

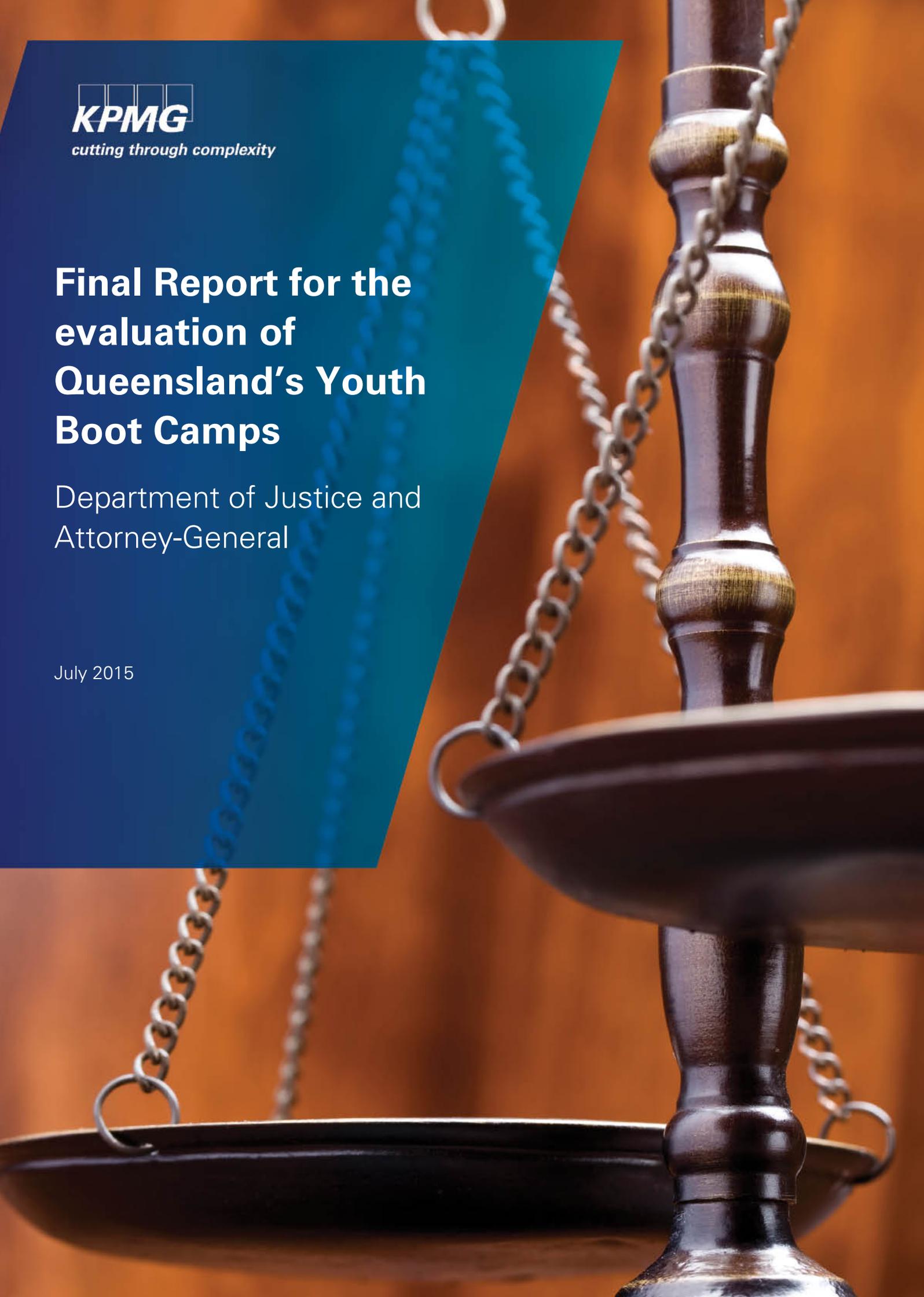


*cutting through complexity*

# Final Report for the evaluation of Queensland's Youth Boot Camps

Department of Justice and  
Attorney-General

July 2015



## Disclaimers

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### Inherent Limitations

This report has been prepared as outlined in the Scope Section. The services provided in connection with this engagement comprise an advisory engagement which is not subject to Australian Auditing Standards or Australian Standards on Review or Assurance Engagements, and consequently no opinions or conclusions intended to convey assurance have been expressed.

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KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

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The findings in this report have been formed on the above basis.

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## Glossary

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ABS	Australian Bureau of Statistics
ABL	Adventure Based Learning
ART	Aggression Replacement Therapy
BCO	Boot Camp Order
CBT	Cognitive Behavioural Therapy
CCP	Collaborative Case Panel
CHART	Changing Habits and Reaching Targets
CJS	Criminal Justice System
CYDC	Cleveland Youth Detention Centre
DET	Department of Education and Training
DCCSDS	Department of Communities, Child Safety and Disability Services
DHS	Department of Human Services
DJAG	Department of Justice and Attorney-General
EIYBC	Early Intervention Youth Boot Camp
LGA	Local Government Area
NEAF	National Ethics Application Form
NGO	Non-Governmental Organisations
NOI	National Offence Index
OPG	Office of Public Guardian
PCYC	Police Citizens Youth Club
PSR	Pre-sentence report
QH	Queensland Health
QH CYMHS	Queensland Health Child and Youth Mental Health Services
QPS	Queensland Police Service
QCS	Queensland Corrective Services
RAP	Referral and Assessment Panel
SYBC	Sentenced Youth Boot Camp
YBC	Youth Boot Camp
YJS	Youth Justice System
YOQ	Youth Outcomes Questionnaire

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## Executive Summary

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The Queensland Youth Boot Camp Program is being trialled in Queensland from February 2013 to October 2015. The Youth Boot Camp (YBC) program was instituted as a key initiative of the former Queensland Government as part of its 2012 election commitments. The YBC trial, which was restricted to certain geographical areas such as Far North Queensland, was announced as a response to a public perception of increasing levels of youth crime.

Four Youth Boot Camps are now operational. These are located on the Gold Coast, Fraser/Sunshine Coast, Rockhampton and in Lincoln Springs covering Cairns (including Atherton) and Townsville. The Youth Boot Camp at Lincoln Springs replaces the earlier Youth Boot Camp residential phase which was based at Kuranda, and which closed after an adverse incident<sup>1</sup>. Each has catchment areas restricted to their relevant Local Government Area (LGA). Funding agreements are in place until October 2015 with the four service providers.

The primary aim of the YBC program is to reduce the likelihood of future offending, and so reduce demand within the Youth Justice System (YJS), while holding youth accountable for their actions, improving community safety and providing opportunities for rehabilitation. The program consists of two key components:

1. Three Early Intervention Youth Boot Camps (EIYBCs) targeting at-risk youth and aimed at preventing them from entering the YJS; and
2. One Sentenced Youth Boot Camp (SYBC) that targets youth already embedded in the YJS who had a history of repeat offending and who had already been in detention on a number of occasions. The Boot Camp Order (BCO) provides the courts with an alternative sentencing option with a view to breaking the cycle of re offending - the "revolving door" of custodial placements. Legislative amendments subsequently expanded the remit of the SYBC by creating mandatory boot camp orders to be given to youth who committed a third motor vehicle related offence and resided in certain locations. Both orders can be between three to six-months. An initial cohort of participants were voluntary participants who were already on community correction orders, and who were given the opportunity to experience the residential phase of the SYBC.

A detailed overview of the program design and delivery of each program is provided in Chapters 3 and 4.

### Purpose of the evaluation

KPMG was engaged by the Queensland Department of Justice and Attorney-General to conduct an independent evaluation of the YBC program. The purpose of the evaluation was to assess the effectiveness of the program in achieving its stated objectives in the 25 months since it became operational and to compare the cost of the program against the benefits it has achieved for participants, Youth Justice, and the community. The evaluation considered the program as a whole as well as looking at its constituent components separately (i.e. the three EIYBCs and the SYBC). The evaluation will inform the future direction and potential resourcing of the program.

The evaluation report consists of:

1. Program participation, outcomes and financial data for the period February 2013 to 31 March 2015;

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<sup>1</sup> It is reported that after being encouraged by their peers to challenge authority, male and female co-offenders absconded and posed a serious risk to the surrounding community.

2. Qualitative data collected from consultations with key stakeholders (see detailed list in Appendix A) and site visits;
3. Qualitative data collected from consultations with participants and their families at all four program locations; and
4. The findings from the literature review (supplied to the Department of Justice and Attorney-General (DJAG) April 2015).

## **Methods and Limitations**

The Youth Boot Camp program evaluation consisted of three key components:

1. The conduct of a literature review (April 2015) included in Appendix B of this report;
2. Collection and analysis of primary and secondary qualitative and quantitative data, including a recidivism analysis for the SYBC; and
3. Cost-benefit analysis of the program.

The evaluation data collection comprised: analysis of Youth Justice administrative data for the program from January 2013 to March 2015; a review of EIYBC and SYBC policies and procedures; cost data for establishment and ongoing operation for each of the YBCs; consultation with key stakeholders from involved government agencies and non-government service providers who contribute to, support or refer young people to the program; participants and the families of participants of the EIYBCs and the SYBC; and Aboriginal and Torres Strait Islander elders and respected community members who have a strong interest in the outcomes of the SYBC program.

Limitations of the methodology included:

- the lack of a control group against which to compare outcomes. In lieu of a control group, comparison cohorts for both the EIYBC and SYBC have been used;
- the short timeframes during which the program has been operational, which means that there is a limited amount of data from which to draw conclusions (e.g. a limited number of participants have gone through the program and an even smaller number have completed all phases of the program);
- ethical limitations placed on the evaluation which prevented consultation with young people who are currently in detention, due to the risk of inability to freely consent. This has limited the number of participants able to be consulted, from an already very limited pool of participants who have substantially completed the program and who would therefore be able to comment on outcomes;
- the quality of the data that was measured by service providers, such as the psychometric data. The results of this data may have been influenced by the relationship between participant and service provider (especially for delinquency scale); and
- variable reporting by service providers which has impacted the quality and availability of the data available to the evaluation. This has meant that many participants do not have a complete data set, and that comparison between the different boot camps has been hampered by different interpretations of terms such as mentoring.

The cumulative impact of these limitations has restricted the ability to quantify benefits as part of the cost benefit analysis, which is qualitative only.

All currently operating YBCs were included in the scope of the evaluation, and their duration of operation was considered in the interpretation of the evaluation data. The evaluation is limited in scope

to the operation of the YBCs, therefore any activity that occurred prior to their operation are out of scope (i.e. the selection and commissioning of the service providers). Also excluded from the evaluation is the first sentenced boot camp situated in Kuranda which commenced operation in February 2013 but closed soon after it began operation as a result of a critical incident. Whilst this first SYBC is out of scope, it is relevant to the evaluation as it has impacted perceptions of the program, especially with community and key stakeholders, and its closure triggered revisions to the SYBC and its design and operating parameters. It also added a level of scrutiny to the program. Section 1.3 provides a thorough overview of the evaluation methodology.

## **Summary of Literature Review findings**

An increasing body of national and international research focuses on developmental pathways of young people, particularly in the early childhood years. A developmental pathways approach recognises the applicability of risk and protective factors throughout the early developmental and adolescent years as a means of identifying particular experiences or behavioural characteristics which increase or decrease a young person's propensity to engage in offending behaviour. The existence of risk factors does not mean a young person will start or continue offending (and hence is not deterministic); it indicates that a young person may be more susceptible to being involved in crime or anti-social behaviour.

Research indicates that risk factors tend to be cumulative, and that the failure to address a significant negative event in a young person's life potentially contributing to the presence of more risk factors (e.g. one impulsive criminal act could result in engagement with the criminal justice system, missing school through being in detention, losing touch with pro-social peers, leading to dis-engagement from school, unemployment, potential loss of accommodation and further offending behaviour). Preventative factors are also cumulative and have the potential to replace a negative cycle of risk with a positive cycle of preventative factors (e.g. improved peer relationships can enhance engagement at school, reduce the level of youth disorder and improve educational outcomes, thus mitigating risk factors associated with antisocial behaviour such as poor education and alienation).

There is widespread recognition that future antisocial behaviour is driven by a set of risk factors that hinder a young person's development and shape later behaviour which suggests that early intervention to mitigate these factors is vital in promoting positive youth development. Opportunely, primary interventions require the lowest concentration of youth justice resources per person. In contrast, tertiary interventions that are aimed at high risk chronic offenders and include targeted responses to the key risks of the young person generally involve intensive therapy and rehabilitation and consequently require the highest concentration of services.

Research shows that offending behaviour by young people is likely to extend into adult life with a major indicator of the likelihood of an individual ending up in the criminal justice system (CJS) being the individual's chronic offending behaviour as an adolescent. Traditional youth justice service responses to chronic young offenders usually involve punitive sentencing such as probation or incarceration, and while these types of sanctions are necessary in some circumstances to ensure public safety, they have not been proven to be effective in rehabilitating offenders, or reducing recidivism in the majority of circumstances.

The literature review identified seven leading practice features of secondary interventions to reduce youth offending, including:

1. Services that are coordinated, integrated and holistic;
2. Involve collaboration across the young person's networks;
3. Involve cognitive and behavioural methods;

4. Integrate school attendance and retention programs;
5. Involve mentoring;
6. Assess criminogenic risk and protective factors; and
7. Target risk factors.

Research shows that the most effective models of Youth Justice are those that provide a holistic range of services designed to meet the array of needs of the young offender as well as to ensure community safety. It is critical that interventions focus on therapeutic behavioural change and community integration rather than solely punitive measures.

Military style boot camps are heavily criticised in the available research literature, generally due to their focus on punitive measures that often include absolute adherence to authority, degradation, harassment and physical punishment. Young people involved in military style boot camps are typically faced with a range of issues such as poor educational attainment, mental health issues, substance abuse, lack of vocational skills or intergenerational poverty and crime, and military style training which provides little opportunity to develop the vocational or behavioural skills needed to operate in a non-military society. Instead, the program usually invokes fear, absolute adherence to an authority figure and encourages aggressive behaviour in young people already facing a range of behavioural issues. Similar to military style boot camps, wilderness camps that focus solely on physical activity and exclude therapeutic support have been found to be largely ineffective.

While military style camps have been proven ineffective and evidence on the effectiveness of therapeutic wilderness style camps is mixed, international experience suggests that the most effective youth boot camp models are those that incorporate aspects of leading practice youth intervention models such as therapeutic support, a focus on education, cognitive and behavioural therapy, up skilling and community/family integration. Leading practice features of a youth boot camp model are:

- Physical activity that allows for experiential learning;
- Family support throughout the program;
- Cognitive behavioural therapies;
- Tailored individual programs; and
- Ongoing support through post-release programs.

The YBC design, implementation and delivery has been assessed against these better practice elements identified in the literature review.

## **1. Key Findings**

### **1. Early intervention for young people at risk of entering the Youth Justice system is recognised as an effective way to reduce demand within the justice system, providing the right cohort can be targeted.**

Literature demonstrates that young people at risk of becoming youth offenders display a range of risk factors. Correctly identifying and then effectively addressing these risk factors (e.g. re-engaging young people in education, training and/or employment or building the capacity of parents to care for their children) may reduce the likelihood of young people engaging in criminal behaviour.

**2. There is a demonstrated need for appropriate programming targeting entrenched young offenders and effect a reduction in recidivism.**

Stakeholder testimony and statistical data indicate that there is a group of young offenders in Queensland who exhibit a pattern of repeat offending for whom the standard interventions (including detention) are ineffective at reducing recidivism or deflecting the person from continuing in their antisocial behaviour. There is a need to provide these young people with an alternative program that responds to the individual risk and need factors of the young person to break the revolving door of offending.

Stakeholders including Aboriginal and Torres Strait Islander elders and respected community members agreed that there is need for 'a program', but many stakeholders identified the need for a culturally appropriate program for young Aboriginal and/or Torres Strait Islander young people who have been in detention multiple times and continue to offend. Aboriginal and/or Torres Strait Islander young people are over-represented in the YJS. Such a program should be informed by, and involve, elders who are well-positioned to re-establish strong connections between the young people and their families, culture and communities.

**3. The establishment of the program occurred in a short time frame and was driven by an election commitment without a strong policy basis**

The program was established as an election commitment of the previous government as a response to the public perception of increasing youth crime. It was not supported by a strong set of research or consultation as best practice policy is developed. Consequently, there were restrictions on Youth Justice's design of the program and limited opportunity for community consultation and marketing of the program to stakeholders that would normally occur during the design of other Youth Justice programs.

The lead time from funding to operation of the YBCs was short, varying from less than one month for the Rockhampton EIYBC three months for the Gold Coast and five months for the SYBC. Numerous stakeholders reported that these short implementation periods had resulted in a number of challenges. However all of the service providers were able to meet their operational deadlines, although in some cases this was due in part to receiving substantial support from Youth Justice.

Both factors have had ongoing impacts on the design, implementation and delivery of the program including limited community buy in for most programs and in some locations limited collaboration between stakeholders which has impacted effective program delivery. These factors will have impacted outcomes and the ability of the evaluation to clarify the actual impacts of the service delivery.

**4. The perceived lack of community engagement with key stakeholders during the planning and design, and implementation has negatively impacted the perception of the program, in the case of the SYBC in particular, has impacted participation rates and is likely to impact outcomes**

Consultation with stakeholders during the establishment and the ongoing operations of the program in **EIYBC** catchment areas demonstrated limited initial consultation with the local community and understanding of the program outside of media interpretations. In particular, the Rockhampton and the Fraser/Sunshine Coast EIYBC have struggled engaging stakeholders outside of the Department of Education and Training (DET) to both refer young people in and utilise the skills of other stakeholders to assist the young people during the community integration phase. Similar to the other EIYBCs initial consultations with the stakeholders leading up to the establishment of the Gold Coast program was limited by short time frames. However, the Gold Coast has largely been able to overcome these issues and has strong ongoing relationships with other government and community organisations in the region. These differences are driven by a range of factors but primarily:

- The increased time that the Gold Coast EIYBC has been operational allowing it more opportunity to establish itself within the community;
- Already existing relationships between the Gold Coast service provider and a range of Government bodies and community organisations that the program was able to utilise. The Rockhampton and Fraser/Sunshine Coast service providers appear to have had weaker connections with other government departments and community bodies;
- Strong working relationships between organisations on the Gold Coast that encouraged support for the program. Anecdotal evidence suggests that these relationships are weaker in the Rockhampton and Fraser/Sunshine Coast region (both due to distance and availability of resources); and
- Negative media perceptions in the local newspapers particularly on the Fraser/Sunshine Coast.
- Consultation with a number of key stakeholders including Aboriginal or Torres Strait Islander elders in the **SYBC** catchment areas revealed a strong collective perception of a lack of engagement with elders, with the broader community and with the traditional owners of the land of Lincoln Springs (location of the SYBC residential phase). Youth Justice has indicated that a consultation meeting was held during the design phase and was open to the public, inviting residents of the local communities. However it appears that this did not reach the relevant Aboriginal and Torres Strait Islander communities. Further consultation was curtailed due to restrictions on Youth Justice staff's travel and the constricted timeframes for the design and delivery. This omission was viewed negatively and impacted upon the reputation of the program by the Aboriginal and/or Torres Strait Islander people who stated that they had an active interest in taking responsibility for, and shaping the lives of their young people. The perceived lack of community engagement was exacerbated by the SYBC service provider's lack of willingness to collaborate with the wider community and in particular the Aboriginal and/or Torres Strait Islander community. Consequently, there is limited culturally appropriate programming during the residential phase although the local community perceives this as an excellent opportunity to reconnect young people to their culture. It also limited the ability of the program to work effectively with community organisations who have extensive experience and demonstrated capability to assist in delivering certain aspects of the program. The service provider indicated that they believed there was already appropriate community involvement both in respects to the Aboriginal and/or Torres Strait Islander community and involvement of community organisations. This attitude made it difficult to engage any further with external organisations.
- Given that community integration has been identified as a key aspect of the program, the limited community engagement and collaboration is likely to negatively impact the ability of the programs to build the community networks of the young people.

##### **5. The remote location of the SYBC inhibits the delivery of family support and community integration**

The remote location chosen for the SYBC by the previous government's restrictions on the locality of the program limits the opportunities for integration back into the community and the family to occur in the residential phase, and to some extent the provision of, and participation in, formal education programs, all of which were key features of the program design. The fact that the SYBC program has had minimal family and community involvement including key stakeholders within the Youth Justice system, has been the source of strong criticism by several key stakeholders.

**6. The SYBC sentencing practice presents difficulties in building teams and inter-personal relationships, as well as giving the potential for inappropriate mixes of genders or individual offenders**

The current sentencing model creates a rolling intake for the SYBC which contributes to the discontinuity of the residential phase. Notwithstanding the fact that this is the result of the statutory nature of the SYBC and would be difficult to change, this counteracts the building of a team environment and establishment of pro-social relationships and drives the make-up (i.e. the gender and age mix and balance) of the cohort in the program at any given time. This has on occasion resulted in lone vulnerable females being on site, and could result in co-offenders being together.

**7. The YBC program implementation deviated from what was intended in service agreements**

There is considerable variation as to how the YBC program has been implemented by the different service providers. The evaluation found that the service providers to varying extents could have implemented the program more in line with the design and this may have resulted in improved program outcomes.

All EIYBC providers delivered the residential camp component in line with the service agreement and this was a key focus of activity. However, the Rockhampton and Fraser/Sunshine Coast EIYBCs struggled in implementing the community integration phase – both phases lacked structure and evidence based content. The Gold Coast program provided the best example of close alignment with the original program design and objectives, which is due to the way this EIYBC uses a strong evidence base, clinically trained staff, leverages experience as a service provider with an established suite of similar programs and activities and has been in operation the longest.

The mentoring phase was limited for all three EIYBC service providers, all of whom elected to deliver the mentoring component internally rather than allocate additional resources to recruit mentors or a mentoring service provider. This issue intensified as increasing numbers of young people passed through the program. There appeared to be a broad interpretation of the concept by the different service providers. The range of activities spans from light touch (e.g. a Facebook chat or text when requested by the participant) to on-call practical support at all hours of the day and night.

The SYBC has not been implemented according to the design principles outlined in its contract across all areas, although it is noted that the parameters set around the program design were considerably relaxed at the direction of the then Attorney General. The structure, content and delivery of the latter two phases of the program were found to offer a number of areas for improvement. The residential phase operates on a tight schedule of activities but the curriculum requires more context, definition and explanation. Key stakeholders and program participants were unclear as to the educational and offence-focussed purpose of certain activities during the residential phase, although some key features of the program such as a focus on increasing the self-esteem of participants have clear merit. The SYBC community integration phase has improved both in structure and content as the program has matured. However, there remains room for improvements in strengthening links between the residential phase and the community integration phase, whereby participants were unable to effectively draw upon lessons from the residential phase to reinforce those learnings and support their continued improvement. Strengthening this transition phase in the future could increase the likelihood of positive outcomes for participants with a high number of risk factors.

It is noted that Youth Justice monitored service delivery and provided some guidance on what community support could look like during the trial, but the advice was not always operationalised.

## **8. The focus on family support remains an area for improvement for Fraser/Sunshine Coast EIYBC, Rockhampton EIYBC and the SYBC**

The service agreements with YBC-funded organisations indicate that the YBCs should provide support to, and involve the family of the YBC participant in, the program. However, it was evident that family involvement for some YBCs was limited and, in some cases, non-existent. Families were typically kept informed, although many key stakeholders (including some parents) suggested that more information or improved communication processes would have been beneficial. Direct involvement of families was less common across three of the four programs, the exception being the Gold Coast EIYBC which included considerable family involvement. Rockhampton and Fraser/Sunshine Coast reported having insufficient resources to facilitate improved communication or family involvement.

All of the EIYBC providers engaged families in discussions prior to commencing the camp, but involvement thereafter was limited, except for the Gold Coast which offered family therapy sessions in the community integration phase that were valued by participants. The Gold Coast and Fraser/Sunshine Coast invited families to attend the residential camp for a short period of time (between 1 - 3 days) near the end of the camp, the value of which was reported as developing an improved understanding of their child's situation and experience at the camp, as well as receiving tips for responding to their needs going forward.

The SYBC did not engage families during the program except to inform them of their child's wellbeing while at Lincoln Springs. Families were telephoned by their children from the camp twice a week but families were not able to visit the camp. Parents considered this to be a matter of distance to the residential site, although it was suggested in consultation with the staff from the service provider that the practical difficulties in providing family visits could be overcome, although this had not yet been fully explored and there were concerns that visits would potentially be disruptive to the running of the program activities. In the community, support for families is provided on an as-needed basis, when this is requested by the family. There were anecdotal reports about providing transportation for families when requested, but no therapy or family support sessions were reported to have occurred. Families identified this as a program shortfall, indicating that they would have liked to be more involved.

## **9. EIYBCs are not targeting the most appropriate cohort of young people**

The EIYBC was designed to target those who have not yet entered the YJS, although some young people with minor offences (e.g. those who have not been under statutory supervision or been subject to conferencing) have been involved in the program. However, the current process for referring young people into the EIYBC program has, in practice, resulted in a cohort of participants who although recorded as having the required risk factors to be eligible do not reflect the cohort of young offenders in Queensland or the cohort of young people most likely to become offenders i.e. they are predominately non-Aboriginal and/or Torres Strait Islander, the vast majority are at least enrolled in and known to schools and the majority are above the age of 15. Many Rockhampton EIYBC participants also demonstrated strong family relationships, a key protective factor. Key stakeholders reported that participants were 'too clean' and therefore likely to abstain from continued anti-social behaviour, even in the absence of any intervention.

Targeting a group of young people at the 'softer' end of the offending spectrum is likely the result of using DET as the major if not only referrer of young people into the program. DET is perceived as best placed to refer into the program as they are a key source of information on young people. It is understood from consultations with the EIYBC Referral and Assessment Panels (RAPs) that other referring entities were not referring young people into the program as intended for various reasons including resourcing and time constraints or negative perceptions of the program due to the name 'boot camp' and media reporting.

The purpose of the EIYBC is to reduce pressure on the YJS by diverting people who are at risk of offending, and the current population of participants of the EIYBC program does not reflect the local youth offending profile. Consequently, it is unlikely that the program will result in a long-term reduction in demand on the YJS. It is possible that a more sophisticated method of weighing the relative risks and protective factors against one another (such as the tool used by the Department of Health and Human Services for their early intervention program in Victoria) may help to focus the program on young people who are more at risk.

#### **10. High level of oversight and risk averse attitude contributed to a complex and at times ineffective governance model of the SYBC program**

Across the lifespan of the SYBC, the Department has had an unusually high degree of oversight and involvement in the ongoing implementation of the program, much more so than any of the EIYBCs and anecdotal evidence suggests any other Youth Justice funded program. Several explanations have been offered by a range of stakeholders. The SYBC is considered to be unique for the Department, in that it is the first time that a service provider has delivered a residential program for young people who are under the statutory care of Youth Justice. It is therefore an unfamiliar service delivery model and issue of the Department's duty of care seem to have been variably interpreted. Further, some stakeholders suggested that there has been a lack of trust between Youth Justice as the funding organisation and the service provider, recognising that the service provider was not the first choice provider selected by the evaluation panel to deliver the program, and was selected and appointed by the then Attorney General. These issues combined with the remote location, the highly vulnerable nature of the participants, and potentially exacerbated by an overreaction to the incident at Kuranda, has resulted in a very risk averse approach being taken by the Department.

By way of an example, it led to the previous Attorney General directing that Departmental custodial staff should be on site in security/monitoring capacity, although this was never included in the service design. The presence of these staff on site confuses the roles for staff and SYBC participants alike.

Consequently, a complex governance model with limited clarity around roles and responsibilities (between the provider and Youth Justice) has been implemented that places high costs on the Department as high ranking DJAG staff were required to assist in the program and has had limited success in effecting changes within program delivery. In addition there is a lack of governance both within the service provider with direction for the program delivery coming from one individual alone, and externally, in the lack of an independent advisory Board, to advise on and facilitate links into the community and other service providers for the service provider.

#### **11. The SYBC referral process is burdensome and resource intensive**

The majority of SYBC candidates (76 per cent) are sentenced to the program through Boot Camp (vehicle offences) Order (the mandatory order). A Collaborative Case Panel (CCP) discusses the suitability of candidates, which for Boot Camp (vehicle offences) Orders is said to limit the SYBC panel's ability to exclude potential participants.

When candidates are referred to a BCO, a pre-sentencing report (PSR) must be developed by Youth Justice which is understood to be more onerous than the usual process for PRS reporting. It was reported that a PSR takes up to six weeks to develop compared to a more typical two-week period for other PSRs, due to some additional boot camp related requirements such as obtaining medical reports and meeting with the family. The onerous requirements, including health checks and meetings with the service provider, young person and their family, are included in the legislation and are designed to ensure that young people are physically and mentally suited for the SYBC, and that the referral is appropriate. There have been 180 referrals which translates to 180 PSRs from which 60 young people have been sentenced to 75 BCOs (i.e. some young people had more than one order). This small number

reflects a significant time cost to the YJS for a relatively small number of sentenced young people. It is the opinion of some stakeholders within the judiciary that the time delay in receiving the PSR is a disincentive to using the BCO as a sentencing option. It should be noted that for many young people on remand, this would mean that they will be held for a longer period before a sentence is made.

**12. The (limited) evidence available demonstrates some short-term benefits and potential for longer term benefits for EIYBC participants**

Acknowledging the finding that the EIYBC programs may not be targeting the most appropriate cohort, discussions with participants and their parents in each of the EIYBCs identified that a range of benefits were realised from program participation. There were numerous reports by EIYBC participants describing various activities that resulted in improved consequential thinking and an enhanced ability to operate in routine and disciplined environments. EIYBC participants reported having learned and developed skills to work in teams and to de-escalate both themselves and others who are in stressful situations. Young people at all of the EIYBCs described having anger management issues which caused them issues at school or home, for which they were better able to 'stop and think' or 'walk away' rather than getting involved.

The young people interviewed articulated an understanding of the intrinsic value and purpose of the activities (e.g. team work, respect, leadership skills, behavioural management) and linked these to the benefits that they have experienced as a result of program participation. Young men in particular described developing strong relationships after the residential phase both inside and outside of the cohort and reported improved confidence to interact positively with other students, teachers and parents. They also reported being happier and having a more positive outlook. Many of the parents interviewed reported improved family functioning, commonly manifested in an improved attitude, better relationships with siblings and being more helpful around the home.

**13. There are very few young people who have completed the SYBC through to the end of the community integration phase, so there is insufficient data to reach any conclusions on recidivism rates which could be extrapolated over a future cohort.**

The number of young people who have completed the program (35 in total) and the short time period for each since completion is too small to show whether long term benefits may accrue to the SYBC. Sample sizes are too small to enable the quantification of reduced costs to the Justice system, or other welfare benefits.

Based on an analysis of this limited number (n=35) of young people over a short time frame, there are early indicators of a marginal decrease in recidivism compared to comparison cohorts.

Of the 35 successful program completions (this includes the 14 voluntary participants who were only provided the residential phase<sup>2</sup>), 24 have reoffended (69 per cent). The reoffending rate is highest for the voluntary participants at 86 per cent recidivism, who did not receive the community integration phase. Successful completions under the BCO are showing a recidivism rate of 60 per cent, a decrease of five percentage points against the comparison cohort, and successful completions of the MVBCO have a recidivism rate of 50 per cent compared to the Boot Camp (vehicle offences) Order comparison group, which has a recidivism rate of 71 per cent, or 20 percentage points. These results should be treated with caution as the improved rates represent only one or two young people in each group. It should be noted that the comparison cohorts were larger groups, and were tracked over a longer period

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<sup>2</sup> Voluntary participants were young people who were already serving community orders, and were given the opportunity to attend the residential phase of the SYBC. They were not sentenced to the BCO or MVBCO as their sentences pre-dated the introduction of the orders.

of time, and so had more opportunity to re-offend, which may make the SYBC recidivism rates look more positive than they actually are.

The data available for the assessment of outcomes, and the short time period of the evaluation, means that it has not been possible to quantify the impact of the YBCs relative to the costs. There is no perceptible difference either in terms of frequency or severity of re-offending of the recidivists between the SYBC participants and the comparison cohorts<sup>3</sup>, and so no reduction in costs of future sentencing, or costs to the community of offending behaviour.

#### **14. Success in achieving objectives other than reduced recidivism varies significantly with most objectives related to the family or community considered unachieved**

There is some evidence that the SYBC has had a degree of success in re-engaging young people with education or training, in particular during the community integration phase of the program. Other health and well-being improvements were reported in the data and backed up in participant interviews. These improvements address certain identified risk factors such as low school engagement that contribute to potential offending behaviour. Consequently, achieving these secondary objectives represents a reduction in risk factors and could decrease the likelihood of future offending over the longer term. However, there are a range of objectives, aligned to risk factors that many stakeholders indicated were vital to achieve in order to reduce offending behaviour which have not been achieved. These objectives include:

- Improvements in the ability of a young people's family to supervise and monitor the young person;
- Strengthen and maintain young people's family relationships;
- Positive engagement young people with their communities; and
- Strengthen young people's sense of cultural identity and connection to cultural communities.

It is important to note that the issues with implementation and delivery highlighted above have impacted the ability of the program to provide effective change in these aspects.

#### **15. The SYBC is perceived to be more expensive than alternative sentencing options costing \$4.8 million operationally over a 15 month period. In addition has incurred significant one-off capital and set up costs of \$4.3million. There is no short-term financial cost reduction in sentencing young people to the BCO as the cost of the SYBC is higher than the alternative sentencing options, which range from probation through to detention.**

SYBC has cost the Department \$8.87 million in total, being \$4,028,893 in capital set-up costs, and \$4,842,783 in operational and set up costs for the period from commencement to 31 March 2015. Costs incurred by other Departments, such as Corrections (for the Corrections Officers), Youth Justice and CYDC Youth Justice workers posted at Lincoln Springs) are not included in these totals. Many stakeholders reported their perception that the SYBC received a disproportionate amount of funding, compared to other programs and interventions, and that there are significant "hidden" costs to the system, such as those attached to the high number of BCO referrals requiring pre-sentencing reports.

