data driven</b> - informed by multi-agency data collection and sharing for both operational and evaluation purposes | <b>Connected</b> - involve family and community to support recovery and development  |

**Holistic** - services address the inter-relationship between physical, emotional, cultural and spiritual needs (e.g. drug and alcohol use, trauma, relationships, community, identity, housing) to promote wellbeing

# 7

## Next steps



## 7 Next steps

# Recommendations for the future of the SCA Program

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
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- 6 Interjurisdictional models

- 7 Next steps
- 8 Appendices

### 1. Understand the nature and scale of the problem

Recent data suggests that 83% of young people in detention are on remand. Around 40% of young people sentenced to community orders are remanded in custody. This suggests a significant number of young people who could and should be diverted from detention to avoid compounding trauma and escalation in offending outcomes.

**Recommendation:**

Determine potential volumes of young people for SCA-style services, ensuring that on volumes and cohort distribution informs subsequently developed service model options.

### 4. Establish data for full evaluation

The present cost-effectiveness analysis doesn't compare on an equal footing and doesn't factor in short and longer term benefits (both avoided costs to justice system and wider socio-economic benefits).

**Recommendation:**

Develop avoided cost and social benefit methodology, using the youth Justice bond approach as a basis.

### 2. Clarify the purpose & objectives of SCAs

The role of SCAs in the youth justice system is currently unclear and the original policy intent has been lost (only 25% of young people are referred to SCAs as an alternative to detention). Changes in eligibility criteria have resulted in a change in focus and clarity of objectives, making it difficult to evaluate the service outcomes and diluting its potential impact.

**Recommendation:**

Review and clarify the policy goals of SCAs based on a strategic, system-wide analysis of:

- ▶ Cohort characteristics, needs, risks and strengths by volume
- ▶ Current and future state pathways (taking into account changes to the Youth Justice Act bail provisions)
- ▶ Current service provision (including new investment) and gaps.

### 5. Get better value from the contracts

Contracts for SCA service provision were let at short notice with little competitive tension. There is high variation in cost for the same service.

**Recommendation:**

Review approach to contracting, and consider commercial principles to achieve value for money, including: pricing, risk transfer, role definition between Youth Justice and the provider, and outcomes linked to clear program logic.

- ▶ Current service provision (including new investment) and gaps.

### 3. Define a best practice service model

International evidence shows that a range of effective SCA style models exist for young people depending on need, but the key principles of service are the same. They must be integrated into a system wide approach to diversion from custody, addressing the underlying causes of offending. There is strong evidence that detention results in worse outcomes for young people.

**Recommendation:**

Identify key principles for the service model for SCAs based on international evidence, system analysis of the current model, and stakeholder engagement.

### 6. Rigorous focus on implementation

The small sample size, change in program logic, changes to eligibility and short delivery timeframes means it is too early to evaluate the impact of SCAs. Process and implementation issues (e.g. referral processes and eligibility; utilisation; handling AWOLs) could impede the effectiveness of the service if not addressed in future service models.

**Recommendation:**

Implement clear program logic, supported by metrics and data collection, with data linking to a matched control group to enable impact evaluation and ongoing monitoring. Consider codesigning future service model with providers and stakeholders to build trust. Codify service principles and processes in contracts and practice guidelines with regular review to enable learning and continuous improvement.

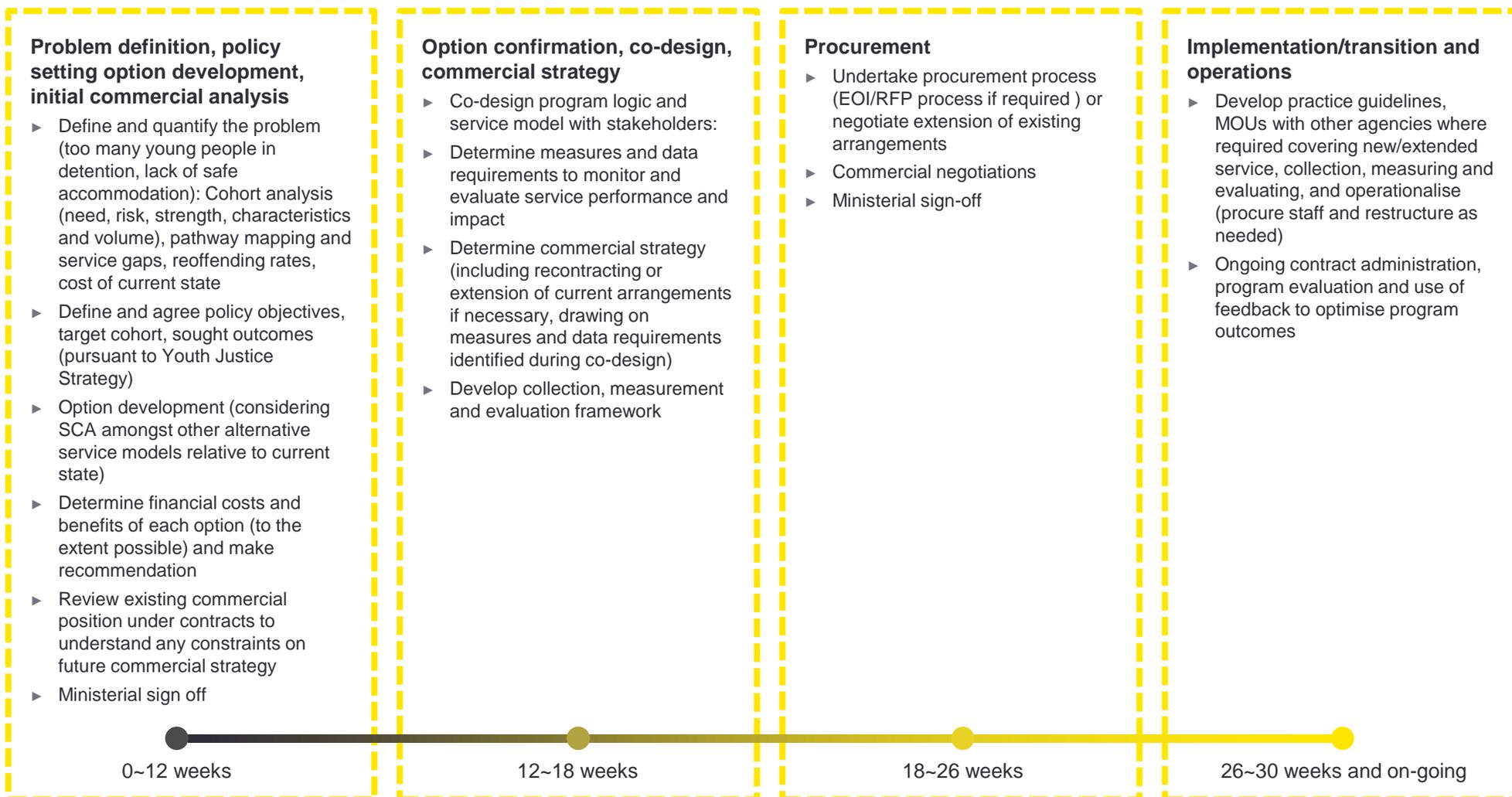


## 7 Next steps

### Next steps

- 1 Executive summary
- 2 Purpose and approach
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- 5 Evaluation review
- 6 Interjurisdictional models
- 7 Next steps**
- 8 Appendices

In order to deliver on these recommendations, set out below is an indicative program of work for refining the existing SCA program and, as the Program evolves, measuring its benefit and feeding back improvements to further drive economic and social outcomes. The intention of the below program is to provide a practical pathway for addressing the recommendations. Timeframes provided are indicative only and require further development with Youth Justice.