To test out the perception that the SYBC is an expensive option, a comparison was made to the costs of detention (being a sentencing option which is high cost). If the cost per day of a participant being at Lincoln Springs is calculated using recurrent expenditure and the average occupancy over a year, this

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<sup>3</sup> Comparison cohort based on young people who would have been eligible for the BCO or MVBCO if they had a residence in the catchment area.

equates to \$2,350 per day, compared to a daily cost of \$999<sup>4</sup> reported for detention in 2013-14. Lincoln Springs would need to run at a 78 per cent occupancy rate over a year to be the same daily rate as other existing detention facilities. Since the number of young people in residence at any given time is dependent on factors outside the service provider's control, this is unlikely to be achieved. This supports the perception of stakeholders that SYBC is more expensive than one of the alternatives (at least for those young people receiving a BCO) which is detention. For young people with similar offenses to those committed by young people on the MVBCO, but who live outside the catchment area in other parts of Queensland, alternative sentences could be good behaviour bonds, or other community based orders, all of which are less expensive than detention and sometimes are a fraction of the cost.

The cost per participant on the SYBC compares unfavourably to two American based programs aimed at the same offender cohort, and which strongly target family interventions rather than a residential program, and other intensive community support programs such as the Drug Court Victoria. There is no publicly available data on the cost of other interventions which include the same type of experiential learning.

It should be noted that these comparison of costs make no attempt to factor in the different in outcomes achieved by the different sentencing options, particularly relating to community safety and recidivism. An option which effectively reduced recidivism would generate significant cost reductions in other parts of the Justice system and for the community as a whole, and would justify a higher level of expenditure.

For future program design consideration should be given to the key drivers of cost, such as occupancy levels, sentencing models, location of residential phase, and the use of additional corrections staff, with a view to ensuring that program design and delivery is efficient as well as effective.

#### **16. Service providers all reported lower costs of delivering the service than the payments received from DJAG.**

The difference between the payments made to all service providers and the amounts they report as spending on program delivery totals \$0.96 million, split \$100,032 Gold Coast EIYBC, \$71,933 Fraser/Sunshine coast EIYBC, and \$202,458 Rockhampton EIYBC, with the majority- \$580,510- relating to the SYBC.

All of the EIYBCs were perceived to have under-resourced the community integration and mentoring aspects of the program, and this money could have been re-directed to benefit the participants. Unlike the SYBC, underspends can be recouped from the EIYBC providers.

In the case of the SYBC \$276,765 can be attributed to the profit margin built into the original contract and which was later replaced by output and outcomes incentive payments (which totalled \$174,500 up to 31 March 2015). These all represent a profit margin of approximately 15 per cent on the total payments to the provider of \$3,767,678. Without the need to provide a margin to a third party provider, the same amount of funding could conceivably deliver the program in-house and the equivalent of the profit margin allocated against a transition or community integration phase, which is perceived by many stakeholders to be under-resourced.

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<sup>4</sup> ROGs data gives daily cost of \$1,268 including user cost of capital, excluding the user cost of capital rate of \$999 was provided by DJAG via email 30 June 2015

### **17. The Gold Coast EIYBC has better outcomes, and costs slightly less per participant than Rockhampton. It is too early to establish the long term benefits of the outcomes**

Early indications are that the EIYBCs are unlikely to stem the demand on the youth justice system as there are questions surrounding the suitability of the cohort that is being recruited into the program (i.e. young people at low risk of going on to offend). However there are other potential benefits from the EIYBCs such as improved consequential thinking, anger management and improved inter-personal skills which may increase a young person's pro-social behaviour.

There is considerable variation in cost per participant across the programs with evidence of only slight variation in outcomes achieved to date. At \$13,859 per participant, the Gold Coast EIYBC is less expensive than Rockhampton and is better value for money as it appears to have achieved greater outcomes than the other camps. The cost per participant varied from \$8,845 for Fraser/Sunshine Coast to \$15,352 for Rockhampton. However, all of the EIYBCs appear to cost more per participant than the two other early intervention programs identified where cost information was available, although it should be noted that these programs did not include adventure based programming.

## **Conclusion and recommendations**

### *EIYBC*

The concept of early intervention to divert young people away from involvement in the YJS and anti-social behaviour is well supported by literature. Adolescence is a time when many young people engage in risky or anti-social behaviour, which many of them desist from with added maturity, so the key to a successful intervention is to target the group most likely to continue into further offending behaviour. The EIYBC have resulted in some positive outcomes, such as improved anger management, social interaction and self-confidence, for a cohort of young people who already exhibited many protective factors, and who may well have avoided becoming involved in the YJS even in the absence of any intervention. As it is currently delivered, and in particular the referral process used, EIYBC would be more appropriately run an educational support program, to help schools improve student engagement and retention, rather than a Youth Justice program.

Going forward, it is recommended that the Gold Coast continues as a pilot for a further period of time, with changes to the referral process to ensure a broader range of pathways into the program and potentially expanding eligibility criteria to increase the intake of young people who have been subject to Youth Justice Conferencing or a supervised statutory order. The funding from the other EIYBC programs could be re-directed towards another pilot aimed at targeting young people with more risk factors, such as the identified younger siblings of existing young offenders and particularly those identifying as Aboriginal and Torres Strait Islander. This may require that the program design moves away from the current experiential basis, as this is not really suitable for children younger than 12. The chosen service provider for such a pilot would need to have the ability to deliver the therapeutic aspects of the program, with more of an emphasis on family support, community integration and mentoring.

### *SYBC*

There is a clear identified need for an intervention to help stop the "revolving door" of offending for a cohort of young people, who are repeat offenders and who have been in detention a number of times with no discernible impact on their re-offending rate.

The literature supports the delivery of a holistic set of interventions, focussing on family support and community integration, to address the multiple and complex factors which put a young person at risk of continuing to offend into adulthood. As identified above, the implementation and location of the

SYBC has seriously impeded the ability of the existing service provider to deliver the program as designed.

Any future delivery of a program to entrenched young offenders should include:

- A location which is appropriate for the risk to the community posed by a group of young offenders, but not so remote that family support and other stakeholder involvement is impeded;
- Flexibility over the length of time spent in the residential phase which tailors it more to the needs of the young people, rather than a standard month;
- Flexibility over the cohort on the residential phase at any time, so that consideration can be given to the balance between genders, age groups and other demographic factors, as well as the risks associated with having known co-offenders on a residential phase together;
- A new transition phase between the residential phase and the community integration phase with more support in place, such as supervised accommodation and the provision of appropriate education (vocational and academic) programs. While it is acknowledged that the availability of these services is severely constrained in certain locations, the early indications from this evaluation suggest additional support in this areas is required to achieve the objective of reduced recidivism;
- Increased resource allocation by the service provider to outsource services where these are not available or are constrained in-house, and greater focus on community integration including family therapists and access to drug and alcohol counselling;
- Increased community involvement in the planning implementation and delivery of the program, particularly acknowledging the need for culturally appropriate programming, given the percentage of participants who identify as Aboriginal and/or Torres Strait Islander
- Longitudinal monitoring of key performance indicators, such as recidivism, against a control cohort

The recommendations in more detail are outlined below

1. There is a continued need for an intervention other than detention that breaks the cycle of offending and re-offending. Data and anecdotal evidence from the evaluation have identified that there is demand for an intervention that targets young offenders, particularly those at the more complex end of the offending spectrum (e.g. the SYBC participants on the BCO). What is less clear is whether the YBC model is the best option for meeting their needs. The implementation issues driven by political imperatives, as well as the design flaws described above highlight areas may have diminished the service providers' ability to achieve better outcomes, and offer areas for improvement. Any future roll out of similar programs should revisit the design as well as the rationale and drivers for the design.
2. The YBC program provides services at the two ends of the spectrum – to young people who have not yet entered the YJS (EIYBC) and to young people who are entrenched offenders that are likely to re-enter detention (SYBC). There is scope to consider a program that targets participants differently, drawing from a range of referral sources rather than relying so heavily (or solely) on DET. This may provide a more suitable pool of potential candidates that would benefit from the program and be at the appropriate level of risk for the program. For instance, the EIYBC could consider balancing risk and protective factors when assessing young people's eligibility and allowing young people who have been subject to Youth Justice Conferencing or a supervised statutory order to participate. Additionally the program could target siblings of known young offenders. For the SYBC the referral process could include an assessment of the young person's stated intention to change, and who are seeking support to do so, or those who are aged 16 and are driven to change by a fear of adult detention. KPMG notes that the PSR makes an assessment of the young person's level of motivation to change, which could inform whether a suggestion be made to include or exclude that young person from participating in the program.

3. The name 'Youth Boot Camp' does not appropriately capture what occurs on these programs. Even the Fraser/Sunshine Coast EYBC, which has a military style provides much more than an intervention based on military discipline. The term "Boot camp" is likely to have contributed to the unwillingness of young people (and their families) to consent to the SYBC. Giving the YBC a new name which better reflects what it is delivering, a refreshed design, combined with a positive marketing campaign would increase the numbers of voluntary entrants, and facilitate community acceptance.
4. There is an opportunity to better align the program to the distinct phases that it is designed to include. Structure and evidence-based content could be set around each phase to guide staff in supporting program participants.
5. The Department should consider changing the model to improve effectiveness, reconsidering and strengthening aspects such as the through-care process, the transition process (out of the YBC and back into community) and the mentoring process. This could include an additional transitional phase to provide greater levels of support to the young person after the residential phase.
6. The Department should avoid the confusion of roles and responsibilities with the service provider caused by the location of correctional staff at the residential facility, by ensuring that any future service provider is assessed as having the necessary capability to effectively deal with the (apparently only occasional) incidents that can and do occur between young people participating in the program.
7. Ongoing robust and comprehensive monitoring and evaluation processes should be put into place to longitudinally collect appropriate and informative data. This would better inform future program and policy design and ensure that the program is based on evidence and experience. Compliance with data collection and reporting should be a key contractual obligation for service providers.
8. There should be a stronger emphasis on involving and strengthening families in the YBC program, and particularly for the SYBC. Young people who exit the program are currently returned to the same environments with all the issues which contributed to their offending or at risk behaviour. Families require the skills and tools to support their children to reduce the likelihood of repeating the cycle of reoffending.
9. Community elders and respected leaders have a strong interest and stake in the outcomes of SYBC. The SYBC should be recognised as an indigenous program as it currently operates it has a predominantly indigenous target cohort. Indigenous service delivery principles should be more deeply integrated into the planning, implementation and ongoing operation of the program. Traditional owners of the land could be called upon to provide a cultural education program that would both educate and serve to reconnect the young people with their culture and (generalised) Indigenous lore. There was a strong call for providers to engage with a wide range of stakeholders, which is consistent with best practice literature highlighting that programs supporting complex young people should engage widely and provide a holistic network of support. Active construction of communication channels and collaboration may result in improved outcomes for young people who participate in the program.
10. Consideration should be given to the location of the residential camp. The location creates and exacerbates a number of concerns raised by stakeholders, particularly the challenge in engaging with the family and community at such a remote location and the increased health and safety risk if and when medical emergencies arise. Most of the physical structures are demountable and could be moved, although there will be an element of lost sunk cost.
11. Contracts should be reworded so that they provide clearer definition around inputs, outputs and outcomes, without being prescriptive, so that providers have no question as to what they are

required to do while allowing room for creativity, efficiency and innovation. Any outcomes or output related payments should be carefully considered for their potential to produce perverse incentives, such as "nursing" a person through the program to completion, rather than equipping them for the next stage

12. Consideration should be given to reinvigorating the governance framework for the SYBC to include an advisory board and clear lines of reporting and responsibility within the Department, and between the Department and the service provider. Better practice examples of where statutory services have been run successfully by third parties should be further investigated.

## 1. Introduction

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### 1.1 Background

The Early Intervention Youth Boot Camps (EIYBC) and Sentenced Youth Boot Camp (SYBC) were instituted in 2013 as key initiatives of the former Queensland Government in response to 2012 election commitments to trial Youth Boot Camps. The trial was announced as a response to a public perception of increasing levels of youth crime, across Queensland as a whole, and in specific areas such as the Far North. The primary aim of the EIYBC and SYBC is to reduce the likelihood of future offending, while holding youth accountable for their actions, improving community safety and providing opportunities for rehabilitation.

The EIYBC aims to prevent youth from entering the YJS by identifying those who exhibit at-risk characteristics and by providing a voluntary diversionary boot camp program. EIYBC includes experiential learning/adventure-based learning camps, community integration and mentoring. Three EIYBCs were established in:

- Gold Coast EIYBC run by the Kokoda Youth Foundation (KYF);
- Fraser/Sunshine Coast EIYBC run by OzAdventures; and
- Rockhampton EIYBC run by the Police Citizens Youth Club (PCYC).

The SYBC was originally aimed at youth already in the Youth Justice System (YJS) with a history of detention, to give the court an alternative sentencing option with a view to breaking the cycle of re-offending - the "revolving door" of custodial placements to detention. It was designed to offer intensive therapeutic support to young people, during a one month residential camp, and a subsequent community integration phase. Boot Camp Orders (BCO) are for a minimum of three months (one month residential and two months community integration) and a maximum of six months (one month residential and five months community integration). The orders are only available for sentencing youth who reside in the Townsville (Townsville, Ingham, Burdekin, Hughenden and Palm Island) and Cairns (Cairns, Yarrabah, Innisfail, Mareeba and Atherton) districts and have been available since January 2013, although the SYBC program has been available since December 2013 (voluntary participants started in December).

These geographic restrictions were necessary for the trial to enable service providers to work with young people and their families during the community integration phase. Young people are given a suspended detention order and placed in the boot camp. If they do not complete the boot camp or the boot camp is full at the time of sentencing, young people are sentenced to alternative orders. After the order was introduced, the number of young people being sentenced to a BCO was low and consequently voluntary participation at the direction of the previous Attorney General was encouraged, with young offenders on community based orders given the choice of attending a boot camp. While this meant that the residential site was used, the numbers of young people receiving BCO sentences continued to be well below the target levels envisaged, until mandatory sentencing was introduced in April 2014. Mandatory sentencing stipulates that all young people who commit three or more motor vehicle offences in 12 months in Cairns (introduced in October 2013) and Townsville (introduced in April 2013) districts are sentenced to a Boot Camp (vehicle offences) order.

Figure 1-1 provides the location of the boot camps throughout Queensland.

Figure 1-1: Location of Queensland Youth Boot Camps



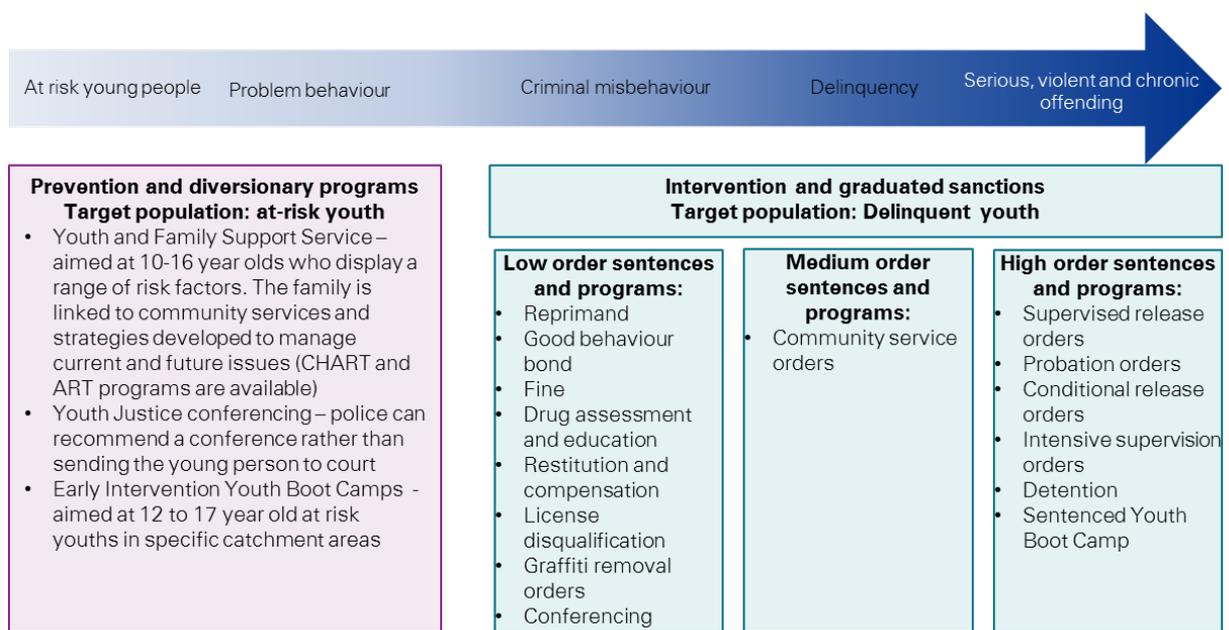
Source: Local Government Association of Queensland, 2015

Locations on the map indicate the primary location of the service (i.e. the Fraser/Sunshine Coast EIYBC is operated on a property north of Maryborough). The Rockhampton EIYBC, while having offices at the Rockhampton PCYC, runs its residential phase on a property west of the Gold Coast (this is not located on the map). Catchment areas of participants generally follow the Local Government Area of the location, i.e. the Rockhampton EIYBC takes young people from the Rockhampton Region. The exception is the Fraser/Sunshine Coast EIYBC which captures young people in the Fraser Coast and Gympie Region as well as part of the Sunshine Coast Region.

The program addresses two ends of the offending scale for young people. Figure B - 2 in Section B.2.3 of the Literature Review in Appendix B provides an overview of offending behaviour and correlated interventions. For example, young people who display more offending risk factors than the average population, but who have not yet graduated to higher order offending, require an early intervention to rectify their anti-social behaviour and prevent them from embarking on a criminal career as the current

EIYBC program aims to do. However, research indicates (outlined in the Literature Review in Appendix B) that young people at the other end of the spectrum who display entrenched offending behaviour require more intensive support services that aim to manage their current offending behaviour and facilitate interventions in order to prevent them from continuing to offend. The SYBC was designed as an alternative to detention for those young people who already had a history of repeat offending which may or may not have resulted in periods of detention, and who are at risk of continuing anti-social and criminal behaviour into adulthood. Figure 1-2 provides an overview of offending types and the interventions in the Queensland YJS. Excluded from the order are young people who have committed a violent offence, an offence of a sexual nature and those with mental health issues that require support. The CCP may also recommend against a young person who is considered to present a danger to themselves or others. This limits the application of the BCO to the cohort it was designed to address.

Figure 1-2: Offending continuum in Queensland



KPMG analysis of Mark Lipsey, *Improving the effectiveness of juvenile justice programs: A new perspective on evidence-based practice* (Centre for Juvenile Justice Reform 2010) 37 and Queensland Government Youth Court Orders

The EIYBC program is one of the few programs in Queensland to focus on intervention for, and diversion of, young people at risk of entering the criminal justice system. Queensland's Youth Justice Service is focused on providing sanctions, interventions and diversionary options to young people who have already entered the YJS, in line with its mandate. Consequently, while a program such as the SYBC fits in with the general services provided by YJS to young people, the EIYBC program is an outlier, offered mainly to young people who have not yet entered the YJS. There are few alternative options to deal with young people in the middle of the spectrum who may not be repeat young offenders but who have received sentences ranging from reprimands to community service orders. This means that the program has a large gap between the cohorts it is addressing along a continuum of offending behaviour (e.g. those who, for the most part, have not yet offended and those who are entrenched offenders).

## **1.2 Scope of evaluation**

The Youth Boot Camp program evaluation looks at the implementation, process and delivery of the Youth Boot Camp program, for the period from its commencement in early 2013, through to June 2015 (data until 31 March 2015). The purpose of the evaluation is to establish the extent to which the program has achieved its objectives, whether there remains justification for the program to continue, whether it has been delivered efficiently and whether the costs incurred are commensurate with the benefits realised.

## **1.3 Evaluation methodology**

The evaluation is based around a bespoke evaluation framework to ensure that all the key evaluation questions are answered, and an outcomes logic map to help identify the inputs to and benefits and outcomes required from the program in order to assess the effectiveness. Key activities have included:

- Conducting a literature review;
- Collection and analysis of primary and secondary quantitative and qualitative data, including a recidivism study; and
- Analysis of the costs and benefits of the program.

### **1.3.1 Ethics application**

An ethics application was made to the Townsville Hospital and Health Service (THHS) Human Research Committee in respect of the proposed interviews with young people and their families who had been through either the SYBC or EIYBC. A requirement of the Committee was for an appropriately qualified Aboriginal researcher to lead consultations with participants who identify as Aboriginal and/or Torres Strait Islander. Duane Vickery was engaged to support consultations for SYBC participants, who predominately identify as Aboriginal and/or Torres Strait Islander. Processes outlined in the National Ethics Application Form (NEAF) application pertaining to informed consent, privacy and associated ethical processes were strictly observed.

### **1.3.2 Literature Review**

The literature review was undertaken drawing on past evaluation reports and program reviews for primarily comparative purposes. Reports containing findings and evidence from Youth Justice programs delivered domestically and internationally were used to determine which programs, and which components or aspects of these programs, were found to be effective in achieving outcomes for young people who have offended or are at risk of offending in different contexts.

### **1.3.3 Primary and secondary data analysis and collection**

The methods for collecting Youth Boot Camp data for the process and outcomes evaluation comprised both qualitative and quantitative approaches. This involved collecting, synthesising and analysing primary and secondary data. Primary data was collected from over 140 key stakeholders during the evaluation period, including:

- all trial-funded Service Providers (Police Citizens Youth Club, OzAdventures, Kokoda Challenge Association and Beyond Billabong) who operate Youth Boot Camp programs, including their leadership/management, staff and volunteers;
- all Referral and Assessment Panels and Collaborative Case Panels who assess referrals to the program and work to ensure the right young people participate in the program;

- External non-government organisations who partner with, or have collaborated with, trial funded service providers;
- Statutory bodies and Government organisations including Public Guardian and Family and Child Commission;
- Representatives from the Department of Communities, Child Safety and Disability Services, the Department of Education and Training (DET) (regionally-based central offices and school guidance officers), Queensland Corrective Services (QCS), Queensland Police Service (QPS), Queensland Health (ATODS) and the Department of Attorney-General and Justice, including Youth Justice; and
- Aboriginal and Torres Strait Island community Elders in Townsville, Cairns and Atherton regions.

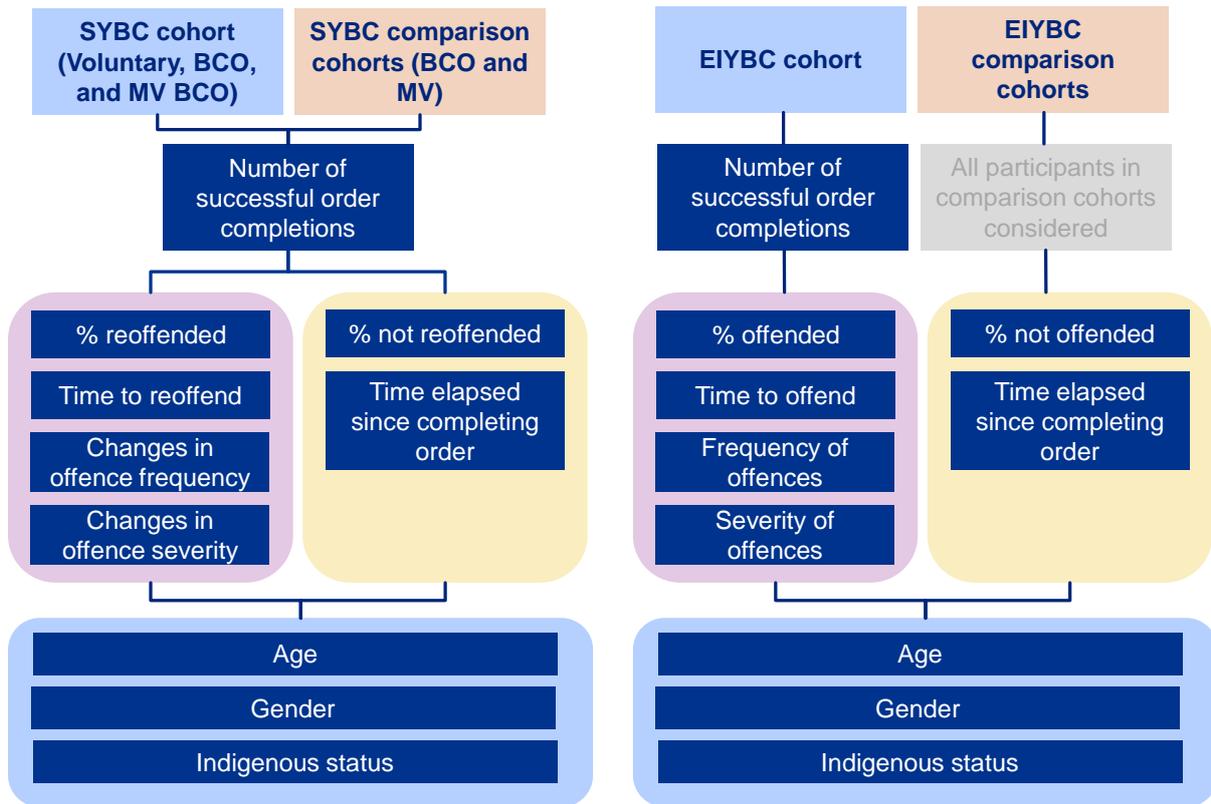
In addition, KPMG has engaged with 30 Youth Boot Camp participants (youth aged 12 to 18) and their parents/guardians at each of the four program locations.

KPMG reviewed secondary data and documents that relate to Youth Boot Camp participants, including psychometric assessments, referral and case management data, recidivism data, health assessments and demographic data. This was provided to KPMG in aggregate and in a de-identified form for youth who consented to providing this information to the program. The process of analysis was undertaken by Youth Justice which accessed DET and QPS data to support the development of EIYBC comparison groups, and shared in a report with KPMG. KPMG did not access any raw identifiable data. Other documentation such as the *Department of Premier and Cabinet Youth Boot Camps Program Evaluation* was also included.

#### *Recidivism Analysis*

Since a main focus of the YBC programs is a reduction in offending rates (for the SYBC) and diversion away from the YJS (for the EIYBC), a study has been undertaken to look at the short term impacts of the program on the individuals who have participated, compared to the outcomes experienced by a similar group of young people (the comparison cohorts) who did not receive the intervention. For the SYBC, this has focused on offences committed, and where there has been re-offending, whether it has been at a reduced severity or frequency. Charges laid have been used as a proxy measure for offending as these offer a more immediate indication, as sentencing can take a number of months. This is considered a reasonable assumption given the high proportion of property related offence charges (a property related offence and in particular motor vehicle offences make up the majority of young peoples' offences) which result in a guilty verdict. For the EIYBC, the analysis is restricted to whether a young person has gone on to offend at all. Three comparison cohorts have been used for the EIYBC to represent the expected attributes of the participating cohort.

The analysis is shown schematically in the figure below.



The methodology for identifying recidivism rates has been developed using a series of comparison cohorts. For EIYBC, three cohorts from a variety of data sources were identified for use. The very low numbers of completed orders or programs means that the data on actual participants is likely to be sensitive to individual behaviour, and could include outliers. The comparison cohorts have taken larger groups of data to provide a more robust baseline for comparison.

Table 1-1: EIYBC comparison cohorts

Comparison Cohort	No. of young people in Gold Coast EIYBC (n=44) comparison group	No. of young people in Fraser/Sunshine Coast EIYBC (n=48) comparison group	No. of young people in Rockhampton EIYBC (n=24) comparison group
<b>DET comparison cohort</b> - young people whose enrolment was cancelled or were excluded in the Gold Coast, Fraser/Sunshine Coast and Rockhampton LGAs in calendar year 2012 and 2013.	468	188	122
<b>Police Caution comparison cohort</b> - young people who received a caution in the Gold Coast, Fraser/Sunshine Coast and Rockhampton LGAs between 1 January 2013 and 2013	242	307	74

Comparison Cohort	No. of young people in Gold Coast EIYBC (n=44) comparison group	No. of young people in Fraser/Sunshine Coast EIYBC (n=48) comparison group	No. of young people in Rockhampton EIYBC (n=24) comparison group
<b>Minimal Youth Justice contact comparison cohort</b> – young people who had a first lifetime lower level proven offence in Gold Coast, Fraser/Sunshine Coast and Rockhampton LGAs in financial year 2012-13.	87	130	36

*Source: Adapted from Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015*

In the absence of a randomised control trial, comparison groups were identified using available administrative data held by other departments. These comparison cohorts were identified by Youth Justice as young people who fulfil the eligibility criteria for the EIYBC target group (see Appendix C). Further, these comparison cohorts were identified because:

- Evidence demonstrates that young people disengaged from school are at higher risk of becoming involved in the YJS and consequently, those young people who were expelled are potentially more likely to demonstrate antisocial behaviours (see Section B.2.2 in Literature Review in Appendix B).
- Police are the first point of contact for young people entering the YJS and consequently the Police Cautions cohort may demonstrate potential ongoing offending behaviour.

The SYBC comparison cohorts are outlined in Table 1-2. These cohorts also include a larger group of young people for a more robust comparison.

*Table 1-2: SYBC comparison cohorts*

Program Element	BCO completions (voluntary and BCO completions) n = 26	Boot Camp (Vehicle Offences) Order completions n = 10
<b>Young people who fulfilled all of the criteria to receive a BCO, but were considered prior to the BCO beginning operation and have now completed their sentence.</b>	75	N/A
<b>Young people who would have received a MVBCO (who fulfil all of the criteria and have committed three vehicle related offences) but who were considered prior to the introduction of the MVBCO beginning operation and have now completed their sentence</b>	N/A	41

*Notes: The 26 BCO completions include concurrent orders, one young person who has completed a MVBCO and voluntary program.*

*Source: Adapted from Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015*

These comparison cohorts were identified by Youth Justice on the basis that they represent young people who would have been likely to have entered the program had it been available during the previous two years.

The minimal contact with the YJS comparison cohort was identified in the event that QPS caution data and DET exclusion data was unavailable in the timeframes. It should be acknowledged that young

people in this cohort may have a greater at-risk profile than the education comparison cohort or the police caution comparison cohort.<sup>5</sup>

It should be noted that young people may be represented in more than one comparison cohort. This means that young people in the EIYBC cohort may, for example, be in the police caution comparison cohort. Youth Justice established that 22 per cent of those in the minimal Youth Justice contact cohort also appear in either the DET or Police Cautions cohorts or are EIYBC participants. Youth Justice is unable to determine other overlaps as other young people do not have a DJAG identification.

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<sup>5</sup> Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015

### **1.3.4 Cost-benefit analysis**

KPMG undertook an analysis of the costs of delivering the program including data provided by the Department and service providers to estimate the directly and indirectly attributable costs associated with both the SYBC and EIYBC. It was not possible, as anticipated, to attribute costs to each of the three different stages (residential, community integration and mentoring) of the boot camps. For each boot camp, the main cost drivers and key attributes (e.g. length of boot camp, number of participants, location) was identified and tabulated.

All evidence gathered was used to identify the benefits attributable to both the SYBC and the EIYBC. These include:

- Financial benefits such as the difference in cost per person of the BCO and MVBCO compared to available alternatives;
- Quantifiable benefits such as any delay in re-offending between participants in the SYBC and a comparison group who have been in detention. Given the short timeframe of the pilot, and the limited time available post-participation in which to see any benefits realised, a short timeframe of 12 months will be used for quantifiable benefits such as reduced detention costs; and
- Non-quantifiable benefits. Some of these benefits are possible to express in monetary terms, but many are realised over a longer term and are therefore more difficult to attribute in full to the interventions included in this program. Where possible, these benefits were derived from the literature and weighted as to their relevance to the Queensland youth justice context.

The total cost of the different YBCs was compared to the benefits attributable to each in order to establish whether the benefits are commensurate with the expenditure incurred to date, as well as to enable a comparison between the EIYBCs, and comparison with alternatives for both SYBC and the EIYBCs.

## 2. Justification

This section explores the need for the Youth Boot Camp programs and answers the following key evaluation questions:

- Was there sufficient evidence to support the need for Youth Boot Camps?
- Does the literature and research support the introduction of early intervention for young people at risk of offending?
- Does the literature and research support the introduction of alternative sentencing options for entrenched young offenders?
- Was there a compelling need for an intervention and do those circumstances still apply?

The Youth Boot Camp program was born out of a strong public perception that youth offending was on the rise in Queensland. While the data supports that there has been an increase in property offenses, drug offenses and illegal use of motor vehicles over the past five years,<sup>6</sup> it is evident that the bulk of these offenses are committed by a small number of individuals. As these numbers were on the rise, proactive groups in Queensland communities raised the issue to high profile, leading to then Premier Newman's decision to take a tough stance on youth crime by implementing the Youth Boot Camp program. The program was a manifestation of the Queensland Government's commitment to breaking the cycle of offending and ensuring that young people who break the law take responsibility for their behaviour and stop offending.

In the lead up to the program launch, Youth Justice commenced a rapid program of works to get the Youth Boot Camp program up and running with program development over a six month period. This included consultation with key stakeholders and criminal justice experts by way of a round table discussion meeting. An information paper was released documenting these findings and providing the evidence base upon which the program was to be designed.

It is understood that the government was not open to alternatives to boot camps, but that the design of the model evolved over time from a pure military design (driven by the government) to a design that incorporated therapeutic support (driven by Youth Justice feedback and consultation with key stakeholders and criminal justice experts).

As indicated in the previous chapter, the Youth Boot Camp program addresses two ends of the offending scale for young people – those young people who have not yet entered, but are at risk of entering the criminal justice system (EIYBC) and those who have already entered the YJS, and are considered to be at direct risk of a detention order.

### 2.1 The need for Early Intervention Youth Boot Camps

As stated previously the EIYBC program was developed with the goal of stopping young people from starting a criminal life, targeting those young people who demonstrate behaviours that indicate that they are on the path to becoming an offender.<sup>7</sup> The design of these programs was derived from research undertaken by a team at Youth Justice.

An increasing body of national and international research has identified that young people on the verge of entering the YJS display a range of risk factors that indicate the possibility of criminal or anti-social

<sup>6</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

<sup>7</sup> Youth Justice, *Safer Streets Crime Action Plan – Youth Justice*.

behaviour. While the existence of risk factors does not mean a young person will start or continue to offend (and hence is not deterministic), it indicates that a young person may be more susceptible to being involved in crime or anti-social behaviour.<sup>8</sup> Conversely, protective and resiliency factors moderate the effects of exposure to risk factors, thereby:

- Reducing the impact of an unavoidable negative event;
- Helping individuals to avoid or resist temptations to break the law;
- Reducing the chance that young people will start on a path likely to lead to breach of the law; and/or
- Promoting alternative pathways, including education, training and employment.<sup>9</sup>

An overview of key risk and protective factors that contribute or detract from a young person's offending behaviour is contained in Section B.2.2 of the Literature Review in Appendix B. It is important to note that risk factors operate cumulatively, rather than in isolation. Research demonstrates that some factors contribute to *cycles of risk*, influencing outcomes of other risk factors (for example, early behaviour problems may contribute to school failure, which in turn increases the risk of delinquency).<sup>10</sup>

The recognition that future antisocial behaviour is driven by a set of risk factors that hinder a young person's development and shape later behaviour suggests that early intervention to mitigate these factors is vital in promoting positive youth development.<sup>11</sup> In the context of youth offending, this largely relates to social crime prevention and in particular activities that address factors which may influence an individual's likelihood of committing a crime, such as poverty, unemployment, poor health and low educational performance.<sup>12</sup> For a more thorough overview of the need for Early Intervention programs see Section B.2.3 in the Literature Review in Appendix B.

There is therefore a rationale for providing a Youth Justice program such as the EIYBC that can:

- Stop young people from moving along a path of increasingly anti-social behaviour as soon as possible;
- Address a young person's needs and identified risk factors before they commit an offence;<sup>13</sup> and
- Intervention which recognises the broader social context of a young person's life – and thus encompasses, and works with, the young person, their family (particularly their parents) and the community to provide a holistic approach to identifying and addressing risk factors.<sup>14</sup>
- Early intervention programs are a key component in reducing demand within the criminal justice system, but rely heavily on the identification of the most "at risk" cohort. A program that takes a cohort of young people who are not at high risk of becoming youth offenders may be able to positively impact on their behaviour but is unlikely to be effective in reducing the future demand on

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<sup>8</sup> Department of Justice, *Practical Lessons, Fair Consequences* (Victorian Government 2012) 7.

<sup>9</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 24.

<sup>10</sup> National Crime Prevention, *Pathways to prevention: Developmental and early intervention approaches to crime in Australia* (Australian Government 1999) 15.

<sup>11</sup> Legal Affairs and Community Service Safety Committee, *Inquiry on strategies to prevent and reduce criminal activity in Queensland* (Queensland Government 2014), 93.

<sup>12</sup> Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013) 14.

<sup>13</sup> Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) 77.

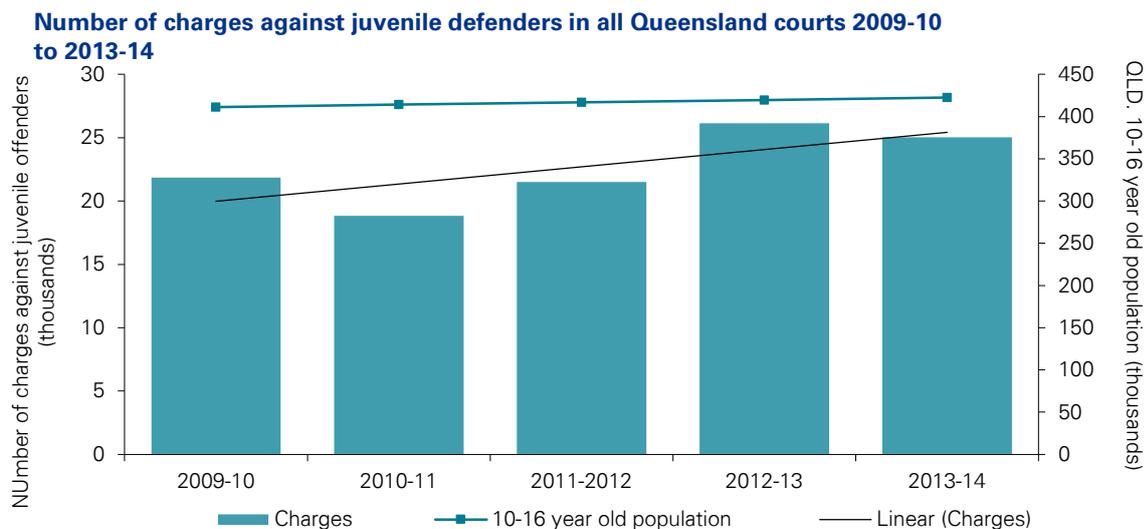
<sup>14</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 27.

the YJS. Section B.2.5 of the Literature Review in Appendix B highlights the risk of taking the wrong cohort of young people.

## 2.2 The need for Sentenced Youth Boot Camps

Trends in the total number of charges committed by young people in Queensland over the past 10 years have fluctuated and show a gradual increase but do not reflect the sudden increase in youth crime that has been reported in the media in recent years. Figure 2-1 shows the number of charges against juvenile defendants in all Queensland Courts from 2009-10 to 2013-14 compared to population growth.

Figure 2-1: Number of charges against juvenile offenders in all Queensland Courts



Source: Hon. Judge Michael Shanahan, *Children's Court of Queensland, Annual Report 2013-14* (Queensland Government, 2014); Australian Bureau of Statistics, *Australian Demographic Statistics – Estimated Resident Population by Single Year of Age, Queensland* (Cat. No. 3101.0) (Australian Government 2014)

It is important to note that changes in charges against juvenile offenders do not always directly correlate to increases in youth offending. An increase or a decrease can also be the result of a change in policing practices, a focus on more or less punitive measures of dealing with offenders or a particular cohort of young people coming through the YJS and with the general population.

The total number of charges against young offenders has increased significantly faster than the general population growth of young people in recent years (14 per cent between 2009-10 and 2013-14 against a population growth rate of 3 per cent), suggesting that if other factors (as mentioned above) are assumed to be constant, there has been an increase in offending density (that is the number of offences being committed by (and charges made against) any one individual). Between 2009-10 and 2013-14, there was a 14 per cent decrease in distinct offenders and an eight per cent increase in offences. This is reflected in an increasing offending density from 5.1 proven offences per young person in 2009-10 to 6.3 in 2013-14. By 2013-14, around 10 per cent of all young offenders were responsible for 43 per cent of all proven offences indicating that there is a group of young people who engage repeatedly in criminal behaviour, that is to say they are 'entrenched' in the YJS.<sup>15</sup>

The traditional response to the types of young offenders who are frequently involved in property offences or more serious crimes (involving violence or sexual offences) usually involves sentences

<sup>15</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

such as probation or detention. While these types of sanctions can be necessary in extreme circumstances to ensure public safety and may be able to reduce crime in the short term (i.e. the person cannot commit a crime while incarcerated), they have not been proven to be effective in reducing offending behaviour or rehabilitation.<sup>16</sup> The Literature Review (Appendix B) demonstrated that traditional sentencing involving incarceration usually contributes to a range of risk factors that are linked to the increased likelihood of offending behaviour when released, meaning that if a young person is incarcerated early on, that in itself may be the factor which results in more offending behaviour, rather than its prevention. For example, detention:

- Removes the young person from their school or training;
- Provides few rehabilitative opportunities through behavioural or cognitive therapy;
- Creates a stigma that has a negative effect on the individual's self-esteem;
- Places the individual in close proximity to a peer group already committing anti-social behaviour;
- Provides little opportunity for the young person's family to receive support or training; and
- Removes the young person from a potentially supportive community environment.

Research has highlighted the connection between methods of punishment such as detention and/or supervised probation orders and the increased likelihood of a young person continuing their offending behaviour and entering the adult justice system.

The most effective programs are seen to be those that provide a holistic range of services designed to meet the individual risk factors and needs of the young offender as well as to ensure community safety<sup>17</sup>. It is critical that these interventions focus on therapeutic behavioural change and community integration rather than solely on punitive measures. The effectiveness of these services is based on the ability of the YJS to correctly identify the risk and protective factors affecting the young person and to direct them along the path that best suits their needs. This is further explored in Section B.5.1 of the Literature Review in Appendix B.

The limited capacity of punitive criminal justice responses to reduce criminality is reflected in the increasing number of chronic young offenders in the Queensland YJS who have often been through detention multiple times but continue to participate in antisocial behaviour, i.e. they are entrenched offenders.

The offending behaviour of Queensland's young people over the past five years also shows an increase in property offences, drug offences and the illegal use of motor vehicles. The changes in these crimes within Queensland are outlined in Section B.3.1 of the Literature Review in Appendix B.

These statistics demonstrate an increase in youth offending behaviour in specific areas. Particular areas of concern are the increasing number of young people becoming part of the "revolving door" of offending in the YJS, the increase in property crimes, illegal use of motor vehicles and drug offences. The SYBC was located so that it could take in entrenched young offenders from Townsville and Cairns, both of which include police districts that have higher than average numbers of reported incidences of unlawful uses of motor vehicles (this can include driving a vehicle without consent, wilfully destroying, damaging or interfering with a motor vehicle, using a vehicle to facilitate another offence as well as being a passenger in a vehicle which has been taken without consent) and reported property offences. Figure 2-2 shows the number of reported incidences of unlawful use of motor vehicles per 100,000

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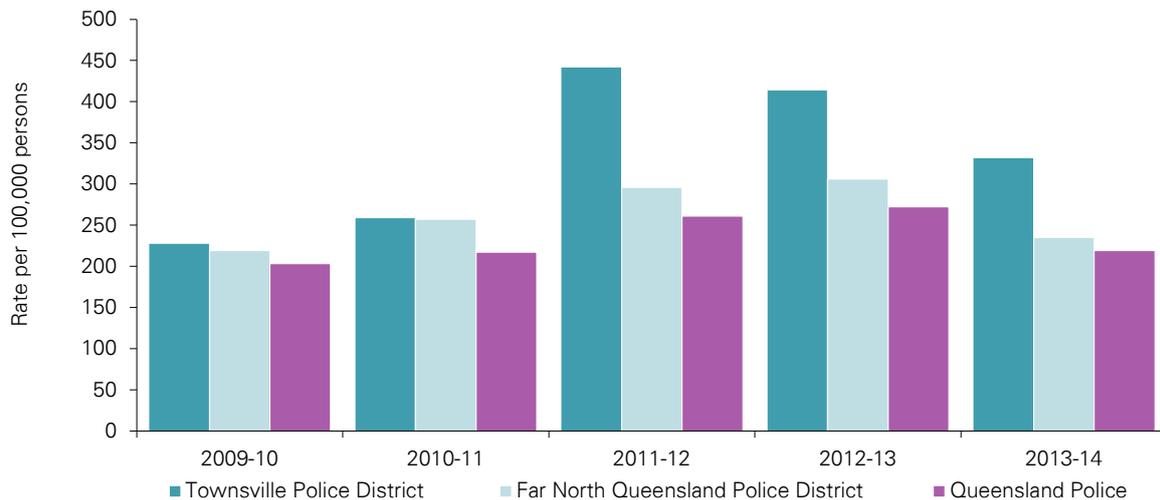
<sup>16</sup> Noetic Solutions Pty Ltd. *Review of Effective Practice in Juvenile Justice – report for the Minister for Juvenile Justice* (Noetic Solutions 2010).

<sup>17</sup> Mark Lipsey et. al., *Improving the effectiveness of juvenile justice programs: A new perspective on evidence-based practice* (Centre for Juvenile Justice Reform 2010) 37.

people in Townsville and Far North Queensland compared to the rest of the State. The unlawful use of a motor vehicle (using a motor vehicle without the owner's consent, using a motor vehicle to facilitate an offence or wilfully destroying, damaging or interfering with a motor vehicle or its parts), or a property offence has increased by 63% between 2009-10 and 2013-14.<sup>18</sup> Figure 2-3 shows the number of reported property offences per 100,000 people in Townsville and Far North Queensland compared to the rest of the State. Regionally specific offences by young people are not available (only available by state) and consequently the graphs below include all offences in the region by both youth and adult offenders. While offences committed by young people will represent a smaller proportion of the total offences described below, property offences, and in particular motor vehicle offences, are disproportionately committed by young people.<sup>19</sup> Anecdotal evidence from stakeholders in Townsville also indicates that there has been an increase in motor vehicle and property offences committed by a specific group of young people.

Figure 2-2: Reported unlawful use of motor vehicles in Townsville, Far North Queensland and Queensland

**Reported unlawful use of motor vehicle in Townsville, Far North Queensland and Queensland Police Districts**



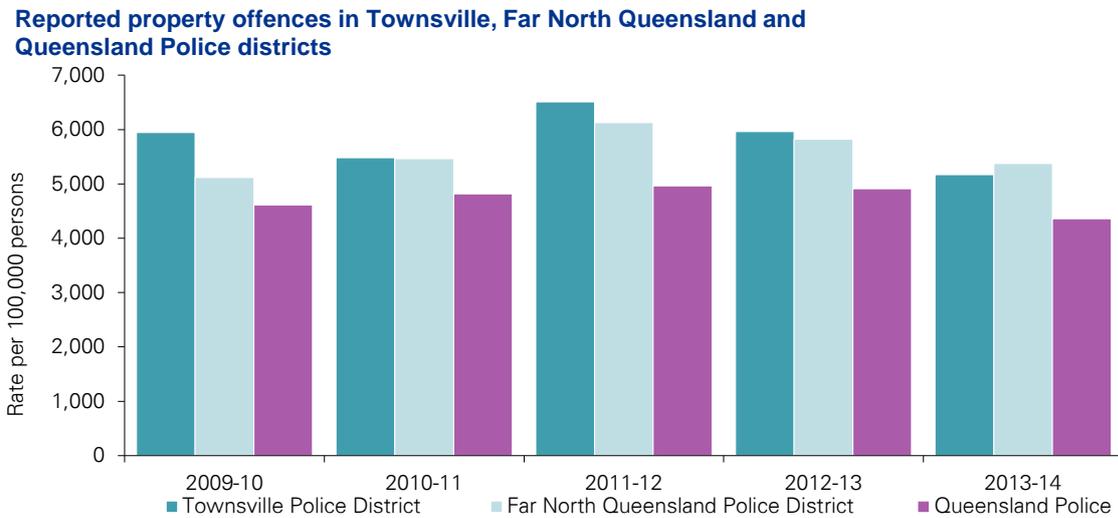
Notes: Townsville Police District covers Richmond, Hughenden, Prairie, Pentland, Charters Towers, Greenvale, Ingham, Rollingstone, Palm Island, Deeragun, Kirwan, Stuart, Ravenswood, Magnetic Islander, Townsville, Mundingburra, Giru, Clare, Home Hill and Ayr Councils. Far North Queensland Police District covers Croydon, Georgetown, Forsyth, Mount Surprise, Mount Garnett, Cardwell, Tully, Ravenshoe, Herberton, Dimbulah, Mareeba, Atherton, Yungabarra, Malanda, Milaa Millaa, Silkwood, Mission Beach, El Arish, Mourilyan, South Johnstone, Innisfail, Babinda, Gordonvale, Edmonton, Cairns, Yarrabah, Smithfield, Kuranda, Port Douglas, Mount Molly, Mossman, Wujai Wujai, Cooktown, Laura, Chilagoe, Kowanyama, Pompuraaw, Hope Value, Coen, Aurukun, Lockhart River, Weipa and Baamaga Councils. Queensland refers to the whole state.

Source: Queensland Police, QPS Region and District crime statistics (Queensland Police, 2014)

<sup>18</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

<sup>19</sup> Kelly Richards, *What makes juvenile offenders different from adult offenders* (Australian Institute of Criminology, 2011)

Figure 2-3: Reported property offences in Townsville, Far North Queensland and Queensland



Notes: Regions same as those outlined in Figure 2-3

Source: Queensland Police, QPS Region and District crime statistics (Queensland Police, 2014)

Townsville in particular demonstrates a spike in unlawful use of motor vehicles over the past few years, although there has been a decrease in the past two years, which does not appear to be linked to the introduction of the SYBC. While Far North Queensland has not experienced the same spike, the regions reported unlawful use of motor vehicle incidents and property offences remain above the State average. Anecdotal evidence suggests that, while the Townsville Police District covers a wide area, the motor vehicle offences have been concentrated within Townsville itself and are generally committed by a small group of repeat young offenders. The need to deal with repeat motor vehicle offenders in Townsville was part of the rationale for mandatory sentencing to BCOs for those young people who commit three or more motor vehicle offences.

The SYBC was located in Far North Queensland to provide a location-specific response to the issue of increases in property offences and in particular motor vehicle offences in Townsville and later in Cairns, as well as to provide an alternative to the 'revolving door' of detention.

## 2.3 Other options to address the identified need

A range of alternatives to the YBC model exist and have been implemented in schools and communities around the world.

### 2.3.1 Alternative early intervention programs

Section B.4.2 of the Literature Review in Appendix B provides an overview of various comparator early intervention programs used domestically and internationally. These programs fall into four main categories:

1. School based programs that target young people before they disengage from school and target young people very early on – during the primary school years. These programs aim to improve engagement in school by decreasing student anonymity and connecting young people to positive peer groups.
2. Community/family based programs that aim to address the environmental risk factors which contribute to a young person's potential offending behaviour. They aim to connect the young

people to their community and develop the capacity of the community to support the young person. This holistic based approach in particular is often applied to Indigenous communities both in Australia and internationally.

3. Mentoring programs that aim to develop strong relationships between a strong positive role model and a young person at risk of participating in anti-social behaviours.
4. Restorative justice is aimed at young people on the edge of the YJS (i.e. they may have committed a minor crime) and is similar to the Youth Justice Conferencing system already in place.

As is highlighted in the Literature Review in Appendix B the most effective of these programs are those which aim to respond to the individual risk factors of the individual and are holistic in nature. The most effective programs are those that address a range of factors and have the ability to connect the young people to a range of supports including their community, strong family relationships and provide long-term ongoing support. Youth Justice staff indicated that the most important aspect of a successful early intervention program is engagement of the family and encouragement of positive change within the family.

### **2.3.2 Alternative sentenced programs**

Section B.5.2 in the Literature Review (see Appendix B) provides an overview of various rehabilitative comparator sentenced programs used domestically and internationally. These programs fall into three broad categories, including:

1. Therapeutic programs that aim to rectify anti-social behaviour and beliefs. These programs are often used as part of other programs;
2. Community/family based programs that aim to respond to environmental factors of a young person's offending history by building the capacity of the family to respond to the needs of the young person; and
3. Post release programs that aim to help those young people exiting incarceration re-integrate into society - this usually includes a caseworker working with a young person on an intensive basis.

Section 6.3 provides a cost comparison of a sample of these programs with the SYBC program.

In addition to the programs identified above, various stakeholders have suggested other similar programs that contain some of the evidence based aspects of the above described program. Some have suggested maintaining the adventure based learning aspects of the program but running it out of detention centres, so taking a group of young people on a detention order who might have similar offending behaviours, are not co-offenders and are all of the same gender. Aboriginal and/or Torres Strait Islander elders have suggested programs that focus on reinstating the young person's connection to culture and community and building the capacity of their parents to support and look after them.

It is not clear whether any of these alternatives were considered in the implementation of previous government policy.

#### **Justification key findings:**

1. There is a demonstrated need for appropriate programming targeting entrenched young offenders
2. Literature supports the use of innovative programs of intensive support for young offenders to prevent the "revolving door" of offending that occurs with traditional sentencing options such as detention

3. Early intervention for young people at risk of entering the Youth Justice system is recognised as an effective way to reduce demand within the justice system, providing the right cohort can be targeted.

### 3. Program design

This section explores the issues the program has faced during the design phase and how these have impacted the outcomes of the program

The design of the YBC program was based on information gathered in round table discussions held by the (then) Attorney General and Minister for Justice, as well as research undertaken by Youth Justice. Funding information papers were prepared for the tendering process that outlined the purpose and intended objectives and achievements of the Youth Boot Camps, intended recipients (participants) of the program and managerial aspects such as location and length of the residential phase, eligibility requirements for service providers and performance measurement criteria.

The then Attorney General requested that few restrictions were placed around the proposed programs' designs, intended implementation and ongoing monitoring, and delivery and whether or not partnering relationships should be pursued for delivering certain components of the program. It is understood that this was intended to encourage the use of service providers' expertise in delivering similar programs, as well as creativity and innovation in program design. This has resulted in considerable variation between programs and a lack of clarity around content, structure and phasing of the program. The three phases were clearly articulated to service providers although flexible language was used to indicate what each phase 'could' include. With this information as a foundation, prospective service providers proposed different models for delivering this service that were assessed by a selection (evaluation) panel and afforded due diligence.

The strong directives from the previous government, and the pressure applied to the Department to implement the YBC in very constrained timeframes has resulted in a deviation away from better practice design principles.

These issues are highlighted in Table 3-1 below.

*Table 3-1: Program design of the Youth Boot Camp program compared to better practice literature.*

Better practice design aspects	Delivered	Comments
Strong policy basis		The current program was developed as part of an election commitment to trial Youth Boot Camps. The election commitment was made by the previous government as a reaction to public perception of high youth crime. It did not allow for the normal systematic process of developing a policy based on research and consultation with the wider community on how to address perceived and real issues.
Strong evidence base		Although, the program lacks a strong policy basis the Department put significant effort into developing the structure of the program on a strong evidence base and the program design broadly aligns with the evidence based leading practice interventions for youth offenders (see Section B.5.1 of the Literature Review in Appendix B).

Better practice design aspects	Delivered	Comments
Wide ranging community consultation		<p>A significant concern about the program design has been the perceived lack of consultation with the local community, the Judiciary and local community and welfare organisations. In particular there was a significant lack of consultation with Aboriginal and/or Torres Strait Islander communities in the SYBC catchment area whose young people make up the majority of offenders in the SYBC program (see Section 4.2.2).</p> <p>Although roundtables were held in Brisbane which included key stakeholders and criminal justice experts and there were local working parties which consisted of relevant agencies consultations highlighted a lack of engagement with the wider community, the Judiciary and the Aboriginal and/or Torres Strait Islander community.</p> <p>The lack of consultation has contributed to an ongoing misunderstanding of what the program, and in particular the residential phase of the program, actually involves and what it intends to achieve. Most information the local community has about the program comes from media reports and this has resulted in a significant amount of concern and misinformation about the program. Aboriginal and/or Torres Strait Islander elders were of the opinion that they could have made a significant positive contribution to the design of the SYBC program, and were concerned about their lack of involvement. There were also significant concerns raised about the site of the SYBC residential phase given that some people believe that it was the site of a massacre of the local Aboriginal community.</p> <p>Lack of community consultation was initially driven by the limited timeframes and travel resources provided to Youth Justice but the on-going lack of information about the program provided to the community has been driven by the SYBC service provider who has often been unwilling to share information. It is also noted the initiative was an election commitment which largely drove decision-making.</p>
Marketing of the program to stakeholders and ongoing community engagement		<p>Although some consultations were undertaken, the timeframes also restricted the ability of Youth Justice to consistently engage and market the program to the Judiciary, legal representatives, and the community who are vital to ensuring participation.</p> <p>Stakeholders reported only knowing what the media had reported. For example, some stakeholders indicated that the unwillingness to refer young people into the Fraser/Sunshine Coast EYBC program was due to media reports prior to the program commencing showing young people being 'manhandled' by the provider. The Rockhampton EYBC provider has had similar issues engaging governmental departments (outside of Youth Justice).</p>

Better practice design aspects	Delivered	Comments
		The Judiciary have not visited the Lincoln Springs site to see the residential phase or any of the community integration programs within the SYBC. This has limited their understanding of the program when they make sentencing decisions. In particular, the Judiciary may be able to make fewer PSR requests which do not result in an order if they have a better understanding of the program. Community organisations and regional Youth Justice (with the exception of Project Officers) have not been able to observe the program in operation in either the residential or community phase. This has contributed to negative perceptions of the program. Consequently, there has been limited support from these stakeholders who are more likely to discourage young people from participating and which could have contributed to the low number of participants in the program (see Section 4.2.2).

Source: KPMG analysis

These issues have significantly impacted the outcomes of the program, particularly in terms of the low initial participation rates. For example, the lack of community engagement and marketing to stakeholders has resulted in fewer, and potentially less appropriate, young people being referred to the EIYBC program (explored further in Section 4.1.2). For the SYBC, the lack of community engagement has limited the ability of the program to deliver holistic services that could provide a range of additional supports to the young person to prevent them from offending again. The design of the SYBC program faced additional issues that are explored in Section 4.2.1.

### 3.1 Early Intervention Youth Boot Camp program design

Each EIYBC program has the same structure running over a 12 month time period, with three key elements:

1. A residential phase (the only part which could be described as a “boot camp”) that aims to develop interpersonal skills, discipline and respect, self-confidence, management of issues such as anger and build resilience. This phase is also meant to encourage positive behavioural changes that contribute to young people re-engaging or improving their engagement in education, training and/or employment and building family relationships.
2. A community integration phase where the young person is supported to apply the lessons they learnt and the changes they made in the residential phase of the program back in their community. This phase also focuses on building family functioning and the capability of parents to supervise and discipline their children as well as continuing to encourage young people to engage in education, training and/or employment.
3. A mentoring phase where a young person is matched with an adult mentor who can provide ongoing support to the young person to be a positive role model and encourage them to make positive life choices.

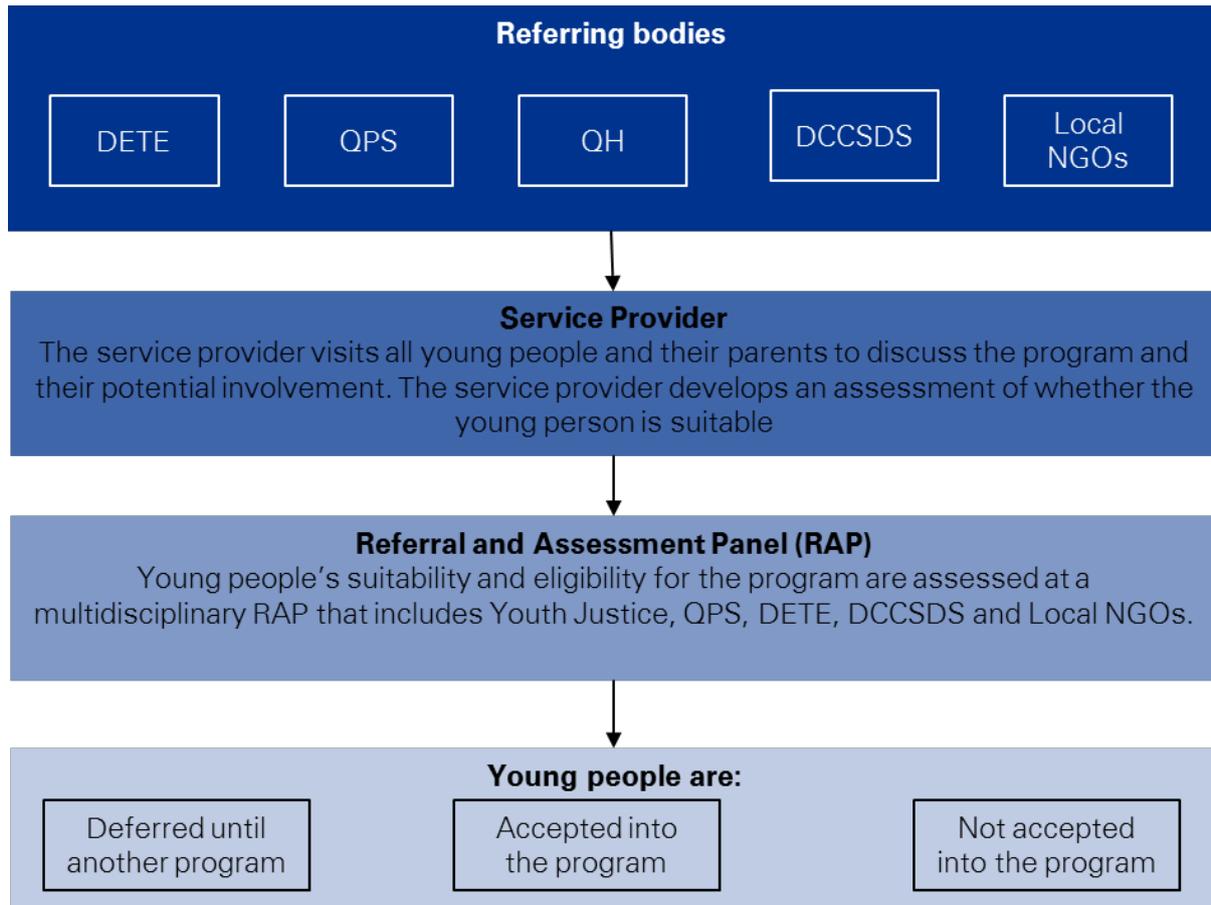
This basic program design has been implemented at three different sites, with three different providers. Each has a different operational model, varying in a number of program elements, including funding per annum; program capacity and ratio of staff to participants; respective lengths of the residential and community integration phases; degree of familial involvement; provision of vocational training; and target participant groups. Section 4.1 provides an overview of the implementation of the

program at each site in comparison to the original service agreement as well the demographics and participation of those involved.

The referral process for EIYBCs involves a range of stakeholders who discuss potential EIYBC candidates' suitability and eligibility for the program. Preliminary work is undertaken to gather information about the young person for discussion at the meeting.

Referral pathways into the program are reflected in Figure 3-1.

*Figure 3-1: EIYBC referral pathway*



*Source: KPMG analysis of stakeholder consultations*

While the design of the referral process for the EIYBCs is similar, the process by which the panels operate differs by site. The vast majority of referrals come from Education Queensland. The Gold Coast has the most mature panel. They review approximately three times the number of placements in the interest of selecting the best candidates, whilst the Fraser/Sunshine Coast and Rockhampton panels review far fewer candidates - generally only a few extra than there are places on the program to minimise any expectations on the part of families and to minimise the burden of pre-work that is required for these meetings.

### **3.2 Sentenced Youth Boot Camp program design**

The SYBC program was designed by Youth Justice based on best practice literature (see Section B.5.1 of the Literature Review in Appendix B) to be a high intensity program that responds to the individual needs and risks of the young person.<sup>20</sup> The program was designed to include:

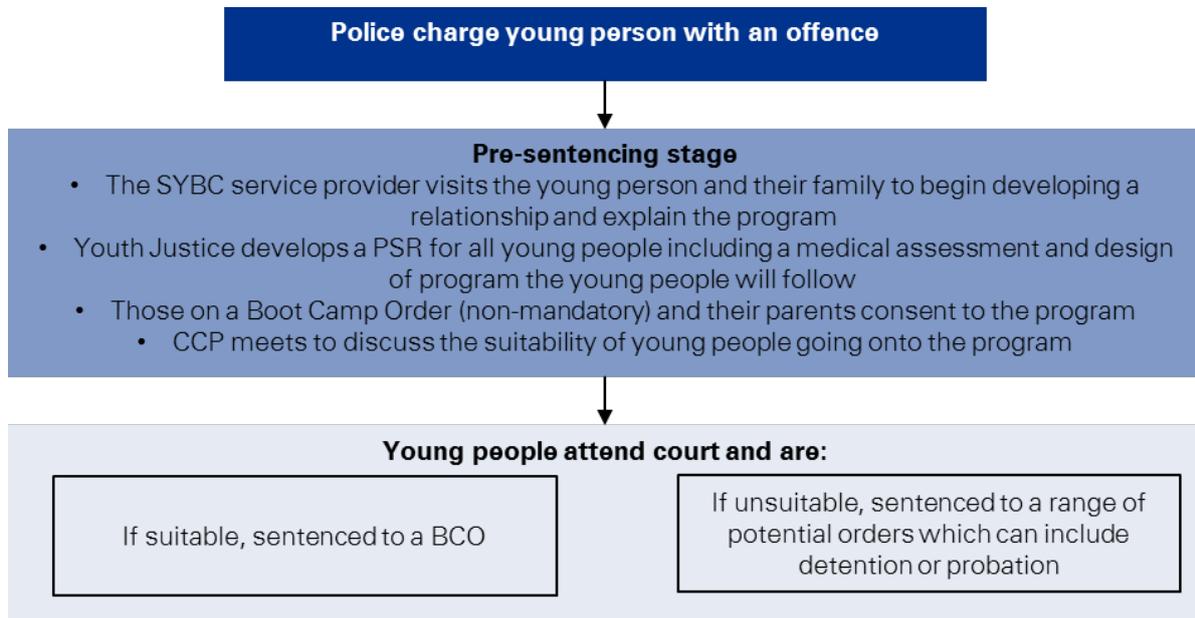
- An assessment of criminogenic risk and protective factors through the Collaborative Case Panel (CCP);
- Targeting of identified risk factors;
- Strategies to assist the young person in making improved life choices (often referred to as "desistance strategies");
- Therapeutic interventions through ART and CHART programs delivered by Youth Justice as well as therapeutic support from the provider;
- Throughcare where long term support is available and tapers down towards the end of the program, slowly increasing the responsibility and freedom of the young person;
- Training and protocol adherence through strict supervision and strong daily structure;
- Physical activity that allows for experiential learning;
- Tailored individual plans;
- Family support and integration throughout the program; and
- Cognitive Behavioural Therapy (CBT).

Young people's eligibility for the SYBC program is dependent on whether they live in the prescribed area (see Section 1.1) and if they have committed a relevant offence. Eligibility criteria are outlined in Appendix C-2. Youth Justice and the Collaborative Case Panel (CCP) then assess the suitability of young people for the program through the development of a PSR which includes information on the suitability of the young person to participate in the program. The Magistrate then makes a sentencing decision based on information provided in the PSR. Figure 3-2 outlines the referral process for young people going into the program.

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<sup>20</sup> Consultation with Youth Justice, Brisbane.