# 8

## Appendices



## 8 Appendices

### Appendix A – mapping of costs from the YJ Paper to Report on Government Service categories

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models

- 7 Next steps
- 8 Appendices**

| Recurrent expenditure   | Youth detention centre Expenditure 2017-2018 (Original from ROGS) | Supervised Community Accommodation 2017-18 | Supervised Community Accommodation 2017-18 (Excluding Bail support) |
|---|---|--|---|
| Salary expenses   | 53,459,000  | 1,261,446                                  | 1,261,446   |
| Payroll tax   | -   | -  | -   |
| Administrative expenditure  | 6,768,000   | 32,345                                     | 32,345  |
| Client Costs  | 2,548,000   | -  | -   |
| Other operating expenses (e.g. utilities, maintenance, etc)   | 5,908,000   | -  | -   |
| Annual depreciation   | 5,439,000   | -  | -   |
| <b>Total</b>  | <b>74,122,000</b>   | <b>1,293,791</b>                           | <b>1,293,791</b>  |
| Total expenditure by umbrella or other government department  | 5,900,000   | -  | -   |
| Grants to NGOs/specialist providers   | -   | 7,969,786                                  | 7,452,881   |
| Capital grants to NGOs/specialist providers   | -   | -  | -   |
| <b>Total</b>  | <b>-</b>  | <b>7,969,786</b>                           | <b>7,452,881</b>  |
| Total operating revenues  | 685,000   | -  | -   |
| <b>Total Expenditure (youth justice agency expenditure and umbrella/other department expenditure, less revenues and payroll tax where applicable)</b> | <b>79,337,000</b>   | <b>9,263,577</b>                           | <b>8,746,672</b>  |
| <b>Value of capital assets used in the provision of youth justice services</b>  |   |  |   |
| Land  | 13,305,000  | -  | -   |
| Buildings   | 243,970,000   | -  | -   |
| Plant and equipment   | 2,063,000   | -  | -   |
| Additional capital investment (land, building and equipment)  | -   | -  | -   |
| <b>Total</b>  | <b>259,338,000</b>  | <b>-</b>                                   | <b>-</b>  |
| <b>User cost of capital (based on 8 per cent of total value of capital assets)</b>  | <b>20,747,000</b>   | <b>334,417</b>                             | <b>334,417</b>  |
| <b>Total expenditure including user cost of capital</b>   | <b>100,084,000</b>  | <b>9,597,994</b>                           | <b>9,081,089</b>  |

Source: Productivity Commission's "Report on Government Services – chapter 17 (Youth Justice Services)" and information provided by Youth Justice



## 8 Appendices

### Appendix B – Eligibility and Suitability Criteria for Young People in SCAs

- 1 Executive summary
- 2 Purpose and approach
- 3 Background
- 4 Cost analysis
- 5 Evaluation review
- 6 Interjurisdictional models

- 7 Next steps
- 8 Appendices

The following sets of Eligibility and Suitability criteria has been extracted from the Griffith Report. Young people considered for placement in SCAs are screened by the Youth Justice against a set of Eligibility Criteria (set out in the column to the left). Once a young person has been deemed eligible to enter the program, they are then screened against a set of Suitability criteria (also set out in the column to the right).

#### Eligibility criteria

- ▶ Aged between 14 and 17 years at time of referral.
- ▶ Young person is (or identifies as) the same gender as other residents accommodated in the service (for South-East Queensland only).
- ▶ Young person will otherwise be (or currently is) remanded in custody (for South- East Queensland only) or is subject to Youth Justice Intervention.
- ▶ The young person usually resides and is expecting to reside within the geographic catchment of the service.
- ▶ The young person is willing to be bailed to the SCA with a Conditional Bail Program or with conditions to comply with Youth Justice directions and has no disqualifying bail conditions (e.g. association with another resident).
- ▶ The young person is willing to abide by house rules. criteria

#### Suitability criteria

- ▶ There must be a bedroom available for the young person within the SCA.
- ▶ The young person must be placed on a Conditional Bail Program OR bail that includes following directions of Youth Justice and have no disqualifying bail conditions (e.g. association with another resident).
- ▶ Young people who have acute mental health, suicide ideations or sexualised behaviours, or have committed very violent offences are not likely to receive appropriate supports and are unlikely to be suitable for the SCA, however assessments can still be completed.
- ▶ Young people on a Child Protection Order can be accommodated at the service as long as they are assessed as being eligible and suitable. An SCA is not to take the place of Child Safety sourcing more appropriate accommodation for the young person, and time constraints of the SCA still apply to dual order clients.
- ▶ The SCA service provider cannot refuse a young person who has been bailed to the service by the court. However, Youth Justice should undertake all measures to ensure as much information is provided to the SCA provider as quickly as possible and do their best to represent the united views of the SCA provider and Youth Justice to the Court.
- ▶ Youth Justice will not offer the possibility of a placement at SCA in court unless it can immediately and safely accommodate the young person (i.e. the young person is assessed as suitable and there is an available bed).

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