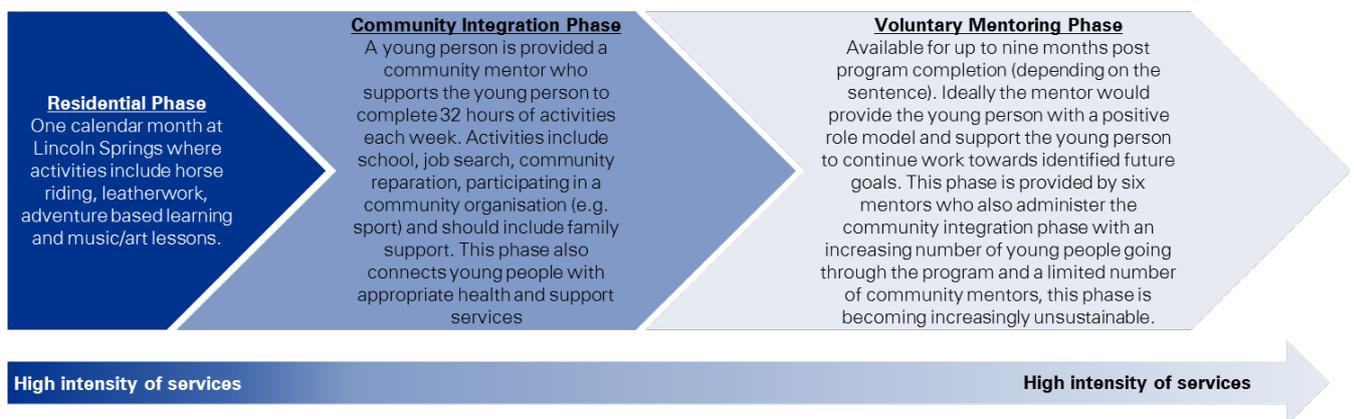
Figure 3-2: SYBC referral process



Source: KPMG analysis

In order to incorporate these aspects, the program has three phases - residential, community supervision and mentoring. All phases were intended to contain physical activity, intensive family support, offence focused programs, education/training and/or employment, health services, community reparation and mentoring. The residential phase aims to combine therapeutic support with structure, routine and discipline in a way that would provide an environment that encourages behavioural change. The residential phase is followed by a community supervision phase where the young offenders return to their community while receiving ongoing support from the provider. The mentoring phase was designed to continue for up to nine months following release from the community phase. Since the young person would not be subject to a BCO at this stage, the longer term mentoring phase is entirely voluntary. Figure 3-3 provides an overview of the program components.

Figure 3-3: Program design and delivery



Source: KPMG analysis, adapted from stakeholder consultations

In addition to providing these aspects, the program is, according to the contract, designed to:

- Be multifaceted and integrated;
- Include intensive family support;
- Connect young people to education or vocational training;
- Include offence focused programming;
- Connect young people to appropriate health services; and
- Connect young people to community service projects.

The ability of the program to deliver on these design features is outlined in Section 4.2.1.

Both the sentencing model and choice of location have mitigated against the implementation of desired design elements, which has most likely negatively impacted outcomes. This is further discussed below.

### *Sentencing model*

The legislative framework under which the SYBC program operates is outlined in Figure 3-2.

*Figure 3-4: Legislative framework*



Sources: Department of Justice and Attorney-General, *Youth Justice and Other Legislation Amendment Bill 2014*

How this fits into the wider sentencing framework for young offenders in Queensland i.e. that it is a high order sentence is outlined in Figure 1-2 of this report. Amendments to this legislation in 2013 and 2014 imposed restrictions on the delivery of the BCO.

Legislation has imposed a particular sentencing model on the SYBC in the form of the mandatory Motor Vehicle BCO. As part of the Government's Six Month Action Plan (January to June 2013), the Government '...delivered the first steps towards reforming the youth justice system with the introduction of the trial of Youth Boot Camps...' and announced the review of the Youth Justice Act

1992.<sup>21</sup> The Action Plan also included critical examination of options around more effective sentencing. Queensland courts must now make a SYBC order against a young offender who is found guilty of a relevant vehicle offence when he or she has, on or before the day he or she is found guilty of that offence, been found guilty of two or more other vehicle offences (committed within one year before or on the day of the relevant vehicle offence).<sup>22</sup>

The Explanatory Notes explain the nature of a Boot Camp Order (BCO) and the reasons why the Bill introduces amendments to the current law: "A BCO is an alternative sentencing option which is only available where a young offender is otherwise liable to a period of detention, and represents a final opportunity for that young person to avoid serving a period of detention." The Youth Justice (Boot Camp Orders) and Other Legislation Amendment Bill 2012 states that:

"Community concern regarding youth offending has been escalating and there is an expectation that young people are held accountable for their crimes. Detention is not effective in reducing future offending or changing offending behaviour of the small number of young people who are responsible for the majority of the offences. The Bill will amend the Youth Justice Act 1992 (the Act) to introduce a BCO which will provide an option before detention for the courts. The order will be significantly more onerous than a conditional release order which is the current option available to courts when releasing a child upon the making of a detention order."<sup>23</sup>

The Legal Affairs and Community Safety Committee solicited comments from stakeholders and subscribers, many of whom objected the mandatory nature of the sentences, arguing that the aspect of consent is vital to the success of therapeutic elements of the YBC program.<sup>24</sup> The mandatory nature of BCOs is argued to infringe these principles of Rule 17.1 of the Beijing Rules which requires that principles of proportionality, individualisation and parsimony apply with respect to young offender, thereby limiting the court's ability to pay careful consideration to the circumstances surrounding the offending and craft an appropriate sentence.<sup>25</sup>

### *Implementation of the sentencing model*

There have been issues with the way the sentencing model described above was implemented, these predominately focus on complications caused by a rolling intake. Young people are required to start the residential component of the program the day they are sentenced meaning that the program has a rolling intake. This is particularly difficult for the residential phase where the constant change over of young people makes it more difficult for the provider to create team activities and develop trust and pro-social attitudes among young people. Further, a rolling intake means that young females may be sent to a one month residential phase with a group of young men. Although the SYBC provider ensures that there is a female staff member present when females are at the residential phase, many stakeholders feel that this is not enough to ensure the safety of a young female. In particular, there are concerns about potential situations where there may be a large group of young men and one young woman on the residential phase or the young female present has extensive sexual or domestic abuse in her background. There have been some reported incidents that highlight the risks of mixing genders during the residential phase.

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<sup>21</sup> Queensland Government 2014, Youth Justice and Other Legislation Amendment Bill 2014, Report No. 58.

Legal Affairs and Community Safety Committee March 2014, accessed at

<http://www.parliament.qld.gov.au/documents/lbid.committees/lacsc/2014/youthjustice2014/rpt-12mar2014.pdf>

<sup>22</sup> Youth Justice Act 1992 (Qld) s 206A

<sup>23</sup> Austlii 2014, Queensland Bills Explanatory Notes, Youth Justice (boot camp orders) and other legislation amendment bill 2012.

<sup>24</sup> Ibid.

<sup>25</sup> O'Leary J (2014), Out of step and out of touch: Queensland's 2014 Youth Justice Amendments, Current issues in Criminal Justice, Bond University, accessed at [http://epublications.bond.edu.au/law\\_pubs/681](http://epublications.bond.edu.au/law_pubs/681)

There are also significant concerns raised by a range of stakeholders about mandatory sentencing and the potential consequences of removing a Judge's discretion to sentence according to individual circumstances, including:

- Inequity based on the potential to sentence low order offenders to a high order program. The SYBC program was designed as an alternative to detention and consequently represents a high order sentence usually reserved for dangerous or repeat offenders. While the young people on the BCO program are usually repeat offenders and have been in and out of detention multiple times, this may not be the case for those on the mandatory motor vehicle BCO. Consultations with the Judiciary and Youth Justice have demonstrated that a young person who commits three motor vehicle offences but has no history of prior offences would, most likely, without the mandatory BCO, be sentenced to a lower order offence such as probation. However, under a mandatory BCO, the young person is forced into a high end order. This inequity is exacerbated by the geographical restrictions. While a young person outside a catchment area may commit three motor vehicle offences and be sentenced to probation, those within the catchment area receive a high order sentence.<sup>26</sup>
- Mixing low risk young offenders with high risk young offenders. As discussed above, young people on first time offences may be sentenced to a mandatory BCO and be sent to a residential phase where they mix with young people who have been sentenced under the normal BCO and are repeat offenders. This presents the risk, identified in literature, that if a young person is involved in the youth justice system early on in their anti-social or criminal behaviour, it may have the effect of increasing the likelihood of re-offending, rather than decreasing it.
- Placing low risk offenders who might be engaged in school and/or have strong family/community support networks in a remote facility away from any emphasis on education, training and/or employment and family/community networks. Again this has the potential to weaken protective factors in a young person's life, and increase their risk factors.

#### *Remote location*

The choice by the previous Attorney-General to place the program in a remote location – between Cairns and Townsville and with no near neighbours - a decision most likely based on the public reaction to the security issues of the Kuranda SYBC, has caused significant issues in the implementation of the program. These include:

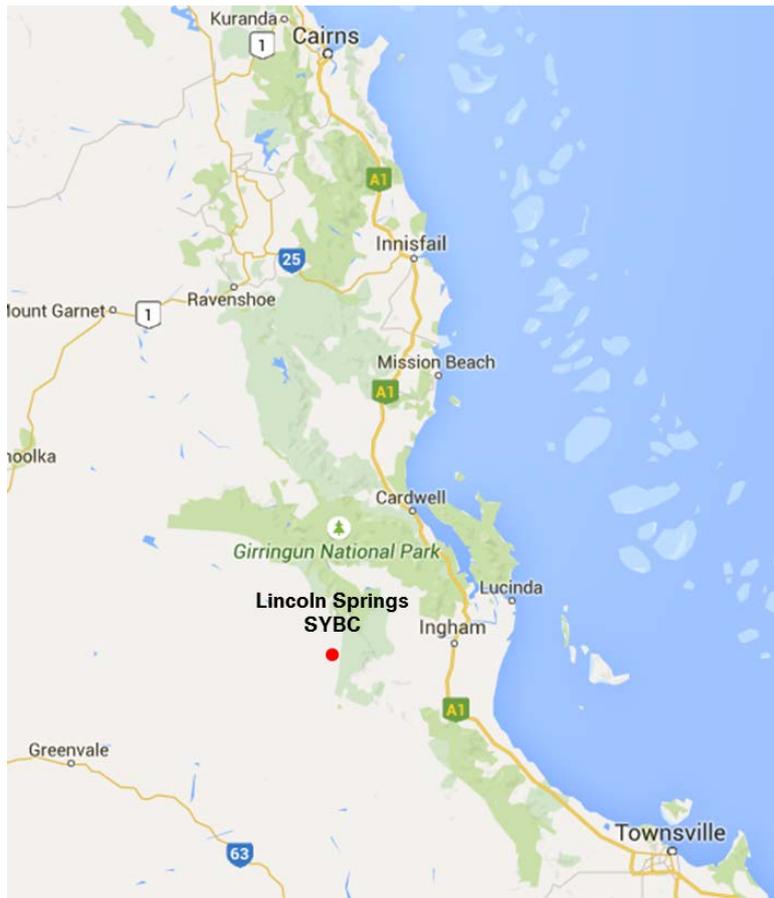
- Limiting the ability of stakeholders to easily view the site and therefore limiting their ability to understand the program.
- Limiting the ability of the young person's family and/or cultural community to visit and support the young person through the residential phase of the program. Improving the young person's family functioning and relationships and improving cultural connections are key objectives of the program and placing them in a remote location means that all work to achieve these objectives can only occur in the community integration phase. Many stakeholders indicated that it is important to begin this type of programming early on rather than leaving it until later.
- Restricting the young person's access to the wider community. A key objective of the program is to improve personal and inter-personal skills, the ability to do this with other members of the community is limited given the distance.

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<sup>26</sup> The Hon. Judge Michael Shanahan, *Children's Court of Queensland Annual Report 2013-14* (Queensland Government: 2014).

- Restricting access to education, training and/or employment opportunities. Improving engagement and regular attendance in education, training and/or employment is a key objective of the program and the ability of a small program set in a remote location to provide access to anything that would support them to make these choices is limited.
- Inaccessibility for medical purposes – the nearest medical facility is a three hour drive over unsealed roads in Ingham (see Figure 3-5).

Figure 3-5: Location of the Sentenced Youth Boot Camp



Source: Google maps

**Program design key findings:**

4. The establishment of the program occurred in a short time frame and was driven by an election commitment without a strong policy basis
5. The lack of community engagement with key stakeholders during the planning and design (and later implementation – see Section 4.2.1) has negatively impacted the perception of the program, in the case of the SYBC in particular, has impacted participation rates and is likely to impact the effectiveness of the program
6. The remote location of the SYBC inhibits the delivery of family support and community integration
7. Sentencing practice presents difficulties in building teams and inter-personal relationships, as well as giving the potential for inappropriate mixes of genders or individual offenders



## 4. Program implementation and delivery

This section analyses implementation of the program design as well as program demographics and participation of the Youth Boot Camp program to answer the following evaluation questions:

- Have Youth Boot Camps been implemented and operated as planned?
- Have Youth Boot Camps reached the young people and families that would most benefit?

The Youth Boot Camp (YBC) program implementation occurred over a period of eleven months, during which time four YBCs became operational. That the lead time from funding to operation was short, varying from less than one month for the Rockhampton and Fraser/Sunshine Coast EIYBCs to only three months for the Gold Coast EIYBC. Numerous stakeholders reported challenges that were attributed to the short implementation period. However, all of the service providers were able to meet their operational deadlines, though in some cases this required substantial support and input from Youth Justice including dedicated project management support.

The evaluation found that the residential phase was largely implemented as intended by all of the service providers operating YBCs, however they experienced considerable challenges implementing the latter two phases. The community integration phase in the Rockhampton EIYBC and Fraser/Sunshine Coast EIYBC remains immature with limited contact with the young people. The SYBC provides constant support to the young people during the community integration phase, but it is disjointed from the residential phase and the transition between the two phases is weak. The Gold Coast EIYBC is the only program to have a community integration phase with formal programming as originally intended by Youth Justice. All programs have weak mentoring phases. Service providers had little success linking young YBC participants up with external mentors, with all resorting to providing the mentors from within their own staff. However, the limited number of staff created sustainability issues, limiting the providers' ability to provide ongoing, meaningful mentoring for an ever-increasing number of young people. The EIYBC providers have each demonstrated ongoing efforts to develop firmer structure around these latter two phases but have met with variable success.

All of the service providers have met, or are on track to meet, their participation targets. However, there are concerns that the EIYBCs are being delivered to an inappropriate cohort of young people, which is not reflective of the intended group.

### 4.1 Early Intervention Youth Boot Camp program implementation

#### 4.1.1 Implementation of program design

Table 4-1 describes the different service delivery models across the three EIYBC locations.

*Table 4-1: Program overview of Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBCs*

Features	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Residential Phase	Initial 10 day residential phase, including experiential learning. A five day graduation camp occurs at the end of the community integration phase to consolidate learnings.	The 28 day residential phase focuses on army style training and drills.	An initial three day camp is designed to prepare the young people for the program. Two weeks later, this is followed by a nine day adventurous journey. A three day leadership camp occurs at the end of the

Features	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
	Resulting in a total of 15 days on camp in two tranches		community integration phase. Resulting in a total of 15 days on camp in three tranches
Community Integration Phase	Young people have weekly contact with the provider. This phase includes formal programming (art, photography and group therapy session) and family therapy and support.	Focused on achieving goals developed in the residential phase. This is generally supported by school counsellors rather than service provider. Contact with service provider is restricted to infrequent Facebook messages or texts initiated by the young person.	Young people have contact with PCYC once a week to follow up on goals identified in the case plans. No official programming in this phase.
Mentoring Phase	Mentoring is available for up to 12 months post program. All mentors are service provider staff	Mentoring is available for up to 12 months post program. Contact with service provider is restricted to infrequent Facebook messages or texts initiated by the young person.	Mentoring is available for up to 12 months post program. Contact with service provider is restricted to infrequent telephone calls often initiated by the young person
Number of mentors	5 mentors (all internal)	4 mentors (some external and internal)	3 mentors (all internal)

Source: KPMG analysis of consultations with service providers

Stakeholder consultations indicated that all EIYBC providers are highly competent at providing the residential phase. In particular, Fraser/Sunshine Coast EIYBC and Rockhampton EIYBC service providers have both been able to translate other programs which they run, and which have similar residential programs into the EIYBCs. However, these programs have immature community integration phases. The community integration phase was designed to provide intensive case management with individualised case plans and to build on lessons learnt during the residential phase. However, contact in the community integration phase for the Fraser/Sunshine Coast EIYBC is based on infrequent Facebook messages or texts all initiated by the young person or parents. Much of the work to achieve goals such as improved educational outcomes for Fraser/Sunshine Coast EIYBC participants is driven by school counsellors rather than service providers. The lack of contact with young people once they complete the residential phase was emphasised by the fact that the Fraser/Sunshine Coast EIYBC program, despite having the largest number of participants who completed the program was only able to recruit four young people for participant and family consults. Rockhampton EIYBC participants have frequent contact with the service provider where they work towards connecting the young people to appropriate services and developing community networks. However, there is no formal programming to continue lessons learnt in the residential phase. In comparison, the Gold Coast EIYBC community integration phase contains therapeutic interventions, formal programming to keep young people engaged, CBT and intensive family therapy and support. The Gold Coast EIYBC program residential phase also includes therapeutic interventions and CBT, something which the other EIYBCs lack. The literature demonstrates (see Section B.4.1 of the Literature Review in Appendix B) that a strong in community support phase that not only translates lessons learnt from the residential phase but also attempts to deal with the family and community issues affecting the young person's anti-social

behaviour. The limited community integration phase at both the Rockhampton and Fraser/Sunshine Coast EIYBC is likely to have a negative impact on the outcomes of these programs.

All providers have under-developed mentoring phases delivered by internal rather than external staff as originally intended by Youth Justice. The mentoring phases for both the Rockhampton EIYBC and Fraser/Sunshine Coast EIYBC tend to be more ad hoc and usually consist of infrequent telephone calls, Facebook messages or texts with the young person. In most cases these require the young person to make the first contact. Rockhampton EIYBC has been working to improve the current mentoring program and has taken on a family mentoring coordinator to organise and provide mentoring services to the young people. KPMG understands that the mentor commenced work in May 2015. Gold Coast EIYBC mentoring is more formal, although it is still conducted by the service provider rather than external mentors. This has raised concerns for Youth Justice over the long term sustainability of such a model, given that the mentoring phase could last for up to nine months with the number of young people increasing while the number of service provider mentors stay the same.

The variation between programs alignment to the original Youth Justice program design is a reflection of a range of issues including:

- Differences in service agreements. The Gold Coast EIYBC's service agreement is more prescriptive about the nature of operations than the other service agreements which allowed both the Rockhampton and Fraser/Sunshine Coast EIYBC more leeway to develop their own programs which are less aligned with the original Youth Justice design.
- The Gold Coast EIYBC program are also supported by clinically trained staff who have prior experience working in the YJS and who have accessed a strong evidence base to design their program. In contrast the Fraser/Sunshine Coast EIYBC is based on a military style camp, run by ex-defence force personnel. It includes a passing out parade and other military style paraphernalia (such as wooden guns, marching, and perimeter duty). Literature (Section B.4.1 in Appendix B) suggests that this type of boot camp is less effective than alternatives and the design is likely to have an impact on outcomes.

A thorough overview of each EIYBCs alignment to the original program design in their service agreement is outlined in Appendix D.

The EIYBC program implementation has also been assessed against leading practice intervention features identified in Section B.4.3 of the Literature Review in Appendix B.

*Table 4-2: Assessment of each EIYBC against leading practice interventions*

Leading practice features	EIYBC design	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Coordinated, integrated and holistic services	✘	✘	✘	✘
Collaboration across the young person's networks	✔	✔	✔	✔
Cognitive and behavioural methods	✔	✔	✘	✘
School attendance and retention programs	✔	✔	✔	✔

Leading practice features	EIYBC design	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Mentoring programs	✓	✗	✗	✗
Assessment of criminogenic risk and protective factors	✓	✗	✗	✗
Targeting of risk factors	✓	✓	✗	✗

Source: KPMG analysis

The partial alignment of the EIYBC delivery to program design as highlighted in this Section and explored further in Appendix D means that there is a partial alignment to the leading practice features of an early intervention program. As discussed before the mentoring program has not been delivered. However, the program largely delivers on the leading practice features of collaboration across networks by linking young people to support services as well as encouraging them to re-engage in school. Although, the program was designed to take young people most at risk of offending and participants are recorded as displaying the three risk factors to be eligible for the program, the young people do not reflect the risk factors or characteristics of young offenders in Queensland (as outlined in Section 4.1.2). Targeting a group of young people not likely to become young offenders suggests that there are issues with the correct assessment of criminogenic risk factors. However, there are a range of other contributing reasons for the EIYBCs taking in young people who are unlikely to be demonstrating a high risk of long term involvement in the criminal justice system that relate both to the design and the implementation of that design. These include:

- Excluding a young person from being involved in the EIYBC if they have been on a supervised Youth Justice order or a Youth Justice conference.
- Service providers being part of the Referral and Assessment Panels, enabling them to refer individuals who they believe are best suited to the program that they are providing (and so likely to complete) rather than those young people most at risk of entering the YJS.
- Perceived inability to provide services to any young people with higher risk factors and needs than the ones already in the program without seriously endangering staff safety (not all service providers indicated this);
- Lack of cooperation between community stakeholders. Rockhampton and Fraser Coast EIYBC providers are known to have weaker networks between all community organisations in the region when compared with the Gold Coast and consequently the program has had limited referrals from Child Safety, NGO's, Mental Health, QPS and Queensland Health;
- Difficulty engaging Child Safety clients in the community integration phase. Child Safety clients usually have a severely limited support network to draw on in the community integration phase of the program. The Gold Coast service provider recently started working with Child Safety in order to resolve this issue. For a young person participating in the Gold Coast EIYBC program, an individual such as the Child Safety caseworker is identified and takes on the roles of a parent/guardian by providing additional support to the young person that would normally be provided by the parent/guardian. However, issues with Child Safety clients remains for the Rockhampton and Fraser/Sunshine Coast EIYBC programs; and

- Convenience of referring from Education. DET covers the largest group of young people in the state and has easy access to a database that can provide an extensive history of the young person. Further, DET has dedicated officers that respond to school disengagement and are more easily (when compared to other organisations) able to identify those young people facing significant risk factors. Referrals from other groups take a significantly longer amount of time.

Taking a group of young people who are unlikely to become youth offenders makes it difficult for the programs to effectively target criminogenic risk factors. The Gold Coast EIYBC identifies some risk factors through case plans and attempts to alter these through cognitive behavioural therapy.

Placing young people at low risk of becoming youth offenders in a program associated with the criminal justice system raised a range of concerns amongst stakeholders, including:

- Increasing the risk of mixing with those on the way to becoming entrenched offenders and therefore increasing their risk of ending up in the YJS; and
- Spending money on this program which could be used more effectively for young people who would most benefit from a Youth Justice orientated project.

Further, the exclusion of the young people most likely to become young offenders means that the results and outcomes of the Early Intervention programs are overly positive. For example, decreases in the total average drug use score look large since the original drug use score was relatively low and young people with supportive families are more easily able to break a drug use habit. In other instances it prevents there from being an accurate measure of change in risk factors. For example, there appears to be limited improvements in education, training and/or employment particularly in Rockhampton EIYBC participants because all young people were enrolled in school and regularly attending pre-program.

#### **4.1.2 Program demographics**

As discussed in Section 2, the program is aimed at young people at risk of becoming youth offenders (eligibility criteria are in Appendix C). Therefore it might be expected that an effective Early Intervention program would have participants reflective of the general population of offenders.

In 2013-14, 55 per cent of young offenders in the YJS of compulsory school age were either completely disengaged from school or attending irregularly.<sup>27</sup> However, DET has been a major source of referrals – 90 per cent of the 283 referrals received by the EIYBCs since their inception have been from DET. Table 4-3 highlights the percentage of referrals received from various stakeholders.

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<sup>27</sup> The Hon. Judge Michael Shanahan, *Children's Court of Queensland Annual Report 2013-14*. (Queensland Government: 2014).

Table 4-3: Proportion of referrals received from different referral agencies

Percentage of referrals received by:	QPS	QH	DCCSDS	DET	Local NGOs	TOTALS
Gold Coast EIYBC	4%	0%	2%	91%	3%	<b>100%</b>
Fraser/Sunshine Coast EIYBC	9%	0%	1%	83%	7%	<b>100%</b>
Rockhampton EIYBC	0%	0%	0%	100%	0%	<b>100%</b>
<b>TOTALS</b>	<b>5%</b>	<b>0%</b>	<b>1%</b>	<b>90%</b>	<b>4%</b>	<b>100%</b>

Notes: QPS = Queensland Police Service, QH = Queensland Health, DCCSDS = Department of Communities, Child Safety and Disability Services, DET = Department of Education and Training and Local NGO's

Source: Program referral data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBC correct as at 31/03/2015 received 24/04/2015

For DET to refer the young person they have to in some way be engaged, such as enrolled in school and attending irregularly, which means that all those who are completely disengaged from school and are no longer enrolled are in practice excluded (see Section B.2.2 of the Literature Review in Appendix B).

In 2013-14, 75 per cent of young people in the YJS are known to the child protection system.<sup>28</sup> However, Fraser/Sunshine Coast EIYBC has received only one Child Safety referral (accounting for one per cent of participants, Gold Coast EIYBC only two (accounting for two per cent of participants) and Rockhampton EIYBC none.

Similar concerns have been raised about the lack of Aboriginal and/or Torres Strait Islander young people involved in EIYBC programs, given that Aboriginal and/or Torres Strait Islander young people make up a disproportionate amount of youth offenders (41 per cent of those under unsupervised youth justice orders, 55 per cent of those under supervised youth justice orders and 56% of distinct young offenders in detention).<sup>29</sup> Table 4-4 provides the breakdown of young people who identified as Aboriginal, Torres Strait Islander or both who were referred to each EIYBC program.

Table 4-4: Breakdown of EIYBC referrals by Aboriginal and/or Torres Strait Islander status

Referral demographics	% of Gold Coast EIYBC referrals	% of Fraser/Sunshine Coast EIYBC referrals	% of Rockhampton EIYBC referrals	% of total EIYBC referrals
Aboriginal	7%	13%	13%	11%
Torres Strait Islander	0%	5%	5%	3%
Aboriginal and Torres Strait Islander	0%	0%	0%	0%
Neither	71%	62%	59%	64%
Not stated	22%	21%	22%	22%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Program referral data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBC correct as at 31/03/2015 received 24/04/2015

<sup>28</sup> The Hon. Judge Michael Shanahan, *Children's Court of Queensland Annual Report 2013-14*. (Queensland Government: 2014).

<sup>29</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

Referrals for Aboriginal and/or Torres Strait Islander young people are expected to be lower on the Gold Coast and Fraser/Sunshine Coast given the lower proportions of Aboriginal and/or Torres Strait Islander young people in these locations. Comparison groups identified by Youth Justice had similarly low rates of Aboriginal and/or Torres Strait Islander involvement in the Gold Coast EIYBC. However, Rockhampton has a sizeable Aboriginal and/or Torres Strait Islander community and a sizeable Aboriginal and/or Torres Strait Islander community in the YJS. Anecdotal evidence suggests that 70 per cent of Rockhampton's YJSC clients identify as Aboriginal and/or Torres Strait Islander. Only 11 per cent of Rockhampton EIYBC's clients identify as Aboriginal and/or Torres Strait Islander. Fraser/Sunshine Coast EIYBC also has a relatively low proportion of referrals who identify as Aboriginal and/or Torres Strait Islander while anecdotal evidence suggests that 40 per cent of Hervey Bay Youth Justice Service Centre clients identify as Aboriginal and/or Torres Strait Islander. The lower number could be a reflection of the fact that the region expands to the Sunshine Coast with a lower Aboriginal and/or Torres Strait Islander population.

The low number of Aboriginal and/or Torres Strait Islander referrals is reflected in the lower number of Aboriginal and/or Torres Strait Islander participants and for the Gold Coast and Fraser/Sunshine Coast EIYBC is reflected in the comparison cohorts identified by Youth Justice (the choice of comparison cohorts are outlined in Appendix A – Recidivism analysis). Table 4-5 provides the percentage of young people who identify as Aboriginal and/or Torres Strait Islander in each of the EIYBCs catchment areas per comparison cohort.

*Table 4-5: Breakdown of comparison cohorts by Aboriginal and/or Torres Strait Islander status*

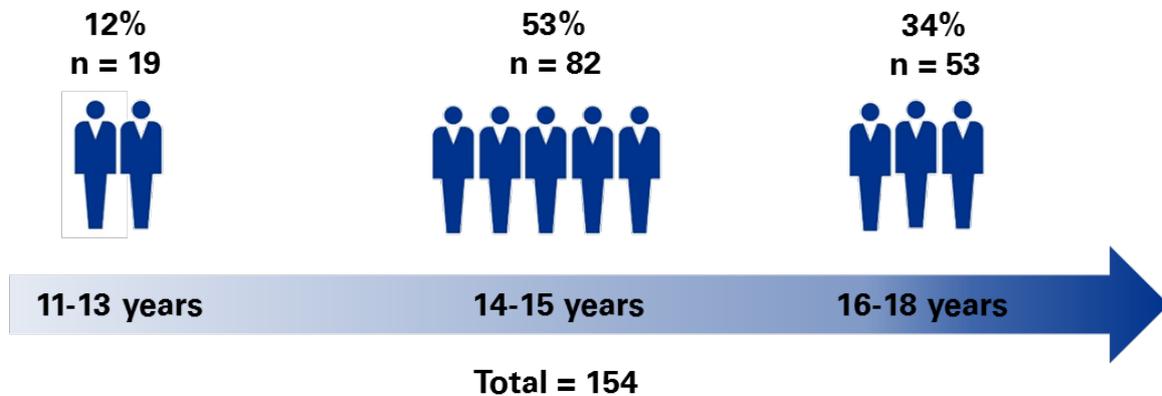
Cohorts	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
EIYBC participants	9%	20%	11%
DET	4%	16%	37%
Police Caution cohort	1%	12%	22%
Minimal contact with Youth Justice	9%	24%	39%

*Source: Program participation data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBC correct as at 31/03/2015, received 24/04/2015; Youth Justice, Youth Justice comparison cohort data received 28/05/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).*

The low numbers of Aboriginal and/or Torres Strait Islanders participating in the program could be attributed to the lack of engagement with Aboriginal and/or Torres Strait Islander community organisations particularly in the Rockhampton EIYBC. It could also be attributed to the high number of referrals from DET with Aboriginal and/or Torres Strait Islander young people more likely to be disengaged from education. Youth Justice has also attributed this to the fact that the age of onset for criminal behaviour tends to be lower in Aboriginal and/or Torres Strait Islander young people. Given the program is restricted to those 12 to 17 (although some 11 and 18 year olds have participated), referrals and participation may have been limited because the Aboriginal and/or Torres Strait Islander young people may have already had contact with the YJS. The reasons behind the low numbers should be further explored in order to make sure that in any future program design the cohort receiving the intervention includes an appropriate proportion of young people identifying as Aboriginal and/or Torres Strait Islander.

*Anecdotal evidence from Youth Justice stakeholders suggests that most young people who go on to become entrenched young offenders (and the target cohort of this program) start offending from an early age (12 to 13 years or younger). This is particularly true for young boys. Figure 4-1 provides a breakdown of all EIYBC program participants by age. Age range by each EIYBC program is provided in Appendix D.*

Figure 4-1: Distribution of all EIYBC program participants by age



Source: Program participation data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBCs correct as at 31/03/2015 received 24/04/2015

All of the programs have the highest proportion and number of young people in the 14-15 year old age range (individually the programs range between 47 per cent and 64 per cent in this age group) and overall this age group accounted for 53 per cent of participants. Stakeholders expressed concern over the focus on this age group and older (in total 87 per cent of participants were 14 or older). Taking referrals of older boys who are not already young offenders and who are engaged in school past the compulsory age (which is likely given that 90 per cent of referrals are from DET) suggests that these young people may not be at a high risk of becoming entrenched offenders.

This suggests that the program participants have been selected from the “softer” end of the spectrum. For an early intervention program to impact on the demand for Youth Justice services it needs to be targeted at a cohort which reflects the attributes of repeat offenders, but at an earlier stage in their anti-social behaviour. Concerns that a “too soft” cohort of young people were referred and participated in the program were corroborated by comments of parents of participants in the Rockhampton EIYBC with three parents commenting that they were confused as to why their child had been referred in the first place. The parents stated that they viewed their children as naughty school children rather than potential future offenders. One young person on the Fraser/Sunshine Coast stated the same, saying that he was not that bad and only went because it “seemed fun.”

### 4.1.3 Program participation

Table 4-6 compares the number of young people who have completed the program with the target number of young people completing.

*Table 4-6: EIYBC participants*

Participant numbers	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Target number of young people completing the program	30 young people (15 young people per year)	30 young people (20 young people per year)	45 young people (30 young people per year)
Number of young people completed program	43 young people	48 young people	24 young people

*Source: Program participation data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBCs correct as at 31/03/2015 received 24/04/2015; Youth Justice service agreements*

All programs have achieved their target cohorts and number of young people in their programs with the exception of the Rockhampton EIYBC. This program has had difficulty achieving enough referrals and had considerably higher dropout rates. Rockhampton EIYBC is able to take up to ten young people on each residential phase although frequently takes eight to nine. In comparison Fraser/Sunshine Coast EIYBC can take up to 12 young people on each residential phase. The Gold Coast EIYBC was only able to take five young people per residential phase in the first year of operation, since then this number has been increased to eight.

Another common issue raised when discussing program implementation was the breakdown of gender. Section B.3.1 of the Literature Review in Appendix B provides the breakdown of Queensland's young offenders by gender. While, males are over represented (72 per cent of those under unsupervised youth justice orders, 76 per cent of those under supervised youth justice orders and 78% of those in detention), females account for at least 30 per cent of youth offenders, a portion which some believe is growing. However, there has been a heavy focus on young men rather than young women. Table 4-7 provides the breakdown of EIYBC participants by gender.

*Table 4-7: Breakdown of EIYBC participants by gender*

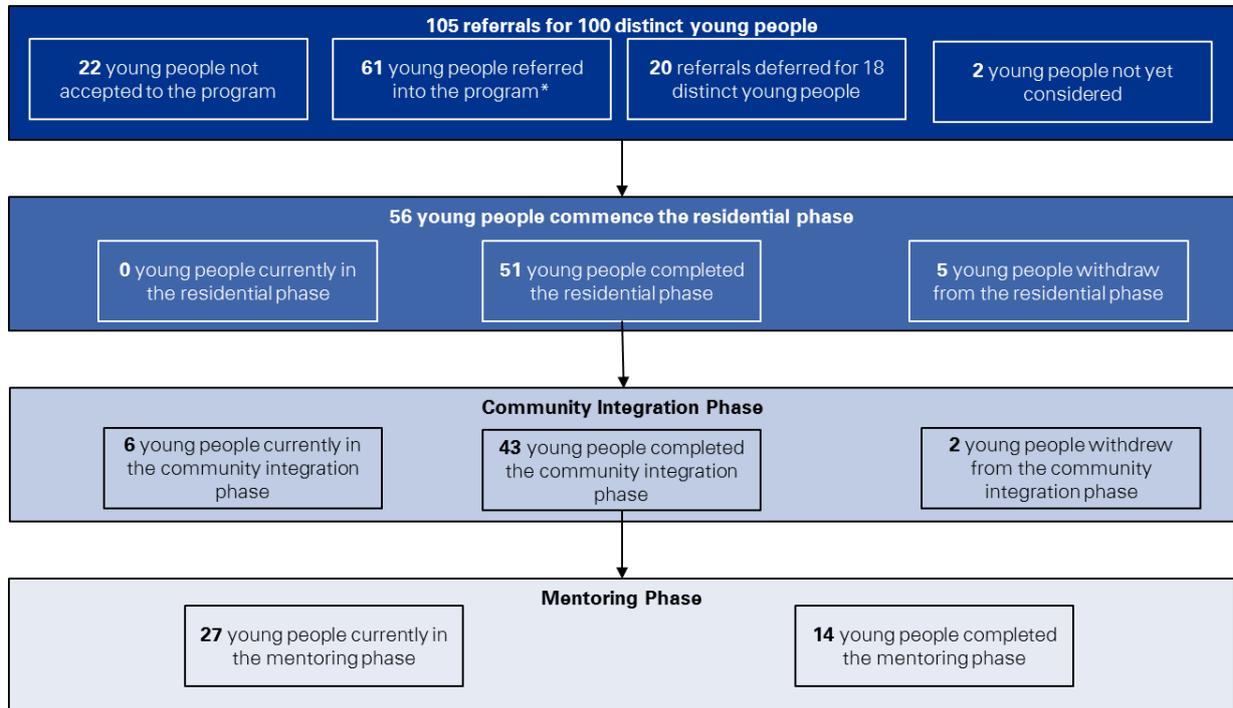
EIYBC participant demographics	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC	Total EIYBC
Percentage of males	77%	100%	82%	87%
Percentage of females	23%	0%	18%	13%

*Source: Youth Justice program participation data provided by Gold Coast, Fraser/Sunshine Coast and Rockhampton EIYBC correct as at 31/03/2015 received 24/04/2015*

The Rockhampton and Gold Coast EIYBC programs have had fewer female participants largely because they run male and female programs alternately and at this stage more male programs have been run. However, the Fraser/Sunshine Coast EIYBC runs only male camps. The Fraser/Sunshine Coast service provider indicated an unwillingness to provide the program to females and was not prepared to recruit female staff to provide the capacity to do so. Concerns were also raised by stakeholders about the appropriateness of the Fraser/Sunshine Coasts military style program for females who are more likely to be unwilling to participate in a military program.

Young people's progression through each program is provided in Figures 4-2, 4-3 and 4-4.

Figure 4-2: Gold Coast EIYBC program participation

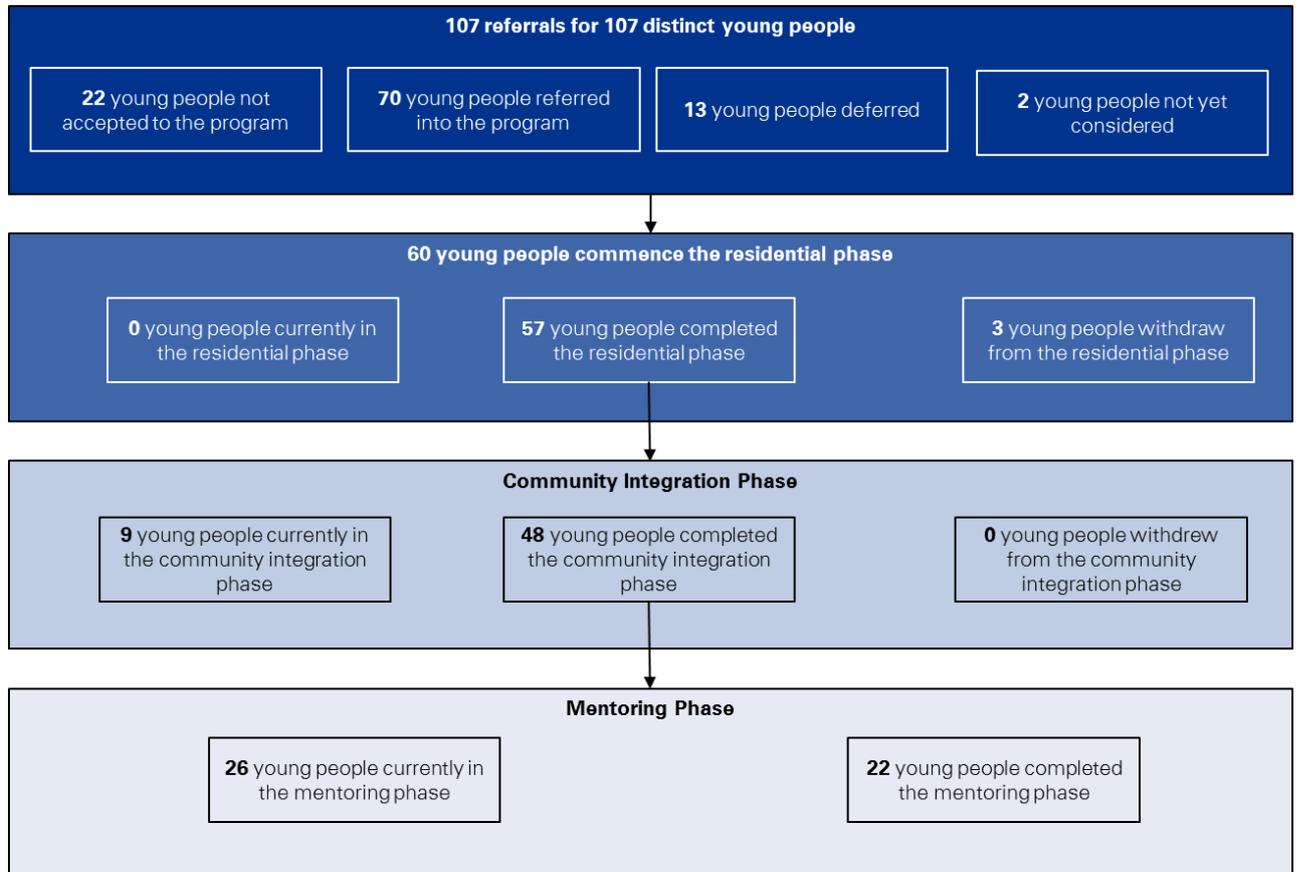


Notes: \*Five of the young people accepted were previously referred and deferred, they were accepted on their second referral

Source: Gold Coast EIYBC service provide, SRS participation data (Kokoda Youth Foundation; 2015)

No young people have repeated the Gold Coast EIYBC program and consequently program commencements is equal to distinct young people; 61 young people were referred to the program of which five did not commence. Of the 56 young people who commenced the program 91 per cent (51 young people) completed the residential phase. These 51 young people moved into the community integration phase and 43 (84 per cent) completed with six still in the program. There was a total of seven drop outs in these two phases, the majority of which occurred in the residential phase. Four of the five young people who did not complete the residential phase left for behavioural reasons (two withdrew voluntarily and two were removed). One young person was removed due to mental health issues. Of the two young people who did not complete the community integration phase one chose to disengage and one left due to family reasons.

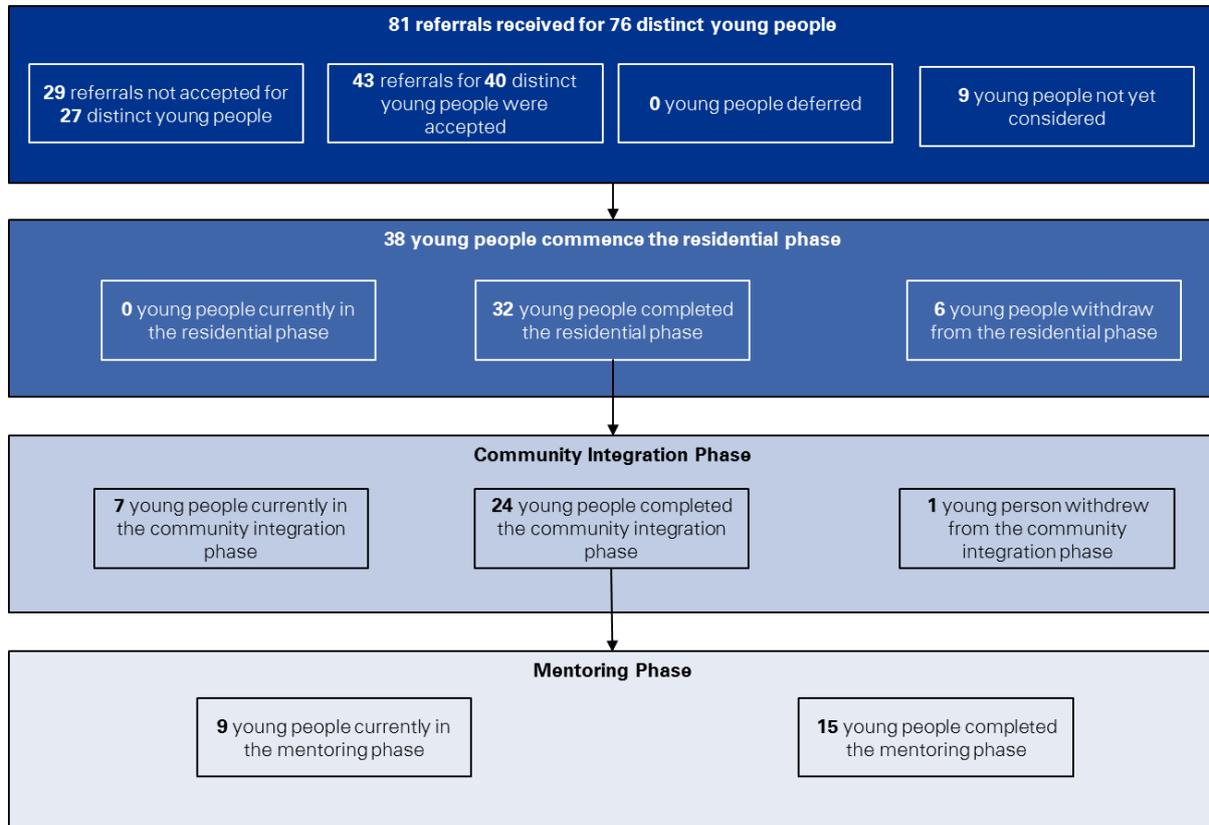
Figure 4-3: Fraser/Sunshine Coast EIYBC program participation



Source: Fraser/Sunshine Coast EIYBC service provider, SRS participation data (OzAdventures; 2015)

No young people have repeated the Fraser/Sunshine Coast EIYBC program and consequently program commencements is equal to the number of distinct young people involved in the program. Of the 60 young people who commenced the program 95 per cent (57 young people) completed the residential phase. These 57 young people moved in the community integration phase of which 48 have completed and nine are currently participating. There has been a total of three withdrawals all in the residential phase. All three withdrawals related to parents/caregivers consenting to the young person's request to leave the program. All of the 48 young people who completed the community integration phase have started the mentoring phase, 22 young people are currently in the mentoring phase and 26 have completed the mentoring phase.

Figure 4-4: Rockhampton EIYBC program participation



Source: Rockhampton EIYBC service provider, SRS participation data (PCYC; 2015)

No young people have repeated the Rockhampton EIYBC program consequently program commencements is equal to the number of distinct young people involved in the program. Of the 38 young people who commenced the program 85 per cent (32 young people) completed the residential phase. These 32 young people moved in the community integration phase of which 24 have completed and seven are ongoing participants. All 24 community integration completions moved into the mentoring phase. There has been a total of six withdrawals all in the residential phase. These withdrawals occurred for a variety of reasons including:

- Withdrawal of consent;
- Removal due to behaviour ;
- Refusal to engage in program; or
- Change in family circumstances.

Rockhampton EIYBC has indicated that it expects a higher dropout rate during the residential phase because of the design of the three day camp – it provides a ‘taster’ of the longer residential phase and some young people choose to disengage at this stage if they feel it is too hard.

Both Rockhampton EIYBC and Fraser/Sunshine Coast EIYBC appear to have a high success rate at encouraging young people to participate in the mentoring phase. However, as discussed in Section 4.1.1 there is significant variation in the implementation of the mentoring phase with mentoring sessions at the Fraser/Sunshine Coast EIYBC and the Rockhampton EIYBC consisting of a telephone call. Youth Justice did acknowledge that this discrepancy is partly because of a misunderstanding of

the term mentoring (some see mentoring as providing a parental figure, others as a role model and others as their best mate) and overestimated the ability of mentoring to be administered by volunteers as it was originally expected by the then Attorney General.<sup>30</sup> Importantly, all service providers indicated that they could deliver mentoring services in funding applications, so it is possible that service providers may have underestimated work required.

## 4.2 Sentenced Youth Boot Camp program implementation

### 4.2.1 Implementation of program design

The SYBC has not been implemented in line with the design principles outlined in its contract in all areas.<sup>31</sup> This may have had an impact on the ability of the program to achieve the desired outcomes. Table 4-8 provides an overview of how the program has been implemented against these design criteria and a high-level assessment of whether it has been delivered in line with key aspects.

Table 4-8: Program design and delivery

Delivery aspects	Delivered	Comments
Be multifaceted and integrated	✘	The lack of coherence between the residential and community integration phases has been flagged as a major concern by a range of stakeholders, including service provider staff. There are concerns that the pro-social behaviours learnt during the residential phase are not effectively transitioned into the community integration phase where there is a lack of structured programming designed to respond to their needs.
Include intensive family support	✘	The remote location of the residential phase makes it impossible to include the family in the residential phase when ideally family support would start. The SYBC service provider delivers family support to the extent practical during the community integration phase. Community mentors will assist a family member to look after the young person i.e. driving them to their Youth Justice programs or making the family breakfast. This often allows them to develop strong bonds with the family. There is however, no formal therapeutic support (such as that available at the Gold Coast EIYBC) and there are no formally trained family therapists. Instead the intensive family support is reflected in the amount of time the community mentor spends working with family members.  Concerns have been raised by all major stakeholders outside of the service provider that some of the mentors behave in a way that creates a culture of dependency between the young person, their family and the community mentor rather than providing support to the family and young person to enable them to function independently i.e. they transport them everywhere rather than help them to develop alternative methods.
Connect young people to education or vocational training	✘	A common concern raised by stakeholders has been the lack of formal or recognised education provided in the residential phase of the program.. DET has offered to run Lincoln Springs as an alternative education site through Charters Towers Distance Education, but this has not been implemented. Young people learn horsemanship and stockman skills during the residential phase. Aboriginal and/or Torres Strait Islander community leaders indicated that they felt the horsemanship and animal skills were less helpful to the urban based youth and instead there should be a focus on teaching survival skills such as cooking, cleaning and other

<sup>30</sup> Youth Justice Brisbane

<sup>31</sup> SYBC contract

Delivery aspects	Delivered	Comments
		<p>daily tasks. Parents also echoed this sentiment stating that there was a need for alternatives to horsemanship to accommodate a broader spectrum of interests such as mechanics, hospitality work and computer skills education. The service provider does not view the horsemanship and mustering activities as vocational training, but more about learning discipline, care for an animal, and succeeding.</p> <p>The program also sporadically invites tradesmen out to facilitate construction projects, allowing young people to gain exposure to a range of trades. However, this is not formalised training and many of the young people who are well below their age level at school do not have the capacity to carry on the training and sit the final exams. However, the majority of young people in the program have disengaged from education early on, even if they are still enrolled at school, and providing education services to these young people is particularly difficult. Four weeks is a very limited time to turn these entrenched issues around. Instead the residential phase is viewed by service provider as an opportunity to build confidence, trust in adults and engagement among young people to ensure they are ready to return to the discipline of a school or training environment when they return.</p> <p>Young people who are engaged in education prior to attending the boot residential phase, are being disadvantaged by the lack of education opportunities. Stakeholders have suggested allowing young people to take their homework to the residential phase.</p> <p>During the community integration phase, community mentors make efforts to reengage young people in formal education or training. This is not always successful as schools are reluctant to take in young people who have been in the YJS and are significantly behind in their schooling. Youth Justice have indicated that they facilitate the ability of young people to do homework. Engaging young people in education could also be improved through the availability of flexi schools.</p>
Offence focused programming	<span style="color: red;">✘</span>	The SYBC service provider staff are not trained to provide offence focused programs and do not deliver any such programs. It is important to note that the provider was offered training in ART and CHART programs. However, these offers were turned down. Any offence focused programming is provided by Youth Justice.
Connects young people to appropriate health services	<span style="color: green;">✔</span>	Young people are connected to health services where possible – the provider has identified significant difficulties encouraging young people to take up these services (this is to be expected given the young people in the program). However, availability of health services, particularly therapeutic health services, at the residential site is limited.
Connects young people to community service projects	<span style="color: green;">✔</span>	The SYBC provider works to connect young people to community organisations. However, the lack of community organisations in regional locations limits the ability to do this. Some stakeholders have raised concerns that the SYBC provider has not worked effectively with a range of community organisations which could provide additional support in those areas where SYBC provider is not able to provide services, and may not be qualified to do so.

Sources: Analysis of SYBC Contract and consultations with Youth Justice, Department of Education, Training and Employment, Office of Public Guardian and community organisations

The residential phase incorporates a range of intensive activities that as highlighted above vary in their adherence to program design. For example, delivery of education, training and/or employment services

during the residential phase as well as family integration and support were considered key to this phase but have been under delivered due to a range of restrictions. Other aspects such as horsemanship to develop interpersonal skills and

Delivery of the community integration phase has varied, the service provider has been able to connect young people to health services and in some instances community service projects. As stated above participants and parents also appear to appreciate the practical support (i.e. driving to appointments) that this phase provides. However, as stated above there are significant concerns about the ability of this program to effectively support young people and their families to transition any lessons learnt at the residential phase into their daily lives back home. Questions were raised by stakeholders about the ability of the program to support young people to maintain a pro-social lifestyle when transitioning from the residential camp back to community. The absence of alternative placements and supports (i.e. a 'half-way house') in the communities to which young people are returning, and which the service provider could have referred young people to during this critical transition period could have contributed the apparent limited ability of the program to institute any long standing behavioural change.

Delivery of the mentoring phase has been severely limited by resource constraints on the service providers' community staff. Consequently, this phase is largely under delivered to those participants who do take part in that they do not receive the intensive one on one time or support as originally envisaged.

Although, there have been some issues implementing the program as originally intended, there are some aspects of the program not specified in the contract which have the potential to contribute to positive outcomes and align directly with leading practice tertiary interventions identified in Section B-5-1 in the Literature Review in Appendix B. The alignment of these leading practice features against program implementation our outlined in Table 4-9. It should be noted that the table refers to what the SYBC service provider has implemented during the life of the program with the exception of the assessment of risk and protective factors which occurs through the Youth Justice directed CCPs and risk-need responsivity which is provided by Youth Justice programming. Issues of design are discussed further in the Literature Review in Appendix B.

*Table 4-9: SYBC program implementation against leading practice features of tertiary interventions*

Leading practice features	SYBC design	SYBC service provider implementation
<b>Leading practice secondary and tertiary level interventions</b>		
Provision of a range of services delivered in an integrated, co-ordinated way	✘	✘
Assessment of criminogenic risk and protective factors	✔	✔
Targeting of risk factors	1/2	1/2
<b>Leading practice tertiary level interventions</b>		
Risk need responsivity	✔	✔
Problem-solving courts	✘	✘

Leading practice features	SYBC design	SYBC service provider implementation
Offence specific programs	✓	✗
Routine clinical supervision	✓	✗
Desistance strategies	✓	✓
Therapeutic interventions	✓	✗
Throughcare	✓	✗
Training and protocol adherence	✓	✓
<b>Leading practice Youth Boot Camp interventions</b>		
Physical activity that allows for experiential learning	✓	✓
Family support throughout the program	✓	✗
Cognitive behavioural therapies	✓	✗
Tailored individual programs	✓	✓
Ongoing support through post-release programs	✓	✓

Source: KPMG analysis

This table highlights both the issues with implementation of the contract, and the instances where the program has not delivered on all the leading practice interventions identified in Section B.5.4 of the Literature Review in Appendix B. These include a lack of capacity within the service provider's staff to deliver offence specific programming, provide clinical supervision and cognitive behavioural therapies as well as difficulties engaging the family are also reflected in this table. The exclusion of education services in the program which goes against the legislation which requires all children of a certain age to be in school, and has been a major issue for Youth Justice and other stakeholders including OPG, DET and Child Safety, is not reflected in the comparison with leading practice interventions. Instead, the leading practice interventions describe encouraging other positive behavioural changes such as abstaining from drugs and alcohol, building resilience and developing the ability to operate in routine environments. A stronger focus on education could be more appropriate in the later stages of the program rather than early in the residential phase. The routine of the residential phase as well as the physical education aspects contribute to training and protocol adherence. While staff are not trained to deliver cognitive behavioural therapy or offence focused programming there are aspects of the activities at the residential phase which could contribute to positive outcomes. There is a strong focus

on respect, leadership and participation encouraged throughout the day and every evening each young person is measured against these attributes in a group debriefing session. This builds the pro-social behaviour of young people. CYDC staff in particular noted the positive impacts these programs had on the young person's behaviour observing that there was an increase in displaying more respect for others, willingness to participate and pro-social behaviour on the SYBC which was not the case when they are in detention. These positive changes do not appear to be maintained once the young person leaves the residential phase, possibly because there is insufficient transitional support to help them move back into community.

As outlined in the Queensland Audit Office Report, the procurement process resulted in the award of the contract to a service provider who had limited experience in the area and has faced significant issues in implementing key aspects of the program. It is likely that a more experienced service provider would have been able to implement a program more closely aligned to the design of the program and would have required substantially less support from Youth Justice in implementing aspects of the program such as risk need responsiveness. The unpreparedness of a provider working with young people in a remote residential facility that Youth Justice is responsible for led to the Department implementing a complex governance model that prevented the program from operating as a fully independent service provider. . These issues are explored in Table 4-10 below.

*Table 4-10: Program implementation of the Youth Boot Camp program compared to best practice literature.*

Best practice implementation aspects	Delivered	Comments
Consistent and trained staff	✘	<p>Youth Justice stakeholders have frequently raised concerns about the lack of training exhibited by staff in the residential and community integration phase of the program. The SYBC service provider stated that they do not necessarily seek trained staff but rather staff who have the right attitude i.e. 'a big heart.' No training is provided to staff starting the program. However, some staff indicated that they had extensive previous experience working with young people and in government departments. The lack of appropriate training and in some cases limited experience may have impacted on the outcomes of the program by limiting the ability to deliver therapeutic and evidence based programs. Lack of appropriately trained staff was exacerbated by the limited experience the SYBC provider had working in Youth Justice prior to being awarded the contract.</p> <p>The provider has also had significant difficulty in maintaining a consistent workforce. This results in significant inconsistencies for the young people who have to cope with switches from one mentor to another possibly inexperienced mentor, delivering different services and offering a different kind of support. There are also consistent issues about the availability of staff. The community integration phase in particular is seen as highly understaffed with one mentor looking after up to 30 people (including young people they are providing support to in community integration and mentoring stages as well as young people at the residential phase). This significantly restricts the ability of the staff to consistently deliver the therapeutic and intensive support as intended.</p>
Ongoing Aboriginal and Torres Strait Islander engagement	✘	<p>Given that Aboriginal and/or Torres Strait Islander young people make up the largest portion of participants there is an expectation that the program would address their culturally specific needs. However, local Aboriginal and Torres Strait Islander elders expressed significant concerns about their lack</p>

Best practice implementation aspects	Delivered	Comments
		<p>of involvement and the resulting lack of culturally appropriate programming in the program. Most were unaware of the details of the program and were particularly concerned given that the community is interested in taking responsibility for, and shaping the lives of their young people.</p> <p>Further, the Aboriginal and/or Torres Strait Islander community were particularly frustrated by what they see as a missed opportunity. Many felt that a program similar to this allowed a key opportunity to begin to repair what many describe as a broken link between young people, their families and reintegrate them into their communities, ultimately reducing antisocial behaviour. However, elders for the most part have not been included in the mentoring program. The traditional owners of the Lincoln Springs land reportedly offered to provide, at no charge, traditional and cultural education to those on the residential phase but this was said to have been refused by the service provider. No cultural educational programming was implemented, and there is no connection between the service provider and the community, or between the provider and families.</p> <p>The issue of a lack of Aboriginal and/or Torres Strait Islander engagement is not specific to the SYBC program. Youth Justice and the Judiciary have indicated that engagement with the Aboriginal and/or Torres Strait Islander population to address youth offending needs to improve, particularly in light of their over-representation in the YJS.<sup>32</sup> However, the service provider has indicated that in their opinion the program already addresses cultural issues and this attitude has significantly limited the ability of the program to link with appropriate Aboriginal and/or Torres Strait Islander communities.</p>
Strong governance model	✘	<p>Governance over the program is complicated and prevents the program from operating as a funded program. The SYBC program was designed as a funded program that would achieve the objectives and outputs outlined in the contract (see delivery of program against contract in The SYBC has not been implemented in line with the design principles outlined in its contract in all areas. This may have had an impact on the ability of the program to achieve the desired outcomes. Table 4-8 provides an overview of how the program has been implemented against these design criteria and a high-level assessment of whether it has been delivered in line with key aspects.</p> <p>Table 4- in Section 4.2.1) but operate independently. However, the SYBC program has multiple levels of Youth Justice staff overlooking it and multiple reporting chains some at a very high level. This additional oversight has developed in response to the high profile nature and importance of the program as a flagship policy of the previous government, the remoteness of the facility, meaning that it was inherently risky and required higher level of DJAG oversight. It is also important to note that this was the first time an external provider has been responsible for young offenders on a residential basis who are under the statutory care of Youth</p>

<sup>32</sup> Youth Justice Annual Summary Statistics Aboriginal and/or Torres Strait Islander make up 43 per cent of distinct young people with proven charges in Queensland and only eight per cent of the wider Queensland youth population.

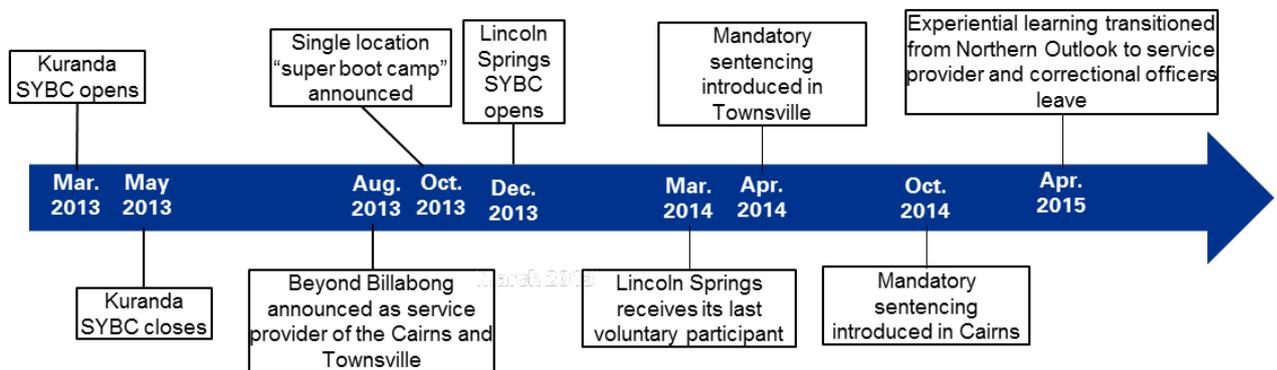
Best practice implementation aspects	Delivered	Comments
		<p>Justice. This has been exacerbated by the fact that the service provider chosen was inexperienced in working with young offenders. This places additional costs on Youth Justice and takes time and effort away from other activities. In particular:</p> <ul style="list-style-type: none"> <li>• Senior staff within the Department have had to be involved in the implementation of the program, from the location of the property to resolving disputes with the neighbours;</li> <li>• Additional work has been precipitated by inconsistencies in reported incidents between the service provider, and the corrections staff on site; and</li> <li>• Limited clarity on the roles and responsibilities of staff resulting in duplication of some activities. This has been exacerbated by limited communication between the service provider and Youth Justice with both sides unclear of the exact roles they should be taking.</li> </ul> <p>The internal governance of the service provider appears weak, with little or no oversight of the operations other than by one individual.</p> <p>It might also be expected that for a program such as the SYBC to have strong advisory panel, to enable experts and community members to contribute towards the successful running of the program.</p>
Ongoing collaboration and communication between the service provider, community organisations and Youth Justice	x	<p>There are ongoing and significant collaboration issues between the Department and the SYBC service provider (as highlighted above) which have impacted on the ability of the program to deliver a collaborative and holistic range of services.</p> <p>There are also ongoing communication and collaboration issues between the service provider and the community. Community stakeholders believe that there is a refusal to work with those organisations capable of delivering services to the young people outside the remit of Youth Justice or the SYBC service provider such as appropriate housing. Further, as discussed in design there is limited ongoing discussions with the local community (largely driven by a lack of willingness to engage with the wider community by the service provider) and no opportunity for them to be involved in the delivery of the program.</p>
Consistent implementation of the program design	x	<p>There has been a lack of consistent implementation of the original design with significant variations occurring throughout the 18 months of operation, including:</p> <ul style="list-style-type: none"> <li>• The introduction and then removal of Corrections Officers (introduced by the former Attorney General);</li> <li>• Introduction of Adventure Based Learning provided by Northern Outlook, and removal at the service provider's request; and</li> <li>• Introduction of the CYDC staff.</li> </ul> <p>The closure of the Kuranda SYBC and the late announcement and start-up of the Cairns and Townsville SYBC created significant additional set-up costs. Further, the first group of participants were young people on community orders who volunteered to participate in the program but were only provided the residential phase of the program. Given that all stakeholders and the literature review indicated that the community</p>

Best practice implementation aspects	Delivered	Comments
		integration phase was the most vital aspect of the program in changing behaviour, this is likely to impact outcomes. These changes are demonstrated in Figure 4-5 below.

Source: KPMG analysis

The inconsistencies in, and issues with, program implementation and delivery are shown in the timeline below.

Figure 4-5: Timeline of SYBC program implementation



Source: KPMG analysis

All these factors have the potential to limit the ability of the program to achieve the desired outcomes and should be taken into consideration when assessing the program against its objectives.

## 4.2.2 Program demographics

Table 4-11 provides an overview of the demographics of the young people being referred to and participating in the program.

Table 4-11: Demographics of SYBC referrals and participants

SYBC participant demographics	Total number of referrals	Distinct program participants
Percentage of males	88% (n=159)	87% (n = 52)
Percentage of females	12% (n=21)	13% (n = 8)
Percentage of young people who identify as Aboriginal and/or Torres Strait Islander	84% (n=151)	82% (n = 49)

Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).

The number of females involved in the SYBC is slightly below the Youth Justice cohort average. Of the distinct young offenders admitted to detention in the same period (2014), 22 per cent were female and of those distinct young people admitted to supervised youth justice orders, 24 per cent were female.<sup>33</sup>

<sup>33</sup> Youth Justice Annual Summary Statistics.

The comparison cohorts used for the recidivism study also show a substantially higher proportion of female offenders than the SYBC cohort; being 24 per cent of the Motor Vehicle Offenders comparison group and 20 per cent of the BCO comparison group. Magistrates have not indicated a preference for sentencing males to the residential phase. Table 4-12 highlights the fact that within the small group of participants, the only females are in the MVBCO group.

*Table 4-12: Order types by gender*

	BCO	BCO MV	Voluntary
Males	22	22	15
Females	0	8	0
Total	22	30	15

Notes: One young person was sentenced to a BCO and a BCO MV, four young people were sentenced to a BCO and participated on a voluntary order, one young person was sentenced to a BCO MV and voluntary, no young people were sentenced to all three.

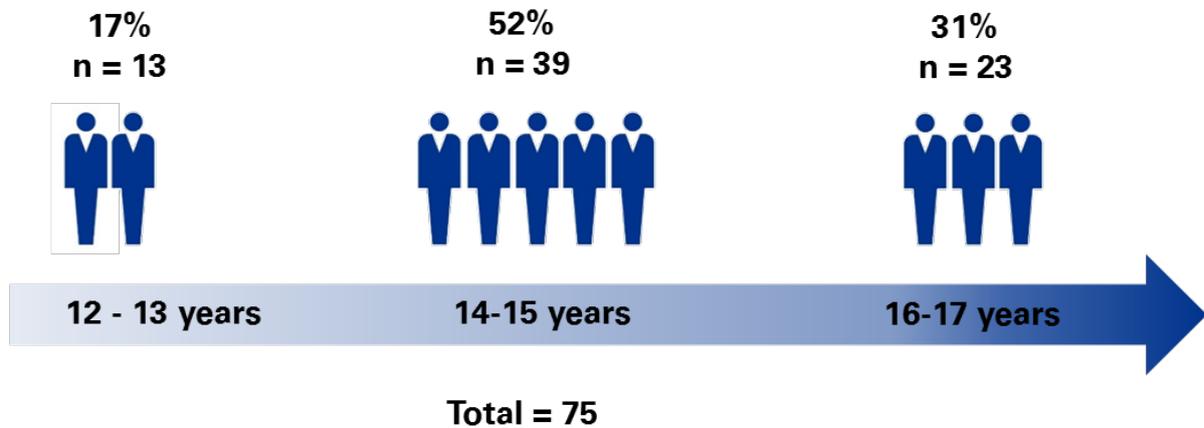
*Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).*

The only females to have participated in the program are those who have been sentenced to a mandatory motor vehicle order. Of these, seven (88 per cent) identified as Aboriginal and/or Torres Strait Islander. As stated before, a range of Youth Justice and Judiciary stakeholders have raised concerns about the inclusion of males and females at one facility, particularly in disproportionate numbers.

The Aboriginal and/or Torres Strait Islander status breakdown at 82 per cent is higher than the Queensland detention population of which 50 per cent are Aboriginal and/or Torres Strait Islander. However, given the North Queensland location of the residential phase, the Aboriginal and/or Torres Strait Islander breakdown could be expected to be higher and consequently it does not differ significantly from Youth Justice identified comparison groups; the motor vehicle offenders comparison group is 87 per cent Aboriginal and/or Torres Strait Islander and the BCO comparison group is 81 per cent Aboriginal and/or Torres Strait Islander.

Young people participate in the program multiple times at different ages. Consequently, data on the age of distinct young offenders is not available. Figure 4-6 provides the age breakdown by the 75 program commencements.

Figure 4-6: Age breakdown of SYBC program participants



Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015)

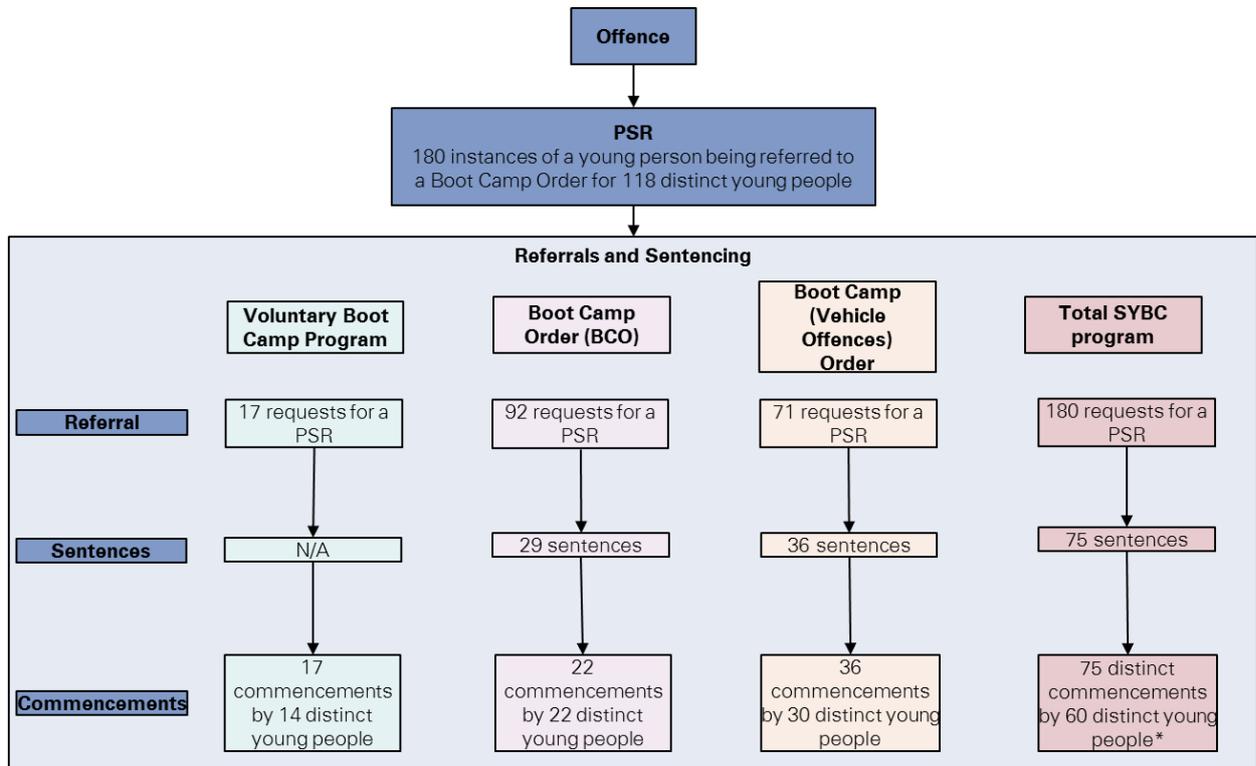
Over half of program commencements related to young people aged 14-15 (52 per cent) and the majority of program commencements, 59 of 75 (79 per cent), were aged 14-16. Only one per cent (one young person) of program commencements were by young people aged 12 (the young person was 12 at referral but commenced the program at 13) and four per cent (three young people) of program commencements related to young people aged 17.

### 4.2.3 Program participation

The SYBC program took its first participant on the 27 December 2013. The first 17 participants were all voluntary participants on other Youth Justice orders. These young people were only provided with the residential phase of the program, a decision which was made by the service provider. The first young person to be sentenced to a Boot Camp commenced the program in March 2014.

Figure 4-7 breaks down the number of pre-sentencing reports (PSRs) requested from December 2013 to 31 March 2015, the number of sentences and the number of commencements. As the figure illustrates, there have been more young people referred to the program than have commenced, and then completed, the program.

Figure 4-7: Referral and sentencing process



Notes: \*Total distinct young people will not total to the number of distinct young people under each order. Multiple young people have commenced the program on concurrent orders and multiple young people have commenced the program multiple times.

Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).

A significant number of young people are referred to a BCO without receiving a BCO sentence. Only 32 per cent of those receiving a sentenced BCO referral were sentenced to a BCO. Only 29 percent of those sentences were commenced since some young people received concurrent orders. Stakeholders within YJS and the Judiciary have indicated that the low levels of participation in the BCO are because young people were unwilling to consent. This was attributed by various stakeholders to the young people preferring detention to an unknown program. Given the mandatory nature of the program (vehicle offences) order, a significantly higher number of referrals are made to the program, but there remains a high percentage who are not sentenced. Only 51 per cent of the 71 referrals to a mandatory Boot Camp (vehicle offences) Order have been sentenced to and commenced a BCO. A range of factors explain why young people were not recommended for a BCO after assessment, including health issues, motivational issues and parental consent. The high number of PSRs requested and the low number of sentences reflects a significant time cost to the YJS for a relatively small number of young people. A BCO PSR includes additional requirements to other PSRs, driven by legislative requirements in clause 19 *Youth Justice (Boot Camp Orders) and Other Legislative Amendment Bill 2012*, which include:

- An assessment of the young person's physical and mental health;
- Advice on whether an appropriate boot camp program is available;
- An assessment on the suitability of the child for release from detention under the order;

- A statement about whether the chief executive has obtained the agreement of a parent of the child to participate in the program;
- A statement that the details of the boot camp program has been explained to the child in a way and to an extent that is reasonable, having regard for the child's age and ability to understand; and
- A statement that the child consents to participating in the program.

In practice developing the PSR involves a number of visits to speak to the young person's family, including the service provider and Youth Justice staff, for program design and consent, as well as waiting on the medical assessments and going through an additional quality assessment process within Youth Justice. However it is not clear whether the process needs to take such a long period of time (six weeks instead of 10 days), during which a young person may have to remain in custody

In addition some young people are referred for the BCO when they do not meet the eligibility requirements (outlined in Appendix C) such as living in the prescribed area.

The mandatory Boot Camp (vehicle offences) Order creates the greatest imposition on Youth Justice, as many of these young people with these types of offences would not be considered for any order that would require a PSR in any other part of the state.

The above issues, coupled with the low rate of conversion to BCO sentences and the lack of additional resources engaged for this aspect of the program, reduce the amount of time that Youth Justice workers have to perform other tasks related to their case management work for young people in the YJS.

The time taken to develop BCO PSRs is exacerbated by the fact that many young people are repeat offenders and are referred multiple times by magistrates without receiving a BCO as a sentence, which is a significant time cost impost on the local YJSCs, Collaborative Case Panels and SYBC provider who are required to work with every young person referred to the program.

Table 4-13 provides a breakdown on the number of young people who have been referred multiple times.

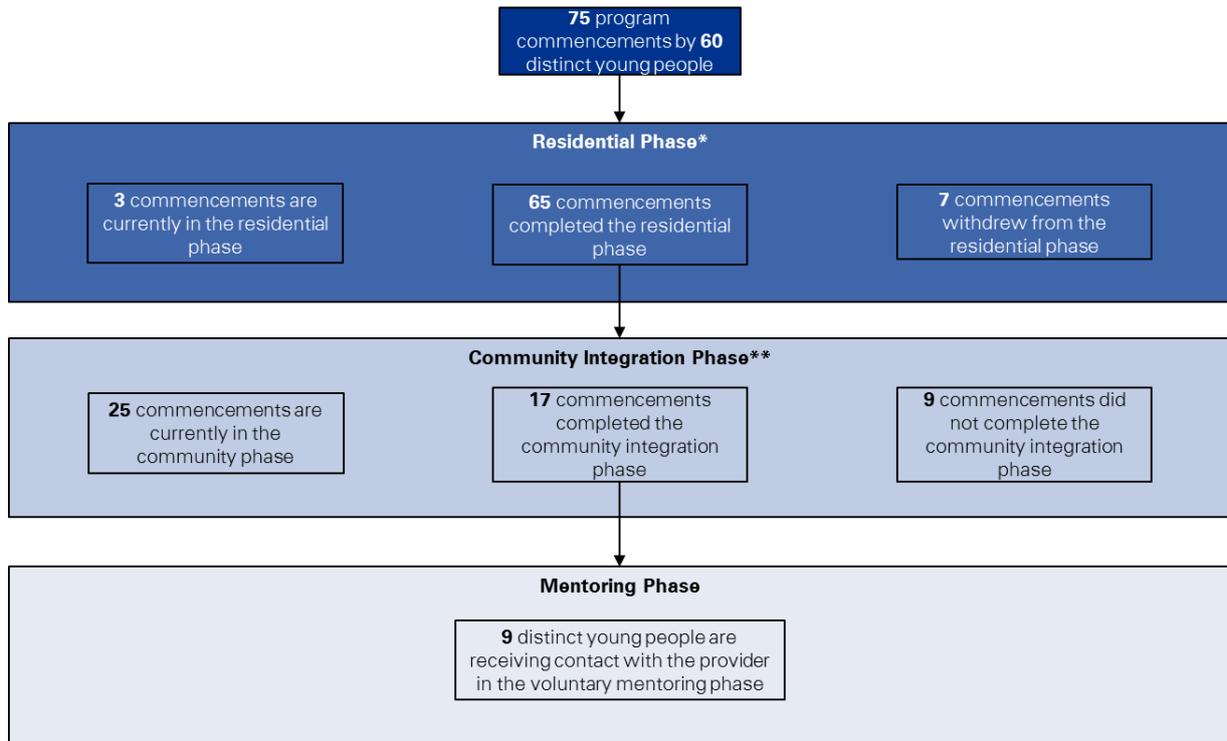
*Table 4-13: Young people with multiple referrals*

Number of referrals	Number of young people	Number of referrals
1 referral	71	71
2 referrals	34	68
3 referrals	11	33
4 referrals	2	8
<b>Total distinct persons</b>	<b>118</b>	<b>180</b>

*Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).*

Figure 4-8 shows program participation.

Figure 4-8: Program commencements



Notes: \*Eight young people returned to the program twice and one young person returned to the program three times. \*\* 14 voluntary participants were not provided the community integration phase

Source: Youth Justice, Youth Justice program participation data received 24/04/2015, correct as of 31/03/2015 (Department of Justice and Attorney-General, 2015).

Of the 75 commencements, 87 per cent have completed the residential phase and 12 per cent breached or withdrew from the program. Of the 65 young people who moved into the community integration phase, 26 per cent have completed and 14 per cent withdrew or did not undertake the program. The largest number of participants have been referred through the mandatory Boot Camp (Vehicle Offences) Order with half of all participants (30 distinct young people) having participated on this order type.

Given the relatively short time since the start of the program and the considerable amount of time spent in the community integration phase (dependent on the order but can extend up to five months), it is not expected that a large portion of young people will have completed this stage of the program. The nature of the BCO is such that, if a young person refuses to participate during the residential or community integration phase, or reoffends, they can be held in breach of the order. There are 16 commencements that resulted in an administrative breach of order; nine of these breaches were converted to other orders.<sup>34</sup> For young people who breach, their order is reconsidered by a Magistrates and a range of sentencing options including detention, conditional release orders or probation can be handed down. There have been instances where the young person commits an offence and is allowed to continue on the community integration phase of the BCO if the Magistrate believes it is appropriate to do so.

<sup>34</sup> Youth Justice program participation data as at 31/03/2015.

**Program Implementation key findings:**

1. The YBC program implementation deviated from what was intended in service agreements
2. The focus on family support remains an area for improvement for Fraser/Sunshine Coast EIYBC, Rockhampton EIYBC and the SYBC
3. EIYBCs are not targeting the most appropriate cohort of young people
4. High level of oversight and risk averse attitude contributed to a complex and at times ineffective governance model of the SYBC program
5. The SYBC referral process is burdensome and resource intensive

## 5. Effectiveness and achievement of outcomes

This section draws on the evidence available to examine the effectiveness of the YBC program as measured against its stated objectives and expected outcomes in order to answer the following evaluation questions:

- Has the YBC program trial met program objectives?
- What is the evidence of progress towards the YBC program's stated objectives?
- What outcomes is the YBC achieving?

The YBC program has achieved a limited set of outcomes for young people during the short operational period. For EIYBC participants, there were reports of improved consequential thinking and an enhanced ability to operate in routine and disciplined environments, as well as improved interpersonal skills. The majority of young people interviewed described improvements in happiness, confidence and a more positive outlook on life. Young men commonly raised the benefits of teamwork and comradeship and reported improved relationships both within their cohort and outside of the program. The development of strong relationships was less evident with young female participants.

There were mixed views on improved family functioning, with approximately half of the families describing improved family functioning. Some young people and families reported a lack of change in relation to a particular EIYBC objective due to the absence of an issue or problem in the first place. Improved family functioning was attributed to change in the young person in all cases except one, where a Gold Coast parent attributed improved family functioning to family therapy sessions.

EIYBC participants from each site were able to articulate why they undertook activities at the residential phases, demonstrating an understanding of the intrinsic value and purpose of the activities (e.g. team work, respect, leadership skills, behavioural management). This contrasted with SYBC participants who were less clear and unable to articulate the purpose of residential phase activities, e.g. horsemanship was about getting a certification and learning skills for future work rather than learning communication and respect. Although, this could indicate that the SYBC programming is unclear and is having a limited impact on young people's long-term behaviour, it could also be a reflection of the cohort of young people in the program who have a range of literacy and sometimes cognitive issues that the EIYBC participants do not have.

Due to the disparate nature of the program, the achievement of outcomes has been considered separately for each element – SYBC and EIYBC. When discussing all outcomes, the short implementation timeframe as well as the program implementation and design issues discussed in Chapter 3 and 4 should be kept in mind.

### 5.1 Effectiveness of Early Intervention Youth Boot Camps

This section draws on the evidence to examine the overall effectiveness of the EIYBCs as measured against the stated objectives and expected outcomes. The EIYBC service agreements describe a range of program objectives that ultimately aim to reduce the likelihood of reoffending behaviour in young people. These objectives, the targets set for each and measures are described in Appendix F.

The current assessment of the EIYBC progress towards these objectives has been informed by:

- Consultations with regional and central Youth Justice staff, government and non-government organisations that have had contact with the program in the residential and community integration phase, all Referral and Assessment Panels and the service providers' staff;

- Consultations with participants and their families;
- Results from EIYBC participants' psychometric testing and Youth Outcomes Questionnaire (YOQ) conducted throughout the program up until 31 March 2015;
- Analysis of case plans for EIYBC participants developed by the relevant service provider; and
- Analysis of EIYBC program participation data.

It is noted that these preliminary findings are limited due to:

- A small sample size of clients in the evaluation period (the low number of participants who completed the program are outlined in Section 4.1.2);
- Inconsistent or incomplete participant and psychometric testing data was only available for:
  - 33 participants of the Gold Coast EIYBC of 43 who completed the community integration phase – 77 per cent;
  - 17 participants of the Fraser/Sunshine Coast EIYBC of 48 who completed the community integration phase – 35 per cent; and
  - 18 participants of the Rockhampton EIYBC of the 24 who completed the community integration phase – 75 per cent.
  - Meaning that outcomes data relates only to those who completed the program and participated in psychometric testing rather than all completed participants.
- A lack of longitudinal data relating to EIYBC participant health, welfare and offending behaviour following completion of their program.

Table 5-1 provides a comparison of the EIYBC's achievement of program objectives. Tables 5-2, 5-3 and 5-4 provide an overview of each EIYBC's outcomes in their achievement of the program objectives. All tables use the following key:

- ✘ = not achieved
- ✓ = 30 per cent achieved
- ✓✓ = 60 per cent achieved
- ✓✓✓ = 100 per cent achieved
- N/A = measure not available

*Table 5-1: Summary of achievement of outcomes for each EIYBC*

Objective	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Increase young people's participation in education, training and/or employment	✓✓✓	✓✓	N/A
Enhance young people's ability to operate in a routine and disciplined environment (such as school)	✓✓✓	✓✓✓	✓✓

Objective	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Reduce the likelihood of young people being involved in criminal behaviour	✓ and 1/2	✗	✓✓✓
Improve health and well-being of young people	✓	✓✓	✓✓
Develop young people's family functioning	✓✓✓	N/A	✓✓
Develop the personal and interpersonal skills of young people	✓✓✓	✓	✓✓✓
Increase the self-confidence of young people	✓✓✓	✓✓✓	✓✓✓
Develop consequential thinking of young people	✓✓✓	✓	✗

*Source: Analysis of Department of Premier and Cabinet (2013), Youth Boot Camp Evaluation Framework, Queensland Government and Youth Justice outcomes data as at 31<sup>st</sup> of March 2015*

Gold Coast EIYBC is the program most closely aligned to the objectives of the program for a variety of reasons:

- It is supported by clinically trained staff who have prior experience working in the YJS. The administrator is trained to provide CBT modules including ART and CHART programs and all staff have experience providing case management. This has allowed the provider to develop a program with a strong evidence base and therapeutic underpinning of what works best to achieve behavioural change in young people. For example, many young people across the EIYBCs described improved consequential thinking. Those from the Gold Coast EIYBC attributed this to a range of CBT modules, while those from the Fraser/Sunshine Coast and Rockhampton EIYBC described punishments for certain behaviours teaching them to apply the concept of consequential thinking to their life.
- It has the support of local community organisations that are vital to the success of the program. Community agencies can provide a range of expertise and support that the provider itself may not be able to provide. Gold Coast is the only location where all the services (Police, Youth Justice, Child Safety and NGOs) have a legacy of working together and, consequently, they are able to provide a program that is holistic and integrates the young person's support services. Stakeholder consultations reflected a different picture for the Rockhampton EIYBC which operates in an environment where cooperation between the support services is limited. This is reflected in the difficulty Rockhampton EIYBC has had in engaging external mentoring services.

### 5.1.1 Gold Coast EIYBC objectives, targets and outcomes

Table 5-2: Gold Coast EYBC Objectives, targets and outcomes

Objective	Target	Outcomes	Achievement
Increase young people's participation in education, training and/or employment	<ol style="list-style-type: none"> <li>Percentage increase of 30 per cent or more of young people regularly attending school</li> <li>90 per cent of young people enrolled in school</li> </ol>	<ul style="list-style-type: none"> <li>Self-reported school engagement by Gold Coast EIYBC participants has increased from 22 young people (of 33 young people who responded to the YOQ) regularly attending school pre-program to 31 regularly attending school post-program (representing a 41 percentage increase), surpassing the target of 30 per cent increase in the number of young people regularly attending school.</li> <li>Because the majority of referrals come from education, only one person was not enrolled at school pre-program. This young person was enrolled post-program.</li> <li>There has been an increase in regular attendance and school enrolment. While the goal has been achieved, Gold Coast participants have a relatively high school engagement given most were referred from their schools anyway – pre-program 67 percent (22 of 33 young people who participated) were regularly attending school. Consequently, this does not represent a significant behavioural improvement for the young people involved.</li> <li>Case plans identify 23 young people with difficulties in education, training and/or employment. For every young person, there has been a focus on returning to school or remaining in school rather than moving into vocational training or employment (appropriate given the age cohort). Only one young person was identified in the case plans as moving into an apprenticeship rather than education.</li> </ul>	✓✓✓
Enhance the young people's ability to operate in a routine and disciplined environment (such as school)	Assessed qualitatively in the absence of accurate results from the Youth Outcomes Questionnaire	<ul style="list-style-type: none"> <li>During consultations, young people indicated that they felt an improved ability to operate in everyday environments - that during the program they had through the behaviour modules such as CBT, learnt how to deal with everyday situations without resorting to anger. Others indicated that through modules such as the emotional abseil and being connected to mental health support, they had learned to operate better in every day environments and were able to address their behavioural issues.</li> </ul>	✓✓✓
Reduce the likelihood of young people being	<ol style="list-style-type: none"> <li>50 per cent decrease in average delinquency score</li> </ol>	<ul style="list-style-type: none"> <li>Offending behaviour is particularly difficult to assess given the small numbers of young people on the program.</li> </ul>	✓ and 1/2

Objective	Target	Outcomes	Achievement
involved in criminal behaviour	2. 90 per cent of young people are not charged with an offence post program completion	<ul style="list-style-type: none"> <li>● Of the 43 young people who completed the residential phase and can be assessed, none had had contact with the criminal justice system three months after the end of the community integration phase. All comparison cohorts identified by Youth Justice have young people who have offended. Consequently, it appears that the 90 per cent non-offending target identified by the Service Agreement has been achieved</li> <li>● Given the large number of education referrals and the older age group, there is not expected to be a high offending rate. For example, in the DET cohort (468 young people) only three per cent (14 young people) offended within three months of their exclusion from school. In comparison, the cohort with the most at risk youth - the minimal contact with Youth Justice Cohort - had a 23 per cent rate of reoffending within three months of their first charge date. This cohort were not well represented amongst participants.</li> <li>● Changes in the delinquency score show a percentage decrease from the pre-program average of 15.8 to 9.1 reflecting a percentage decrease of 43 points. However, this does not reach the target of a 50 per cent decrease in total delinquency. It should be noted that the delinquency score is only available for 14 young people and consequently not enough to support an accurate representation of the measure. No ticks have been awarded on this basis.</li> </ul>	
Improve health and well-being of young people	<ol style="list-style-type: none"> <li>1. 50 per cent decrease in total average score of drug use</li> <li>2. 50 per cent of participants have clinical improvements</li> <li>3. 15 per cent increase in resilience scores</li> </ol>	<ul style="list-style-type: none"> <li>● The Youth Outcomes Questionnaire shows clinical improvements in the health and well-being of 41 per cent of young people (14 young people) involved in the program. This does not reach the target of 50 per cent of participants showing a clinical improvement.</li> <li>● The questionnaire also shows a 44 per cent decrease in the total average drug use score from a pre-program average drug score of 2.3 to a post-program average drug score of 1.3 against a target of 50 per cent. However, only 14 young people had available data for this section and consequently not enough to support an accurate representation of the measure.</li> <li>● 26 per cent of young people (nine young people) showed a resiliency score that improved over 20 per cent or more post-program compared to pre-program surpassing the 15 per cent target.</li> </ul>	

Objective	Target	Outcomes	Achievement
		<ul style="list-style-type: none"> <li>Although, targets have not been met in terms of drug use and clinical improvements, there has been an improvement in resiliency scores.</li> </ul>	
Develop young people's family functioning	<ol style="list-style-type: none"> <li>20 per cent of young people's parents become less regular in their use of inconsistent discipline</li> <li>20 per cent of parents become less regular in their use of poor monitoring/supervision</li> </ol>	<ul style="list-style-type: none"> <li>The Parenting Outcomes Questionnaire shows 28 per cent of parents with improvements in administering consistent discipline surpassing the identified target of 20 per cent of young people with improvements in consistency.</li> <li>The questionnaire also shows 32 per cent of parents with an improvement in supervision/monitoring of the young person (improvement in monitoring is defined as a 20 per cent reduction in the total score), surpassing the target of 20 per cent with improvements in supervision/monitoring.</li> <li>During participant and family consultations, two parents (of the four available) described improved family functioning at home due to the young person being able to control their anger and communicate with family members better.</li> <li>Youth Justice staff indicated that the Gold Coast EIYBC programs family therapy aspects is a key contributor to its ability to improve family functioning. The family therapy program is evidence based and delivered by clinically trained family therapists who are able to support the parents to make positive changes while also preparing them for the changes they can expect to see in their children post-program. This aspect of the program has only been running for a short period of time (before the Gold Coast EIYBC service provider delivered family therapy internally from clinically trained psychologists) and it is difficult to assess the outcomes of this program. However, stakeholder consultations with parents who participated in later versions of the program indicated that the family therapy sessions were particularly useful. One parent whose child had significant anger management issues identified the family therapy as useful for herself and his father to identify his anger triggers, showing how they could help their child manage his anger and help link them to the support networks their child required.</li> </ul>	✓✓✓
Develop the personal and inter-personal skills of young people	<ol style="list-style-type: none"> <li>15 per cent increase in resilience scores</li> <li>To be assessed qualitatively</li> </ol>	<ul style="list-style-type: none"> <li>As discussed above, nine young people showed a resiliency score that improved over 20 per cent or more post-program compared to pre-program</li> <li>Case files developed by the Gold Coast EIYBC provider demonstrate a focus on resolving the poor relationship and inter-personal skills of the young people. For</li> </ul>	✓✓✓

Objective	Target	Outcomes	Achievement
		<p>example, one young boy was identified as having significant peer relationship conflicts and displayed anger/aggressive behaviour. Gold Coast identified a goal of developing empathy and respect of other people by the end of the program. The modules in which the young boy participated and the programming (referrals to external agencies, family therapy and experiential learning aspects) were all focused on developing his empathy, de-escalating his anger and understanding his own frustration in order for him to strengthen peer relationships and better engage at school.</p> <ul style="list-style-type: none"> <li>All young people available for consultation indicated that their ability to communicate with both their peers and adults had improved significantly as a result of the program. Young people attributed this to focus of the residential phase on developing team work skills and learning respect for other people.</li> </ul>	
Increase the self-confidence of young people	Only to be assessed qualitatively	<ul style="list-style-type: none"> <li>Eight of the ten participants interviewed indicated that they had improved confidence since the program. These participants attributed their increased confidence to the adventure based learning on the program – they felt proud of their achievements in particular abseiling or hiking. Of the two young people who indicated that there was no change in confidence one stated that he had always been very confident and therefore there was no need to increase his confidence. Another participant indicated that it had had no effect on his confidence but this was not necessarily due to the program and was rather a reflection of larger life issues that were going on at home.</li> <li>While this objective is considered to have been achieved it should be noted that it had the biggest impact on those young people who enjoyed outdoor activities and were physically capable of completing them. Adventure based learning for a young person who did not have the physical capabilities or did not enjoy outdoor activities might not have the same impact.</li> </ul>	✓✓✓
Develop consequential thinking of young people	Young people who have completed program modules aimed at developing consequential thinking	<ul style="list-style-type: none"> <li>Youth Justice indicated that developing consequential thinking of young people would be based on completing the relevant program modules. The Gold Coast EIYBC is the only program to provide modules throughout the residential and community integration phase that include CBT. Every young person who has completed the residential and community integration phase (43 young people) will have completed these aspects of the program.</li> </ul>	✓✓✓

Objective	Target	Outcomes	Achievement
		<ul style="list-style-type: none"> <li>All young people interviewed described significant improvements in consequential thinking that they have been able to apply to their lives outside of the program. When asked about consequential thinking, participants described learning about the emotional abseil and various other tools that taught them how to stop and think before acting. For young people with anger or aggression issues these modules were particularly helpful. One parent directly attributed her son's ability to stop and think before acting which he learnt at the program to fewer suspensions and exclusions from school.</li> </ul>	

Source: Youth Justice, Youth Boot Camp Evaluation Plan (Department of Justice and Attorney-General 2015); Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015; Kokoda Youth Foundation provided case plans

### 5.1.2 Fraser/Sunshine Coast EIYBC objectives, targets and outcomes

Table 5-3: Fraser/Sunshine Coast EIYBC objectives, targets and outcomes

Objective	Target	Outcomes	Achievement
Increase young people's participation in education, training and/or employment	<ol style="list-style-type: none"> <li>Percentage increase of 30 per cent or more of young people regularly attending school</li> <li>90 per cent of young people enrolled in school</li> </ol>	<ul style="list-style-type: none"> <li>Self-reported regular attendance of school by Fraser/Sunshine Coast EIYBC participants has increased from seven young people regularly attending school to ten young people regularly attending post program out of a total of 18 young people who reported. Given the small number of young people involved in the outcomes assessment (18), this is reflected in a large percentage change (43 per cent increase). The decrease does achieves the target of a 30 per cent increase in young people regularly attending school. However, it should be noted that Fraser/Sunshine Coast EIYBC has taken young people who are 17 and 18 and consequently have "aged out" of the education system.</li> <li>There was an increase in the number of young people with no current enrolment from six per cent pre-program to eight per cent post-program. There is an expectation that those young people who do not continue in school would be supported or encouraged in some way to enter into training and/or employment. There is evidence in the case files of two young people who made the decision to leave school and were supported to develop resumes and job skills and have since gained</li> </ul>	✓✓

Objective	Target	Outcomes	Achievement
		<p>employment. This was supported by consultations where three young people although leaving school after deciding it was not right for them engaged in employment and/or additional training. Two of the participants noted that the Certificate II in Business that they achieved while on the residential phase was a significant benefit to them having the confidence and ability to either do a TAFE course in hospitality as one has done and received a job out of it or to find employment outside of the academic environment.</p> <ul style="list-style-type: none"> <li>• The program increased the number of young people regularly attending school and qualitative evidence shows improvements in employment opportunities.</li> <li>• The case plans identified school counsellors or parents working to encourage the young person to return to school or achieve other goals rather than the provider themselves working with the young person. While developing parental skills is important, utilising school counsellors to re-engage young people in education is unlikely to be as effective as alternative support because in many cases the counsellors have already had difficulty engaging these young people.</li> </ul>	
Enhance the young people's ability to operate in a routine and disciplined environment (such as school)	Assessed qualitatively in the absence of accurate results from the Youth Outcomes Questionnaire	<ul style="list-style-type: none"> <li>• Young people interviewed all described significant improvements in being able to operate in routine and disciplined environments and attributed this to the focus on routine and discipline during the residential phase of the program i.e. waking up at 6am in the morning and having to complete chores to a military standard. While this appears to have worked with young people interviewed there are questions as to whether all young offenders in particular females would respond as positively.</li> </ul>	✓✓✓
Reduce the likelihood of young people being involved in criminal behaviour	<ol style="list-style-type: none"> <li>1. 50 per cent decrease in average delinquency score</li> <li>2. 90 per cent of young people are not charged with an offence post program completion</li> </ol>	<ul style="list-style-type: none"> <li>• Participants did not show sufficient reductions in the delinquency scale to achieve the desired target of a 50 per cent decrease in total delinquency. The pre-program total average score was 16.9 on the delinquency scale, the post-program total average score was 12.7 representing a 25 per cent decrease. However, there is only data available for 17 young people and consequently not enough to support an accurate representation of the measure.</li> <li>• Of the 40 young people who completed the Fraser/Sunshine Coast EIYBC and did not turn 18 and enter the adult system, five (13 per cent of participants) have a charge within three months of the community integration phase. The DET cohort that is</li> </ul>	✗

Objective	Target	Outcomes	Achievement
		<p>most comparable to the Fraser/Sunshine Coast EIYBC cohort had an offending rate of 8 per cent, three months post exclusion.</p> <ul style="list-style-type: none"> <li>Consequently, this program has not achieved this objective.</li> </ul>	
Improve health and well-being of young people	<ol style="list-style-type: none"> <li>50 per cent decrease in total average score of drug use</li> <li>50 per cent of participants have clinical improvements</li> <li>15 per cent increase in resilience scores</li> </ol>	<ul style="list-style-type: none"> <li>59 per cent of participants (10) showed a clinical improvement in their Youth Outcomes Questionnaire, surpassing the target of 50 per cent of participants demonstrating clinical improvements.</li> <li>There has been a decrease in the total average drug score from a pre-program average of 2.3 to a post-program average of 1.9, not achieving the target of a 50 per cent decrease in the total average drug score. However, there is only data available for 17 young people and consequently not enough to support an accurate representation of the measure.</li> <li>20 per cent of young people (seven young people) showed a resiliency score that improved over 20 per cent or more post-program compared to pre-program reflecting an increased ability to operate in new environments including under routine and discipline.</li> </ul>	✓✓
Develop young people's family functioning	<ol style="list-style-type: none"> <li>20 per cent of young people's parents show improved discipline skills</li> <li>10 per cent of parents show improved supervision skills</li> </ol>	<ul style="list-style-type: none"> <li>Only three parents participated in the psychometric testing at the Fraser/Sunshine Coast EIYBC and consequently there is no available outcome data on parenting skills.</li> <li>Stakeholder consultations indicated some concerns about the family weekend not preparing the family sufficiently for the changes they would see in the young person at the end of the residential phase. This may have a consequential impact the effectiveness of the program.</li> <li>A limited number of parents were available for consultation, while the parent that was available suggested significantly improved family functioning due to fewer arguments and less tension in the house. It is therefore difficult to assess the ability of the program to improve family functioning.</li> </ul>	N/A
Develop the personal and inter-personal skills of young people	<ol style="list-style-type: none"> <li>15 per cent increase in resilience scores</li> <li>Qualitative evidence</li> </ol>	<ul style="list-style-type: none"> <li>The case files do not demonstrate evidence of improved personal and inter-personal skills. However, the young people who did have identified issues with anti-social behaviour or peer relationships conflict were usually identified as working on this with</li> </ul>	✓

Objective	Target	Outcomes	Achievement
		<p>a volunteer role model or the school counsellor and consequently outcomes may not be recorded.</p> <ul style="list-style-type: none"> <li>Interviews with young people highlighted limited improvements in interpersonal and personal skills. While all young people described improvements in their personal skills during the residential phase this did not always appear to translate to outside of the residential phase. All young men interviewed described having particular issues with other boys that they were on camp with (i.e. having had previous fights with at school), once on the camp the leaders stopped this from happening, there were few disagreements and some young boys even indicated improvements in relationships. However, when asked further about this all the young men indicated that they were no longer friends with participants and did not describe significant changes in friendship groups or movements towards more pro social activities post-program.</li> <li>As discussed above the program surpassed the 15 per cent increase in the resilience score and the program is awarded a tick on this basis.</li> </ul>	
Increase the self-confidence of young people	Only to be assessed qualitatively	<ul style="list-style-type: none"> <li>Young people interviewed described improvements in their confidence to go out and make changes in their life. For example, young people described themselves as having more confidence to go out and seek employment opportunities or to seek help where necessary. One young person described the program as gradually increasing his confidence to be able to stop smoking marijuana. The leaders of the camp were able through constant testing of his resolve and positive encouragement about to encourage him to drastically reduce his marijuana intake.</li> <li>As with the other programs the ability to achieve the difficult tasks also contributed to the young person's self-esteem.</li> </ul>	✓✓✓
Develop consequential thinking of young people	Young people who have completed program modules aimed at developing consequential thinking	<ul style="list-style-type: none"> <li>Youth Justice indicated that developing consequential thinking of young people would be based on completing the relevant program modules. However, Fraser/Sunshine Coast EIYBC provides no CBT modules specifically aimed at developing consequential thinking and consequently this objective is considered unachieved.</li> <li>While, there are no specific modules aimed at improving consequential thinking, young people interviewed did describe being able to assess potential outcomes of a</li> </ul>	✓

Objective	Target	Outcomes	Achievement
		situation and make a positive decision such as walking away from a fight. They attributed this directly to the program stating that these were philosophies of two of the leaders of the residential phase. Further, consequences of actions were highlighted in the punishment structure of the residential phase, if one boy did something wrong the whole group was punished.	

Source: Youth Justice, Youth Boot Camp Evaluation Plan (Department of Justice and Attorney-General 2015); Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015; OzAdventures provided case plans

### 5.1.3 Rockhampton EIYBC objectives, targets and outcomes

Table 5-4: Rockhampton EIYBC objectives, outcomes and achievements

Objective	Target	Outcomes	Achievement
Increase young people's participation in education, training and/or employment	<ol style="list-style-type: none"> <li>1. Percentage increase of 30 per cent or more of young people regularly attending school</li> <li>2. 90 per cent of young people enrolled in school</li> </ol>	<ul style="list-style-type: none"> <li>• There has been an increase in the number of young people who self-reported regularly attending school from 15 pre-program to 16 post-program, showing only a seven per cent increase in regular attendance.</li> <li>• There has been no change in the number of young people enrolled in school. Since Rockhampton EIYBC only receives referrals from DET, all young people are generally enrolled in school in some way and consequently this is not an accurate measure of the program's outcomes.</li> <li>• All young people interviewed were already attending school pre-program and continue to attend school post-program. Parents of participants indicated that a few young people had increased attendance due to fewer suspensions which they attributed to the program. However, the vast majority were enrolled and regularly attending school pre-program.</li> </ul>	N/A
Enhance the young people's ability to operate in a routine and disciplined	Assessed qualitatively in the absence of robust outcomes from the Youth Outcomes Questionnaire	<ul style="list-style-type: none"> <li>• Analysis of case plans does not show anyone with significant issues with operating in a routine and disciplined environment. The fact that there is no evidence of young people showing significant issues with discipline or routine makes it difficult for there to be improvements in this area.</li> </ul>	✓✓

Objective	Target	Outcomes	Achievement
environment (such as school)		<ul style="list-style-type: none"> <li>Four of the participants interviewed described the program as contributing to their improved ability to deal with new and challenging situations as well as their improved ability to operate in team environments such as sport and routine environments such as school. Consequently, this objective is considered partially achieved.</li> </ul>	
Reduce the likelihood of young people being involved in criminal behaviour	<ol style="list-style-type: none"> <li>50 per cent decrease in average delinquency score</li> <li>90 per cent of young people are not convicted of an offence post program completion</li> </ol>	<ul style="list-style-type: none"> <li>There has been a decrease in the delinquency score from a pre-program average of six to a post-program average score of 0.9 reflecting an 84 per cent decrease, surpassing the 50 per cent identified target. However, a delinquency score of six pre-program is low and is lower than the Gold Coast EIYBC and the Fraser/Sunshine Coast EIYBC which had pre-program averages of 15.8 and 9.1 respectively. The very low delinquency score is a reflection of the fact that Rockhampton EIYBC takes low risk young people and, while being able to reduce the antisocial behaviour of these young people is unlikely to cause significant changes in the overall youth crime rate in Rockhampton.</li> <li>Of the 23 young people who completed the Rockhampton EIYBC program and who Youth Justice was able to monitor (i.e. they did not age out), none have had contact with the criminal justice system. Of the DET Comparison cohort (the one which most reflects the cohort in the Rockhampton EIYBC) 10 per cent have offended within three months of their exclusion. However, given the low risk profile of the Rockhampton EIYBC participants it is not clear that the non-offending behaviour is a reflection of the program effectiveness.</li> <li>The program has reduced antisocial behaviour in some young people although these are not the Youth Justice target group.</li> </ul>	✓✓✓
Improve health and well-being of young people	<ol style="list-style-type: none"> <li>50 per cent decrease in total average score of drug use</li> <li>50 per cent of participants have clinical improvements</li> <li>15 per cent increase in resilience scores</li> </ol>	<ul style="list-style-type: none"> <li>61 per cent of young people showed a clinical improvement in the Youth Outcomes Questionnaire post-program surpassing the target of 50 per cent of participants with clinical improvements in the Youth Outcomes Questionnaire.</li> <li>The drug use score decreased from a pre-program average score of 0.7 to a post program average score of 0.1, an 85 per cent decrease. This also surpasses the target of a 50 per cent decrease in the total average drug score.</li> </ul>	✓✓

Objective	Target	Outcomes	Achievement
		<ul style="list-style-type: none"> <li>Eight young people (44 per cent) have shown a 20 per cent increase in the resiliency score, surpassing the target of a 15 per cent increase in resilience. It should be noted that only 18 young people responded to the questionnaire.</li> <li>While the program appears to have improved the health and well-being of young people as discussed before it has not targeted the group of young people most at risk of entering the YJS and consequently is not improving the health and well-being of the young people most likely to become offenders.</li> </ul>	
Develop young people's family functioning	<ol style="list-style-type: none"> <li>20 per cent of young people's parents show improved discipline skills</li> <li>10 per cent of parents show improved supervision skills</li> </ol>	<ul style="list-style-type: none"> <li>22 per cent of parents showed an improvement in monitoring/supervision surpassing the target of 20 per cent. However, only six parents responded to the section of the survey that determines monitoring outcomes and consequently this is not an accurate measure of the program.</li> <li>Six per cent showed an improvement in consistency of discipline in the parent's outcome questionnaire. This does not reach the target of 20 per cent of parents improving in consistency of discipline and consequently the program was not awarded additional ticks.</li> <li>All participants and parents interviewed during family consultations reported improved family function. The improvements varied between some families experiencing less tension within the household to young men who were able to rebuild their relationship with their father or improved behaviour towards their siblings.</li> </ul>	✓✓
Develop the personal and inter-personal skills of young people	<ol style="list-style-type: none"> <li>15 per cent increase in the resilience score</li> <li>Only to be assessed qualitatively</li> </ol>	<ul style="list-style-type: none"> <li>As discussed above there has been a significant improvement in participants resilience score, surpassing the target by 24 percentage points.</li> <li>All young people available for consultation indicated that their ability to communicate with both their peers and adults had improved significantly as a result of the program. Young people attributed this to focus of the residential phase on developing team work skills and learning respect for other people. One young man stated that pre-program he had significant issues communicating with teachers and classmates and was consequently suspended frequently. The focus during the residential phase on teamwork and respect for others helped him improve his ability to cooperate with others and consequently he has improved the peer group.</li> </ul>	✓✓✓

Objective	Target	Outcomes	Achievement
		<ul style="list-style-type: none"> <li>While the program can be considered to have achieved this objective, it should be acknowledged that there is limited information in the case plans about specific targets to improve inter-personal skills of the young people and young people only described general aspects of the program such as team work which attributed to their improved personal and interpersonal skills. These aspects have worked for the low risk young people involved in the program but whether they work for the higher risk young people the program was originally designed for is unclear.</li> </ul>	
Increase the self-confidence of young people	Only to be assessed qualitatively	<ul style="list-style-type: none"> <li>All young people interviewed indicated improved self-confidence to deal with new or challenging situations. Participants attributed this confidence to achieving certain goals in the adventure based learning component of the program. For example, being able to complete the long hikes or the abseil improved their confidence to take on new challenges. The young men who were able to complete the Kokoda track as a lead on from this program also attributed significant self-confidence gains from completing the challenging task.</li> <li>While, the objective is considered to having been achieved because of participant and family consultations, it is important to consider that the young people who described improved self-confidence where those that enjoyed the hiking and adventure aspects of the program, responded well to it and had the physical ability to achieve those goals. However, young people who do not enjoy adventure based and outdoor activities or those do not have the physical ability to achieve the goals are less likely to experience the same improvements in confidence. Many parents supported this assertion stating that their child did well in the program because it suited them.</li> </ul>	✓✓✓
Develop consequential thinking of young people	Young people who have completed program modules aimed at developing consequential thinking	<ul style="list-style-type: none"> <li>There are no programs specifically aimed at developing consequential thinking (i.e. such as the CBT or CHART modules delivered on the Gold Coast) and consequently there is no evidence to suggest that young people are developing any sort of consequential thinking and therefore the objective is not considered to have been achieved.</li> <li>The only participants who self-reported improved consequential thinking were four older participants who had also participated in Duke of Edinburgh, the State Youth</li> </ul>	✗

Objective	Target	Outcomes	Achievement
		Leadership Program (SYLP) and had completed the Kokoda track. They could not attribute their development of consequential thinking to any particular aspect of the program, instead indicating that they learnt it from the additional programs to which they were connected to.	

*Source: Youth Justice, Youth Boot Camp Evaluation Plan (Department of Justice and Attorney-General 2015); Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015; PCYC provided case plans*

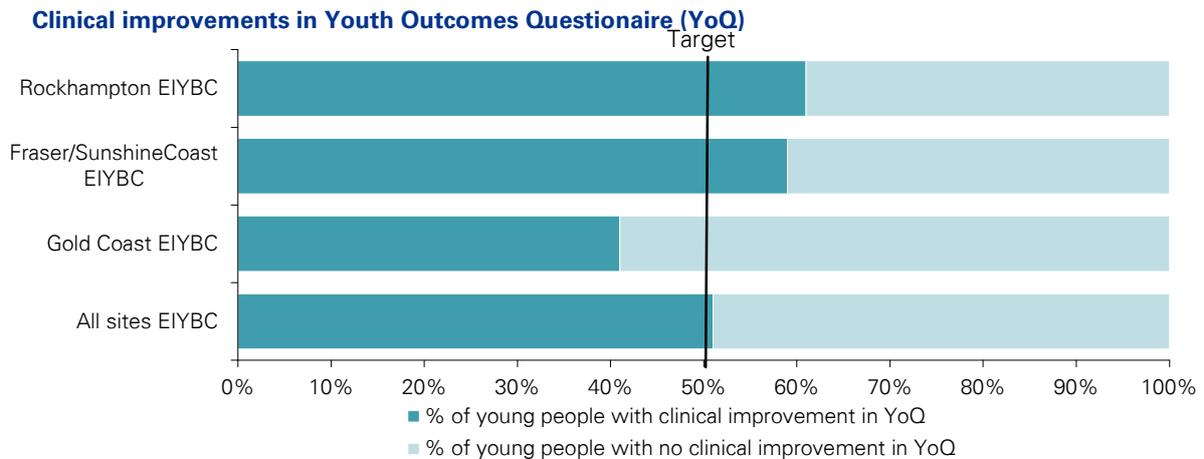
### 5.1.4 Early Intervention Youth Boot Camp program outcomes overall

This section compares the objectives at which the three programs have been least and most successful. Overall, the three EIYBC programs have been most effective at improving the health and well-being of young people and their confidence. There appear to be limited improvements in consequential thinking outside of the Gold Coast EIYBC program and there is considerable differences between programs in achieving improved personal and inter personal skills.

*Objective: Improve the health and well-being of young people*

Total program changes in clinical health and well-being are displayed in Figure 5-1:

Figure 5-1: EIYBC participants' improvements in health and well-being



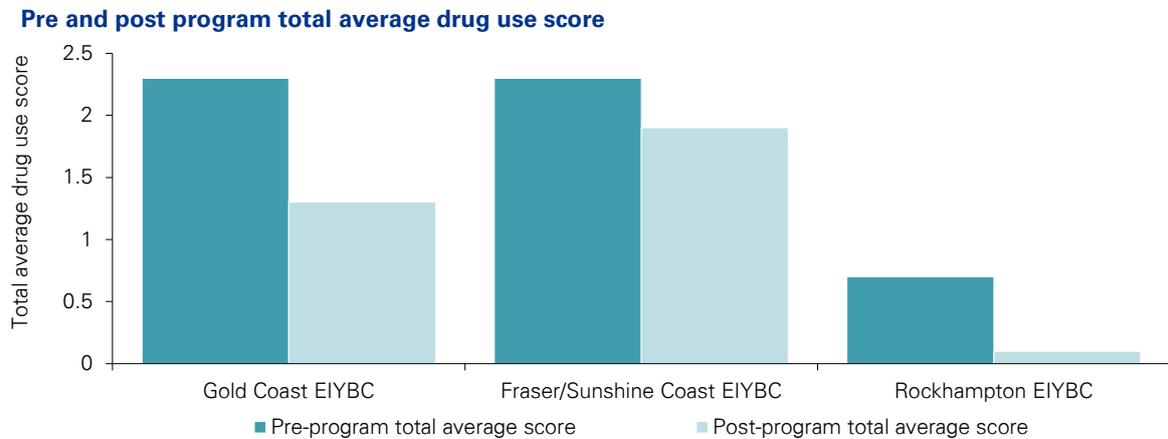
Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 17, Gold Coast EIYBC n = 34, total sites EIYBC n = 69

Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

Among all EIYBC participants who provided responses to the Youth Outcomes Questionnaire, 51 per cent experienced a clinical improvements in health and well-being. Rockhampton EIYBC experienced the largest change and Gold Coast EIYBC experienced the least. Participants and parents interviewed on the Gold Coast indicated that they were referred to health support services if requested. However, no participant indicated that they were referred without first being asked. Rockhampton EIYBC participants indicated that they were often referred without first asking to be referred. This could contribute to the lower clinical improvements. Other reasons for differences in health and well-being scores between the programs could be also be attributed to the small sample sizes in Rockhampton and Fraser/Sunshine Coast EIYBC (Gold Coast EIYBC accounts for 49 per cent of the total participants) and consequently results may be skewed by the young people taking the Questionnaire. Often the young people willing to participate in surveys and questionnaires post program are those young people who are the most engaged and have received the largest benefit from the program. Consequently, the benefits of the program may be skewed with such a small sample size.

Improvements in health and well-being are also measured by changes in the overall drug use score and resilience score. Figures 5-2 and 5-3 demonstrate the changes in the overall drug use score and the resilience score.

Figure 5-2: EIYBC participants' changes in total average drug use score

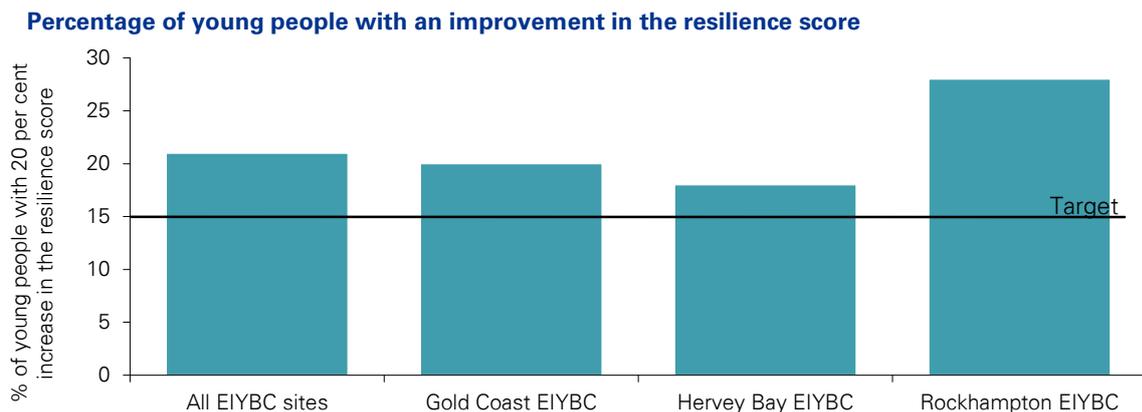


Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 17, Gold Coast EIYBC n = 14. Not total site is included in this diagram since there are no available total average drug use scores

Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

Rockhampton EIYBC was the only program to achieve a drop in the drug use score above 50 per cent. However, as discussed previously the pre-program drug use score is very low for Rockhampton EIYBC and consequently, the change likely reflects an decrease in drug use among young people who were not using drugs and have a lower tendency to be future offenders. The drug use score is susceptible to response bias so this low pre-program score could also be a reflection of the fact that young people in Rockhampton were less willing to admit drug use. Gold Coast and Fraser/Sunshine Coast EIYBCs both showed the same average drug use pre-program. However, Gold Coast EIYBCs reported intensive support program appears to be more effective at reducing substance abuse.

Figure 5-3: EIYBC participants with increases in the post-program resilience score



Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 17, Gold Coast EIYBC n = 3, all EIYBC sites n = 70

An improvement in the resilience score is defined as a 20 per cent or larger increase in the resilience score post program compared to pre-program. Youth Justice identified a target of 15 per cent or more of young people demonstrating this improvement post program.

Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

All sites have surpassed the target for an increase in resilience scores. Rockhampton EIYBC by the largest amount (28 per cent of young people showed an improvement in the resilience score). While, this could be a reflection of the low risk young people on the Rockhampton EIYBC program many young people admitted during consultations that they felt they had significantly improved ability to handle negative or difficult situations. Most young people attributed this increase in resilience to the confidence they gained from being able to complete the intensive hiking aspects of the program and for those young people who completed the Kokoda track, the confidence they gained from completing Kokoda.

*Objective: Improvements in personal and inter-personal skills*

All EIYBCs were able to significantly improve the personal and inter-personal skills of the young people in their program, although this improvement was more evident at the Rockhampton and Gold Coast EIYBCs. Participants and their parents from all EIYBCs attributed this largely to the residential phase of the program and the focus on team activities and respect for other people. This was particularly obvious in the male participants interviewed who all described with enthusiasm the team activities and team problem solving activities they had to achieve. For example, a number of young men who completed the Rockhampton EIYBC program described an activity that included them hiking and canoeing to find hidden stockpiles of food. Finding the food and being able to transport the food to camping spot required team work and the recognition of individual strengths.

Case study analysis of those participants who demonstrated significant improvements in personal and inter-personal skills.

<p><b>Case Study 1: Gold Coast EIYBC participant</b></p> <p><b>Pre-program issues:</b> The young man has significant anger issues, was constantly getting into fights at school, was disengaged and was frequently getting suspended.</p> <p><b>Program aspects:</b> The young man completed the full program including a range of cognitive behavioural therapy modules.</p> <p><b>Outcomes:</b> Since completing the program, the participant has made significant changes in their life. The consequential thinking lessons and the cognitive behavioural therapy he participated in as well as support from Mental Health Australia has meant that the young person has been able to more effectively control his anger. This has translated into a range of benefits including fewer suspensions and calls home, improved relationships at home as he is able to more effectively communicate with his family and improved relationships with his peers. The young person's friendship group has changed dramatically with his behaviour and is now much more pro-social, participating in outdoor construction activities, going camping, building forts rather than the aggressive fighting that had previously occurred.</p>	<p><b>Key outcomes achieved</b></p> <ul style="list-style-type: none"> <li>✓ Improved attendance in education</li> <li>✓ Improved consequential thinking and behaviour management</li> <li>✓ Improved family relationships</li> <li>✓ Improved personal and inter-personal skills</li> </ul>
<p><b>Case Study 1: Fraser/Sunshine Coast EIYBC participant</b></p> <p><b>Pre-program issues:</b> The young man had significant anger issues and was constantly getting into fights with teachers and other students. He lived with his father who was constantly getting calls to the school about problem behaviour.</p> <p><b>Program aspects:</b> The young man completed the full program and is in sporadic contact (as needed) with the program leaders.</p> <p><b>Outcomes:</b> The young man went onto the program with a group of young boys from his school that had a long history of constant fighting. His father indicated that there was a fight before they even got on the bus. The team work and activities, constant encouragement from the providers, the respect he learnt and the tactic of punishing the whole group for young person's misdemeanours</p>	<p><b>Key outcomes achieved</b></p> <ul style="list-style-type: none"> <li>✓ Improved self-confidence</li> <li>✓ Improved personal and inter-personal skills</li> <li>✓ Increased participation in employment</li> <li>✓ Improved consequential thinking</li> </ul>

encouraged improved relationships between the young men. The participant indicated that by the end of the program they had not had a single fight and everyone was getting along well. Since the program, the young person has been able to translate these positive interpersonal skills into his daily life, working in hospitality. Although, not all the young people from the program remain friends, guidance counsellors indicated that the program had helped improve behaviour at the school.

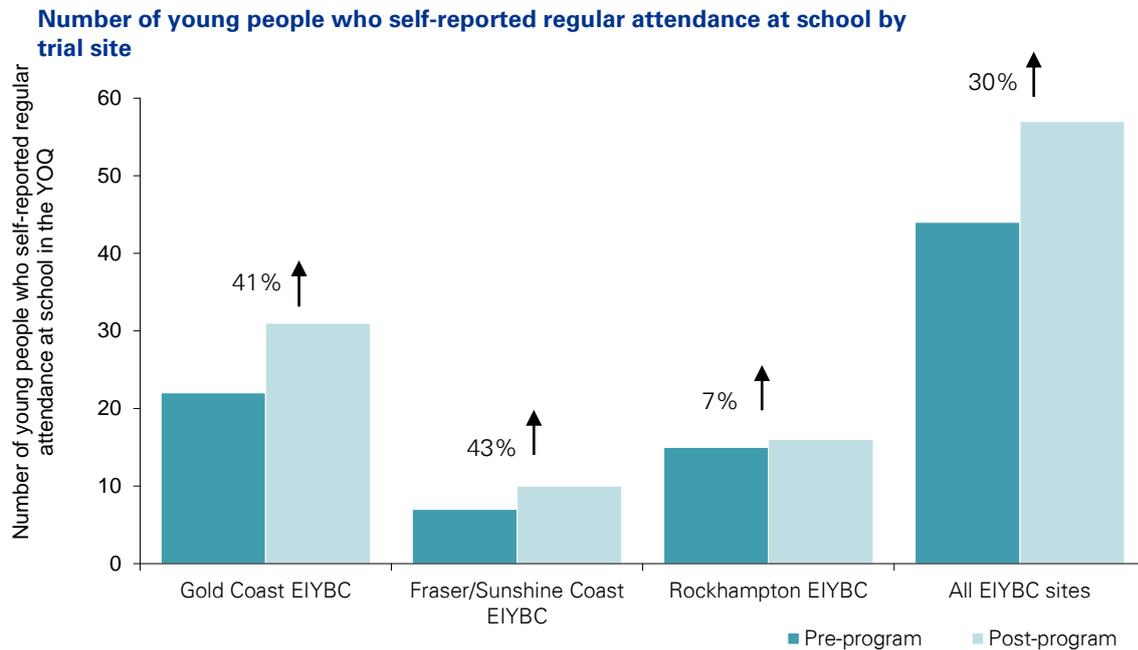
<b>Case Study 1: Rockhampton EIYBC participant</b>	<b>Key outcomes achieved</b>
<p><b>Pre-program issues:</b> The young man had a learning impairment, was struggling at school, lacked confidence and had a limited amount of pro-social friends.</p> <p><b>Program aspects:</b> The young man completed the full program as well as moving on to complete the Duke of Edinburgh, participate in SYLP and complete the Kokoda Track.</p> <p><b>Outcomes:</b> Since completing the program, the participant has significantly improved confidence and personal and inter-personal skills. He is able to recognise his strengths and is particularly proud that he completed the Kokoda Track. He believes that if he completed that he can achieve anything. His mother reported that his confidence to interact with other pro-social young people had improved and that he had remained good friends with the other boys who he went through the program with. The program has also helped develop the relationship between the participant and his father which was largely non-existent before the program. The participant attributed these changes to the importance of team work and respect for others that he learnt from the residential phase of the program as well all the additional programming he was linked to (SYLP, Duke of Edinburgh and completing the Kokoda track). The participant has not continued with their education and is currently looking into training courses and employment.</p>	<ul style="list-style-type: none"> <li>✓ Improved self-confidence</li> <li>✓ Improved family relationships</li> <li>✓ Improved personal and inter-personal skills</li> </ul>

While there were improvements in personal and inter-personal skills at the Rockhampton EIYBC, the Gold Coast EIYBC is the only program to include therapeutic activities and CBT that aims to improve personal and inter-personal skills. Without this programming it is unclear whether the benefits from team activities during a short residential phase could be translated into long term improvements in inter-personal skills for more vulnerable young people.

*Objective: Improve engagement in education, training and/or employment*

Improving young people's engagement and regular attendance in school is an objective that was achieved by the Gold Coast and Fraser/Sunshine Coast EIYBC. Figure 5-4 shows the change in the number of young people regularly attending school.

Figure 5-4: EIYBC participants who self-report regular attendance at school by trial site



Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 18, Gold Coast EIYBC n = 33

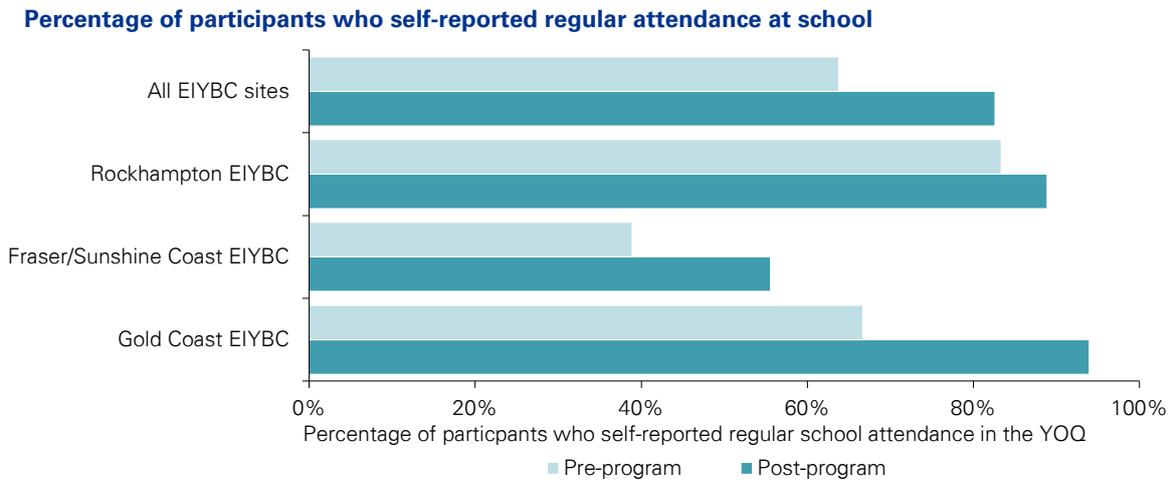
Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

Fraser/Sunshine Coast EIYBC has experienced the largest percentage increase in the number of young people self-reporting regular attendance at school. While, this is a positive outcome a range of additional factors should be taken into account:

- A significant number of participants did not participate in the Youth Outcomes Questionnaire (particularly on the Fraser/Sunshine Coast) and consequently their outcomes are not reflected here;
- The limited number of young people in each program means that a small change is reflected in a large percentage increase;
- The data relies on self-reporting regular attendance which is subject to response bias; and
- Rockhampton EIYBC seeks referrals entirely from local schools and consequently the majority of participants were already regularly attending school.

While, Fraser/Sunshine Coast EIYBC has the largest percentage change in those self-reporting attendance at school it also has the smallest number of participants enrolled in education (as discussed in Figure 5-4 above) and still has a smaller number of young people regularly attending school. This is highlighted in Figure 5-5 below which shows the change in the number of young people self-reporting regular attendance pre and post-program.

Figure 5-5: EIYBC participants who self-report regular attendance at school by trial site



Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 18, Gold Coast EIYBC n = 33

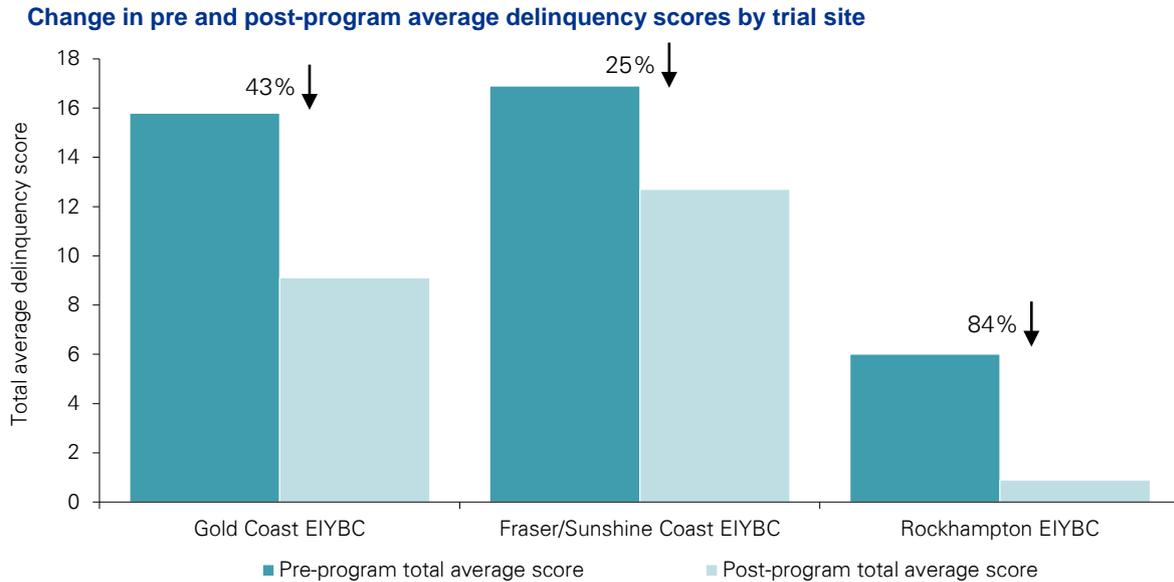
Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

The lower number of people regularly attending and engaged in school for the Fraser/Sunshine Coast EIYBC participants is partly offset by the fact that there is considerable anecdotal evidence (case files and interviews with participants) to suggest that those young people who are no longer in school have moved into employment. The increased participation in employment at the Fraser/Sunshine Coast EIYBC could be a reflection of the fact that the program includes a Certificate II in Business which no other program provides and therefore provides the young people who may not be succeeding in school an option outside of mainstream schooling. However, there is no method of recording the number of young people that move into employment or training rather than education.

*Objective: Reduce the likelihood of future offending behaviour*

The Fraser/Sunshine Coast EIYBC has experienced the smallest decrease in the total average delinquency score and Rockhampton EIYBC the most. These changes are outlined in Figure 5-6 below.

Figure 5-6: Pre and post-program total average delinquency score by EIYBC trial site



Notes: Rockhampton EIYBC n = 18, Fraser/Sunshine Coast EIYBC n = 17, Gold Coast EIYBC n = 14

Source: Youth Justice outcomes data, received 15/05/2015, correct as 31/05/2015

Rockhampton EIYBC has a significantly lower total average delinquency score supporting the hypothesis that the program is targeting young people who are too 'soft' or unlikely to become future offenders. While, the Gold Coast EIYBC and Fraser/Sunshine Coast EIYBC target young people from schools who are also likely to be too 'soft' as discussed before there have been recent movements towards higher risk young people and both have similar pre-program average delinquency scores. The Gold Coast EIYBC has experienced a decrease in the total average delinquency score 17 percentage points more than the Fraser/Sunshine Coast EIYBC. Although, it is not clear what exactly this change can be attributed to it is possible that the evidence base, therapeutic programming of the Gold Coast EIYBC program that aims to address the specific issues that contribute to the young person's antisocial behaviour. This is supported by the fact that the Gold Coast EIYBC program has made the largest improvements in a range of areas including improved family functioning. It should be noted that these statistics only include a very limited number of young people and so small changes are often reflected in large percentage decreases. The delinquency score is also subject to response bias.

Fraser/Sunshine Coasts EIYBC is the only EIYBC to have young people who have had contact with the criminal justice system post program. It is unclear whether this is a reflection of the program being ineffective, that Fraser/Sunshine Coast EIYBC is taking higher risk young people or that police in the Fraser/Sunshine Coast area have different policing strategies and are catching more young offenders. Lower delinquency scores and a lack of offending behaviour in Rockhampton EIYBC and Gold Coast EIYBC participants appears to show an achievement in reductions of the likelihood of future offending. However, while these young people do not display future anti-social behavioural issues, they as discussed earlier are unlikely to have become offenders in the first place. Consequently, any decrease in anti-social behaviour displayed by these young people is unlikely to reduce youth offending in the future.

## 5.2 Effectiveness of the Sentenced Youth Boot Camp

The SYBC contract describes a range of program objectives that ultimately aim to reduce the likelihood of reoffending behaviour in young people. These objectives, the targets set for each and measures are described in Appendix G.

The current preliminary assessment of the SYBC progress towards these objectives has been informed by:

- consultations with regional and central Youth Justice staff, Government and NGOs that have had contact with the program in the residential and community integration phase, all Collaborative Case Panels, the Judiciary and the service providers staff;
- results from SYBC participants' psychometric testing conducted throughout the program until 31 March 2015;
- analysis of case plans for SYBC participants developed by Beyond Billabong; and
- analysis of SYBC program participation data.

It is noted that the findings provided are limited due to:

1. robustness and reliability of participant and psychometric testing (outcomes data is dependent on psychometric testing which is only available for 18 young people or 60 per cent of the 30 young people who have completed their program. In some instances, the testing is available for fewer than 18 young people). This is a very small sample size and should not be used to extrapolate findings across a wider group;
2. a small sample size of clients in the evaluation period (only 30 young people have completed the program); and
3. a lack of longitudinal data relating to SYBC participant health, welfare and offending behaviour following completion of their order.

### 5.2.1 Objective: To reduce reoffending among participants

The *Youth Boot Camp Evaluation Plan* (referred to as the Evaluation Plan) identified reducing rates of reoffending among young people as the overarching objective of the SYBC program. The *Deed of Variation between the Department of Justice and Attorney-General and Beyond Billabong* (referred to as the Contract) identified a target of a 75 per cent non reoffending rate.<sup>35</sup> Verbally, Youth Justice stakeholders indicated that effectiveness of the program could also be measured by:

- a reduction in recidivism of SYBC participants relative to comparison cohorts;
- a reduction or plateauing in the severity of offences committed by SYBC participants post-program as compared to pre-program;
- a reduction in the severity of offences committed by SYBC participants relative to comparison cohorts; or
- a reduction in the frequency of offences committed by SYBC participants post-program as compared to pre-program. However, frequency of offending cannot be measured due to the short timeframe post-program relative to pre-program.

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<sup>35</sup> *Deed of Variation between the State of Queensland Department of Justice and Attorney-General and Beyond Billabong PTY LTD.* (Queensland Government 2013) pg. 40.

A reduction in the total program delinquency score by 50 per cent was identified in the *Youth Boot Camp Evaluation Plan* (referred to as the Evaluation Plan) and Youth Outcomes Data as another indicator of reduced reoffending rates among young people.<sup>36</sup>

In the short time period between completion of the program and the 31 March 2015 (end of the evaluation period), SYBC participants under a BCO, MVBCO and the voluntary participants demonstrated reoffending behaviours at a different rates and of varying severity but well above the identified target of 75 per cent non reoffending (only 32 per cent had not re-offended during this short time period). Table 5-5 provides an overview of recidivism in SYBC participants and SYBC comparison cohorts, broken into the different SYBC orders. Table 5-6 provides an overview of the severity of reoffending among SYBC participants and SYBC comparison cohorts. Table 5-7 shows the recidivism rates and severity of offending for Aboriginal and/or Torres Strait Islander young people. The reduction in the delinquency score of 67 per cent is the only objective to have reached the identified target.

*Table 5-5: Recidivism in Lincoln Springs SYBC participants and comparison groups*

	Voluntary BCOs	BCOs	Boot Camp (MV offences) order	Total SYBC participants	BCO comparison cohort	MV comparison cohort
Number of successful completions	14	12	10	<b>36</b>	75	41
Number/percentage of successful completions who have re-offended*	12 (86%)	7 (59%)	5 (50%)	<b>24 (66%)</b>	49 (65%)	29 (71%)
Number of distinct young people who have successfully completed an order	14	10	10	<b>31**</b>	75	41
Number/percentage of distinct young people who have re-offended	12 (86%)	6 (60%)	5 (50%)	<b>20 (64%)***</b>	49 (65%)	29 (71%)

Notes: \*This includes participants who have served concurrent orders.\*\*Five individuals successfully completed multiple orders: One participant completed a voluntary BCO and an MV BCO; two participants completed a voluntary BCO and a BCO; one participant completed two BCOs; and one participant completed one voluntary BCO and two BCOs.\*\*\*Of 14 successful voluntary BCO order completions, 12 reoffended. However, one participant later completed an MV BCO and did not reoffend, and another participant later completed a BCO and did not re-offend. These two individuals have each been counted twice – once as reoffenders in the voluntary BCO cohort, and once as non-reoffenders.

*Source: Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015*

Of the 31 distinct young people who have successfully completed the program, 21 (73%) reoffended between the end of their order and 31 March 2015. This is well below the target of 75 per cent non-reoffending set in the Contract. Of the 35 successful program completions (this includes 14 voluntary participants who were only provided the residential phase) 24 have reoffended (69 per cent). The reoffending rate is highest for the voluntary participants at 86 per cent recidivism. The higher rate of recidivism for voluntary offenders, compared to the rest of the SYBC participants and the comparison cohorts, is likely to be a reflection of the fact that these participants were not provided with a community integration phase which, according to the literature review and stakeholders is where the most work is undertaken to achieve changes in young people. The young people who completed a

<sup>36</sup> Youth Justice, *Youth Boot Camp Evaluation Plan* (Department of Justice and Attorney-General 2015) pg. 13.

comparative order to the voluntary participants, such as conditional release order or a detention order, would receive supports similar to those provided in the community integration phase, although at a reduced intensity. This community support is targeted at addressing individual risk factors and consequently may have had a greater success at reducing recidivism than a program that excludes these supports.

Successful completions under the BCO are showing a recidivism rate of 60 per cent, a decrease of five percentage points against the comparison cohort. This could be an indication that the community integration phase of the BCO is having an impact on the offending trajectory of these young people, as it compares favourably against those young people who received less intensive community support from Youth Justice caseworkers through conditional release or detention orders and had a recidivism rate of 65 per cent. However given the very low sample size, just one more person re-offending from the SYBC BCO cohort would reverse the finding, and make the BCO recidivism rate five percentage points higher than the comparison

For mandatory Boot Camp (vehicles offences) Order recidivism is 50 per cent compared to the Boot Camp (vehicle offences) Order comparison group, which has a recidivism rate of 71 per cent, 20 per cent points higher than SYBC participants. This could be an indication that the program has an impact in preventing young people who are not necessarily already entrenched in anti-social behaviour from continuing on that trajectory. There is anecdotal evidence to suggest that some young people become involved in motor vehicle offences largely as a social activity. Consultations suggested that the offence focused programming provided to these young people by Youth Justice (cars programming) are useful in providing a deterrent to young people offending. It is possible that this is contributing to the lower reoffending rate and the lack of programming that addresses the criminogenic risk factors of the young people provided to other participants could have contributed to the change in their reoffending rates. However, a larger sample size over a longer period of time will be required to form a firm conclusion.

All of these results, while early indicators of effectiveness, should be treated with caution, as they are based on a very small sample size, and the SYBC cohort has had a much shorter timeframe in which to re-offend than the comparison cohorts, which may be giving a false positive result. At least one of the successful participants who is included as a non-recidivist had been through the program twice.

It should be noted that it was particularly difficult to recruit young people for interviews because young people were either in remand, the watch house or the detention centre. Five of the 13 young people interviewed had not reoffended. However, all five young people indicated that their non-reoffending was not a reflection of the program but rather a reflection of a decision they made. Reasons for choosing not to reoffend were various but a common one for those nearing their 17<sup>th</sup> birthday was fear of the adult correctional facility – Lotus Glen. Clearly the desire for change is a key success factor in any program which is attempting to change entrenched behaviour. Other programs providing such intensive support to offenders, such as the Victorian Drug Court, have selection procedures which include assessment of an individual's intention to change.

A high recidivism rate is expected for these young people. Many are offenders with a record of repeat offending and multiple risk factors, and Youth Justice regionally and centrally acknowledge the difficulties in addressing the multiple issues contributing to a young person's criminality, so a sudden complete change in behaviour is unlikely. A longitudinal study with greater analysis of previous offending behaviour will be needed to show whether there has been a lasting change in behaviour, or decrease in severity over time. At this stage, there is insufficient data to show any trends to support that the trajectory of offending has been affected. Table 5-6 provides a breakdown of the severity of offences committed post-program in SYBC participants and comparison cohorts.

Table 5-6: Severity of recidivist offences in Lincoln Springs SYBC participants and comparison groups

	Voluntary BCOs	BCOs	Boot Camp (Vehicle Offences) Order	Total SYBC participants	SYBC comparison cohort	MV comparison cohort
Number of successful completions	14	12	10	<b>36</b>	75	41
Number/percentage of successful completions who have re-offended	12 (86%)	7 (59%)	5 (50%)	<b>24 (66%)</b>	49 (65%)	29 (70%)
Changes in severity of crimes following completion of order	7 same severity 4 slightly lower severity	8 same severity 1 lower severity 1 higher severity	All similar severity	<b>Mostly same severity</b>	General same type/severity of crimes over time	General same type/severity of crimes over time

Source: Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015

Those who have reoffended show a limited change in the severity of offences committed post program. The change in severity is measured by a change in National Offence Index (NOI), with a higher NOI reflecting a less severe crime.<sup>37</sup> The pre-program average NOI was 74 reflecting property related offences. The post-program average NOI was 87 reflecting less serious property related offences, for example, a young person may move from committing illegal entry with intent to a break and enter.

Aboriginal and/or Torres Strait Islander young people are over-represented in the YJS and represent a particularly large portion of Youth Justice clients in Northern Queensland. Table 5-7 provides an overview of recidivism and severity of offences for Indigenous young people.

Table 5-7: Recidivism for Aboriginal and/or Torres Strait Islander participants of the Lincoln Springs SYBC

	Voluntary BCOs	BCOs	Mandatory MV BCOs	Total SYBC participants	SYBC comparison cohort	MV comparison cohort
Percentage of total cohort (including non-completions) that are Aboriginal and/or Torres Strait Islander	73%	80%	85%	<b>83%</b>	81%	87%
Percentage of successful completions that are Aboriginal and/or Torres Strait Islander	10/14 (71%) Indigenous	9/10 (90%) Indigenous	22/27 (81%) Indigenous	<b>25/31 (81%) Indigenous</b>	62/75 (82%) Indigenous	35/41 (85%) Indigenous

<sup>37</sup> NOI is an ordinal ranking of ANZSOC offence categories developed by the ABS. A survey of public perceptions of seriousness was a major input into the NOI. The seriousness of a crime is reflected by a lower NOI. The averages described do not directly relate to a specific type of crime and instead reflect a range. The 70s range refers to miscellaneous thefts and the 80s range refers to harassment, property damage and drink driving.

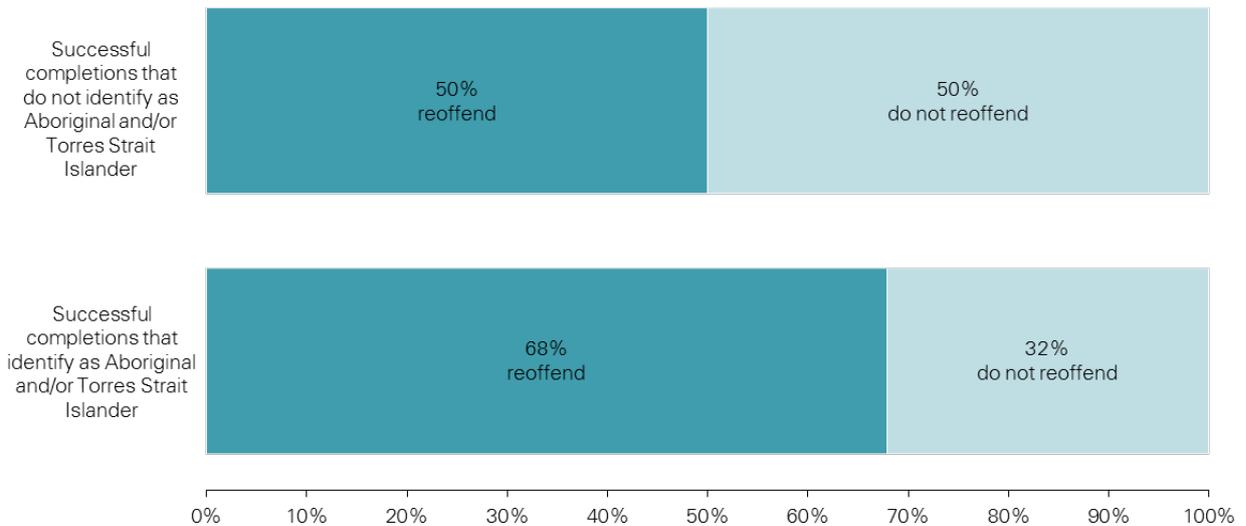
	Voluntary BCOs	BCOs	Mandatory MV BCOs	Total SYBC participants	SYBC comparison cohort	MV comparison cohort
Percentage of reoffenders that are Aboriginal and/or Torres Strait Islander	10/11 (91%)	6/7 (86%)	5/5 (100%)	<b>21/25 (84%)</b>	69/85 (81%)	39/45 (87%)

Source: Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015

Aboriginal and/or Torres Strait Islander young people are completing the program at a slightly higher rate than non-Indigenous young people, i.e. 80 per cent of BCOs identified as Aboriginal and/or Torres Strait Islander and 90 per cent of completions identified as Aboriginal and/or Torres Strait Islander. However, Aboriginal and/or Torres Strait Islander young people account for slightly more reoffenders. Given the low numbers of participants, this should not be taken as an accurate representation of the outcomes of the program, but merely as an early indicator. Figure 5-7 provides an overview of the reoffending of successful completions by Aboriginal and/or Torres Strait Islander status.

Figure 5-7: Recidivism of successful Lincoln Springs SYBC program completions by Aboriginal and/or Torres Strait Islander status

**Percentage of successful completions that reoffend by Aboriginal and/or Torres Strait Islander status**



Source: Youth Justice, Youth Justice recidivism data received 27/05/2015 correct as of 31/03/2015

Aboriginal and/or Torres Strait Islander successful completions are reoffending at a higher rate than non-Aboriginal and/or Torres Strait Islander successful completions. This suggests that the program is less effective for Indigenous young people and could be attributed to the lack of culturally relevant programming. However, it should be noted that this only includes a very small number of young people and relies on self-identification.

The delinquency score as measured by short self-report delinquency scale for Australian adolescents is the only measure to show an improvement greater than the identified target. SYBC participants demonstrated a 67 per cent decrease in the total delinquency score from a pre-program average of

23.8 to a post program average of 7.8 surpassing the target of a 50 per cent decrease in the average delinquency score. However, it should be noted that this only included 17 young people, a very small sample size and that the delinquency score is subject to response bias. The delinquency score is also measured over a three to six month time period (depending on the length of order), rather than 12 month, time period due to the small evaluation timeframe.

As part of the primary goal to reduce reoffending among young people, a range of other objectives and targets were identified that directly correspond to risk factors which increase the likelihood of a young person participating in antisocial behaviour. These are described in the following sections.

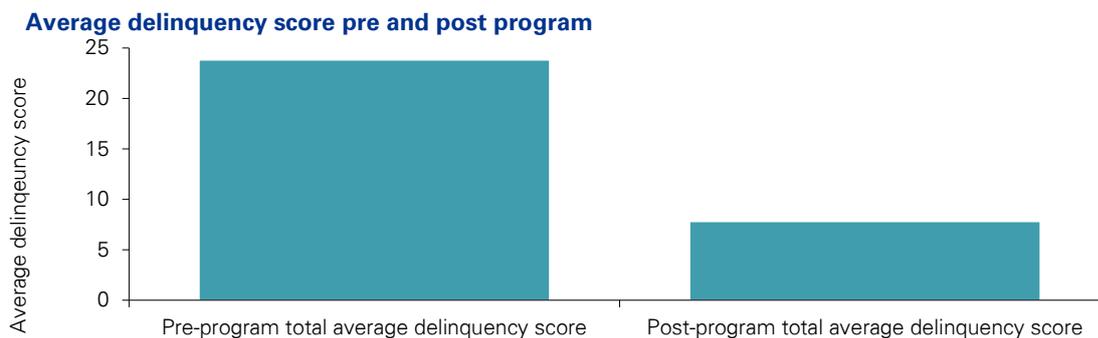
### 5.2.2 Objective: Develop discipline and respect among young people

The *Evaluation Plan* aimed to assess this objective against:

- A target of a 50 per cent decrease in the average delinquency score; and
- Qualitative evidence from case files and interviews with participants and families regarding the development of discipline and respect among young people

There has been a decrease in the total delinquency score to surpass the 50 per cent target identified. Figure 5-8 shows this decrease.

Figure 5-8: Change in Lincoln Springs SYBC participants average delinquency score



Notes: n = 17

Source: Youth Justice, Youth Justice outcomes data received 27/05/2015 correct as of 31/03/2015

The decrease in the delinquency score to some extent reflects improving discipline. However, it should be noted that only 17 young people responded to this section of the Youth Outcomes Questionnaire, this very small number does not carry a heavy weighting. Further, the delinquency score is subject to response bias and is not always a true reflection of the behaviour of the young person.

Stakeholder consultations and case files have demonstrated some anecdotal evidence of increased discipline. The case plans show three young people who demonstrated significant issues with disrespect stemming from fractured family relationships and a lack of discipline. Where this was identified as an issue, the SYBC provider worked with the young person and their family to build caring and positive relationships. In two instances, this involved being connected to external support services; for others, the community mentor provided regular transport, assistance, advice and information to the family in order to improve relationships. Outcomes entered by SYBC provider show one young person with improved relationships with their mother and two young people regularly attending external family counselling sessions. Young people KPMG saw during the residential phase of the program

demonstrated significant respect for youth workers and other members of the team and discipline for instance by waking at six am every morning. However, the SYBC service provider did not indicate that the community integration phase had any aspects which would enable the learnings from this structured regime to be transferred into a home environment when the young person was back in the community

This objective is considered only partially complete given the limited evidence there is to show significant improvements in the respect and discipline of young people once they are back in the community.

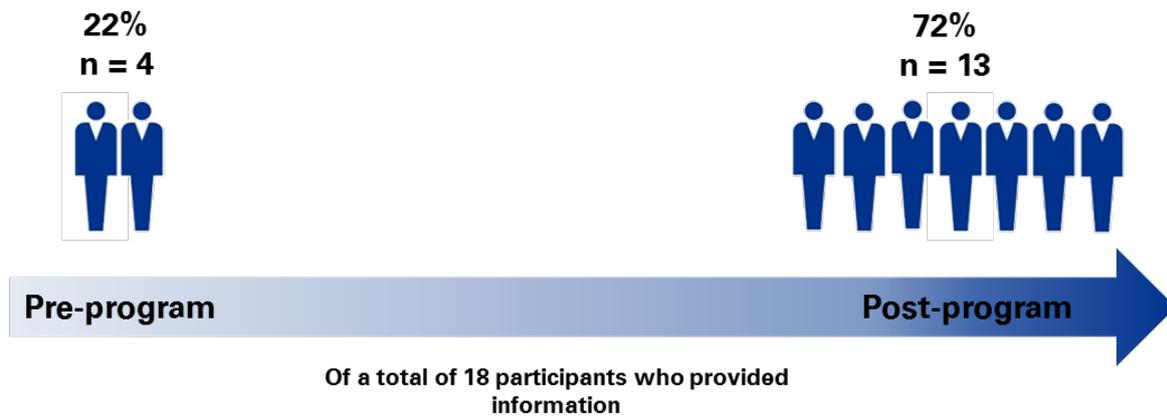
### 5.2.3 Objective: Engage/re-engage young people in education, training and/or employment

The *Evaluation Plan* aimed to assess this objective against:

- A target of a 30 per cent or more increase in the number of young people regularly attending school; and
- A target of a 75 per cent of young people placed in education, training and/or employment.

Figure 5-9 shows an increase in self-reported school attendance for the 18 participants who provided information.

*Figure 5-9: Change in self-reported regular attendance for Lincoln Springs SYBC participants*



Notes: n = 18

Source: Youth Justice, Youth Justice outcomes data received 27/05/2015 correct as of 31/03/2015

Self-reported school enrolments increased by one person which represents only one extra young person attending school out 18 young people who completed the YOQ.

Of the 50 distinct young people for whom case plans are available, 44 have identified issues in education, training and/or employment. Of these, 32 have been successfully engaged in education, training and/or employment accounting (72 per cent) of young people. While this is close to the target of 75 per cent, it should be noted that a few of the young people engaged in education, training or employment were on mandatory BCOs, were less entrenched and were engaged in education before they were sent on the boot camp program. Consequently, reengaging them in school does not represent a significant change in their educational status, even though mandatory sentencing may have disrupted their education, and reflects a successful return to the status quo after their absence from school at the residential phase.

Analysis of case files and stakeholder consultations indicated that most of the work done to re-engage young people in education, training and/or employment is done outside the residential phase (where there is little focus on education or training). Community mentors work with the young person to identify and help remove the barriers to engaging in education, training and/or employment (assisting with the necessary paperwork or encouraging a school to accept a youth offender). Where a training program or education opportunity does not work out the community mentor will find another one. The key thing to note here is that engagement in education, training and/or employment appears to be driven by the service provider staff rather than the young people. Stakeholders have indicated that more needs to be done in the residential phase to prepare young people to return to education, training and/or employment so that once in the community integration phase there is a greater willingness to engage. Further, stakeholders also indicated that the success the SYBC service provider has had getting young people into education has been driven largely by the availability of "flexi" schools such as the Holy Spirit in Townsville. Where such alternative schools are not available (such as in Atherton) it is considerably more difficult to return young people to education.

This objective is considered only partially achieved because while it has increased self-reported regular attendance, there has been limited movements in enrolments and limited preparedness for young people to enter education, training and/or employment. The inability to achieve this objective is likely a reflection of the fact that the residential phase has limited to no educational component (discussed in Section 4.2.1).

#### **5.2.4 Objective: Strengthen and maintain young people's family relationships**

This objective can only be assessed qualitatively through case plan notes, consults with stakeholders and interviews with participants and family members.

The case plans indicate a strong emphasis during the community integration phase on repairing and rebuilding family relationships. Of the 50 distinct young people with available case plans (some are still in the program), 36 have identified issues with family relationships. There is significant variety in the reasons for family relationship issues varying from long histories of drug and alcohol abuse, tension between the young person and family, lack of discipline, estrangement or issues with domestic violence or abuse. The SYBC provider works to identify the root cause of the issue and provide appropriate support. For example, if drug and alcohol abuse are identified, work is done to identify appropriate support services and link the family to these. For other young people who are estranged or have family tensions, the SYBC provider attempts to provide family counselling either through an external provider or more frequently with the community mentor. However it should be noted that the SYBC service provider staff are not trained to implement evidence based family therapy and instead the community mentors only provide family support. Consequently, there are concerns by some stakeholders that the current community integration model which involves driving the young person to their required activities and/or performing everyday basic tasks for the family does not teach the family to function independently. Instead stakeholders raised concerns that the current community integration phase created dependency on the provider.

It should be noted that the families involved in this program are particularly difficult to engage with and Youth Justice has had limited success encouraging them to attend Youth Justice programming in the past. It is possible that creating a strong relationship (it is noted that any relationship would need to have clear and appropriate boundaries which are not necessarily present in the current program) is a necessary first step to develop a trusting relationship between the provider and the family. However, for the relationship to encourage positive change the provider would need to have the skills to provide interventional family therapy that works towards developing self-efficiency and capacity. As discussed before the SYBC provider staff do not have training to deliver this family intervention.

Limited improvements in family relationships were demonstrated in interviews with participants and families which indicated some improvements due to improved personal skills, attitude and respect. Young people indicated that these changes were all due to the focus on team work activities during the residential phase of the program. While there were limited improvements in personal skills contributing to family function, exclusion of families from the program (particularly in the residential phase) inhibited the ability of the program to effectively rebuild family relationships and consequently this objective is considered only partially achieved.

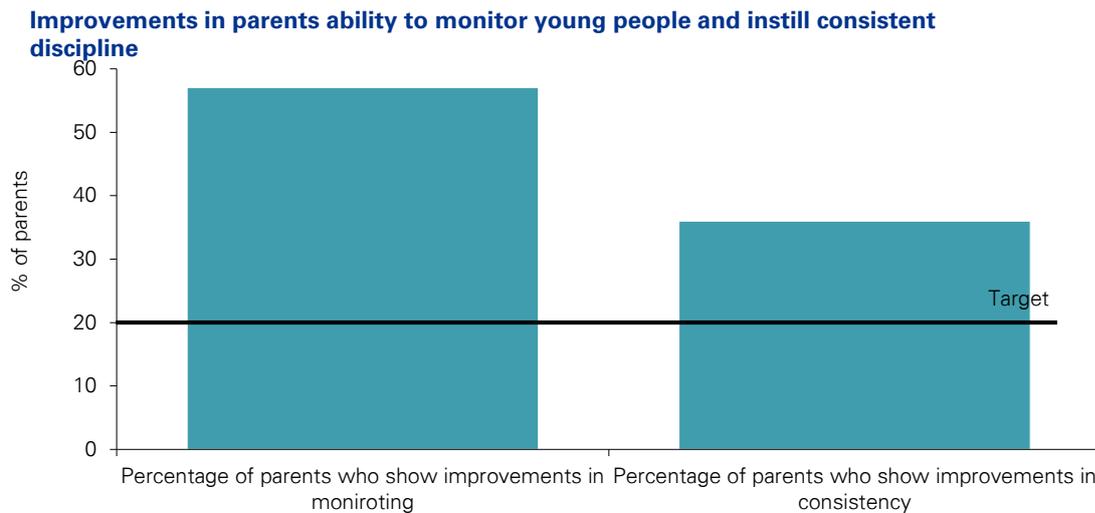
### 5.2.5 Objective: Improve young people's families ability to supervise and support young people

The *Evaluation Plan* identifies a target of:

- 20 per cent of young people's parents become less regular in their use of inconsistent discipline; and
- 20 per cent of parents become less regular in their use of poor monitoring/supervision.

Figure 5-10 shows improvements in the young person's family's ability to supervise/monitor the young person and improvements in instilling consistent discipline.

*Figure 5-10: Post-program improvements in ability of parents of SYBC Lincoln Springs participants to monitor young people and instil consistent discipline*



Notes: n = 11

Source: Youth Justice, Youth Justice outcomes data received 27/05/2015 correct as of 31/03/2015

Both improvements surpass the Youth Justice identified target of 20 per cent of parents showing an improvement. However, both parenting outcomes refer only to the 11 parents (36 per cent of completions) who completed the questionnaire. The particularly small number of responses means that a change by a few parents is reflected in a significant improvement in program outcomes. For example the 36 per cent of parents who showed improvements in instilling consistent discipline amounts to a total of only four parents.

These positive outcomes were contradicted by interviews with SYBC participants and families who indicated that they did not feel that they had been provided with the tools to encourage positive behavioural change. Consequently, this objective is considered only partially achieved. The ability to

support families and encourage positive behavioural change in the families was limited by the fact that none of the SYBC service provider staff have any training in supporting families and working with young people. This has hindered the achievement of program objectives.

### **5.2.6 Objective: To positively engage young people and their communities**

The *Evaluation Plan* states that this objective will be assessed qualitatively. It has been assessed through analysis of case plans and consults with stakeholders including participants and family members.

Analysis of case plans demonstrated that community mentors work with most young people and their extended family and peer group to resolve relationship issues. There is also a significant effort, particularly obvious in Atherton, to engage the young people in community activities such as football teams. Stakeholders acknowledged the effort and dedication of many of the community mentors, and the mentors were able to point to anecdotal evidence of success engaging young people in pro-social activities. However, the extent to which these supports are taken up or continued on an ongoing basis is limited and varied between participant depending upon the young person's attitude and determination to engage. Further, families and participants reported that continued engagement was largely dependent on the service provider's ability to transport the young person to and from activities. Once the program and the transport ends the young people stop attending community programs. Some stakeholders considered that this was evidence that the community mentors contributed to a culture of dependency between the young person and the provider or at least did not develop ways to improve self-efficiency.

As stated previously the lack of community consultation and community engagement has been a particular issue and has severely limited the ability of the program to engage the community. Were the program able to engage the community more effectively it is possible that the young people would have access to a greater range of community organisations and opportunities.

### **5.2.7 Objective: Strengthen young people's sense of cultural identity and connection to their cultural communities**

This objective was identified as being assessed qualitatively after assessing case plans and consults with Aboriginal and/or Torres Strait Islander community elders.

Given the high rate of Aboriginal and/or Torres Strait Islander young people in the program being able to reconnect them to their culture and community is a particularly important objective. However, as discussed in Section 4.2.1 stakeholder consultations raised serious concerns about the lack of community and cultural engagement which has resulted in no opportunity to strengthen the young person's sense of cultural identity. Consequently, this objective is not considered to have been achieved.

Excluding the Aboriginal and/or Torres Strait Islander community from the program has resulted in strong criticism from parents and families of participants as well as local Aboriginal and/or Torres Strait Islander about the ability of the program to repair the broken link between the young person and their community. The lack of involvement of the community and in particular the limited ability of male Aboriginal and/or Torres Strait Islander community mentors for the young men in the program was considered to significantly impair the ability of the program to strengthen cultural connections. The reports by the community of a lack of involvement is supported by the case plans which show no evidence of efforts to develop the participants' cultural identity and connection to the community and therefore no change in the young person's connection to their culture.

### 5.2.8 Objective: Improve the stability, health and well-being of young people

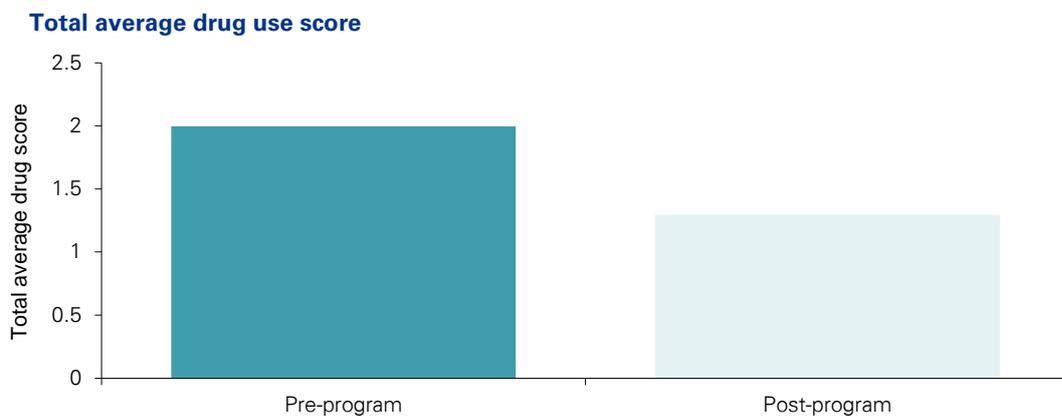
Youth Justice identified three targets for the achievement of this aspect of the program:

1. A 50 per cent decrease in the total average score of drug use;
2. A 50 per cent of participants have clinical improvements in the Youth Outcomes Questionnaire; and
3. A 15 per cent increase in resilience scores.

Figure 5-11 demonstrates the post-program decrease in the total average drug use score.

There has been a decrease in the total average score of drug use down from a pre-program average of two to 1.3 representing a percentage change of 35 per cent below the Youth Justice identified target of a 50 per cent decrease. Figure 5-11 provides an overview of the total average drug use score in SYBC participants.

Figure 5-11: Change in total average drug use score of Lincoln Springs SYBC participants



Notes: n = 17

Source: Youth Justice, Youth Justice outcomes data received 27/05/2015 correct as of 31/03/2015

The decrease from a pre-program average of two to a post-program total average drug use score of 1.3 represents only a 35 per cent decrease in drug use and does not reach the 50 per cent target identified by Youth Justice. Only 17 young people took part in the drug use questionnaire and consequently this is not considered an accurate measure of improvements in health and well-being.

Post-program 50 per cent of young people (nine young people) demonstrated clinical improvements in health and well-being in the Youth Outcomes Questionnaire, just reaching the 50 per cent target. None of the participants associated the exercise or work undertaken during the residential phase with better health, but on visiting the site it was clear that the young people were healthier for getting regular food, exercise, sleep and abstaining from drugs. Psychometric tests show that 21 per cent of young people (four) young people show a significant increase in resilience (increase in resilience is defined as 20 per cent or more increase in the resilience score) meeting the Youth Justice identified target of 15 per cent of young people showing an increase in resilience. Only one participant self-reported improvements in her mental health directly attributable to the program (specifically, as a result of discussions with the counsellor at Lincoln Springs). This objective is only considered partially achieved given that it is unclear whether there has been substantial decrease in drug use.

### 5.2.9 Objective: Increase the young people's access to positive recreational and leisure activities

The *Evaluation Plan* identifies this goal as to be assessed qualitatively based on analysis of case plans and consults with stakeholders and participants and understanding of the SYBC program.

Stakeholder consultations have indicated SYBC provider provides young people with a range of activities to which they would otherwise not have access. This includes horse riding and activities on the residential phase as well as programs such as the Courage Program run by Ian Bone in the community integration phase. Young people are also encouraged to engage in sporting teams, in particular local football teams. As discussed previously young people appreciated the ability to attend this programming because of the transport the SYBC provider delivered.

### 5.2.10 Objective: Improve young people's personal, social and life skills

Youth Justice identified that this aspect of the program of the program would be assessed against:

1. A 15 per cent increase in resilience scores; and
2. Qualitative evidence

Interviews with participants and families indicated that an improvement in interpersonal skills was the most common outcome achieved. This was attributed to the focus on team work activities in the residential phase of the program but also the opportunity to participate in Youth Justice programs such as ART and CHART. The SYBC service provider indicated that horsemanship was designed to improve communication, personal skills and respect. However, this was not identified as a contributory factor by the young people and their families who all considered that the horsemanship was simply a vocational skill, and did not recognise the way in which animal therapy can help develop personal attributes. There are some indications that the positive and welcoming atmosphere created by the residential is having an immediate impact on the young people in this phase. Below is the case study based on a letter written to the SYBC service provider staff at the end of the residential phase by one participant.

<b>Case Study SYBC</b>	<b>Key outcomes achieved</b>
<p><b>Pre-program issues:</b> A young male sentenced to the program for being involved in motor vehicle crimes.</p> <p><b>Program aspects:</b> At this stage the young person had only completed the residential phase which included horse riding, leatherwork, adventure based learning and the daily debrief sessions. At these debrief sessions participants and the youth workers rate one another against desired behaviours, such as participation. Giving and receiving feedback in this way is reported as providing the young people with an incentive, and the skills, to improve their behaviour.</p> <p><b>Outcomes:</b> At the end of the residential the young person stated that he felt he had made significant improvements in his behaviour. He stated "I just wanna say thanks to all the mentors and staff for providing me food and making me feel like I'm at home. I really enjoyed all the program especially horse riding throughout the past couple of weeks, looking back from when I first came here, I've learnt lots of new things and have lots of good memories, so when I go back to Cairns I'll go straight back to school, back to footy training and I'll carry all the good and fun memories with me, but I won't forget." He emphasised one staff in particular who made him feel happy and welcome, something he wants to translate into his life outside of the program. He also displayed a desire to not reoffend again.</p>	<p>✓ Improved personal and inter-personal skills</p>

Whether, the young man is able to translate the skills he learnt and the behavioural changes that occurred back into his life in the community is unclear and will depend to a great extent on the ability of activities and support provided during the community integration phase to address risk factors and enable the young person to build resilience.

There has been an improvement in resilience scores that surpass the Youth Justice identified 15 per cent target.

Of the 50 young people, case plans are available for 14 and have identified issues with anger or aggressive behaviour or peer relationship conflicts. To resolve these issues, eight of the young people have been referred to a Youth Justice run ART or CHART program. The large majority are counselled by the SYBC provider's community mentors to develop strategies to deal with their anger or aggression (this is practical support rather than clinical or therapeutic support). There are few outcomes comments provided in relation to these young people. However, one young person is reported to have demonstrated improved coping mechanisms and resiliency. Consequently, while this objective is considered to be achieved it has been largely achieved by Youth Justice services rather than the SYBC provider.

### **5.2.11 Objective: Provide a consequence for young people's behaviour**

The fact that this program is a sentenced program is prima facie an indication to the young person that being sent on the program is a consequence for their criminal behaviour.

Various concerns were raised by parents of participants that the program is not an appropriate consequence for their child's behaviour. Some feel that the programming is fun and relaxing and in reality the program is closer to a holiday camp or social club rather than an appropriate consequence (see Table I - 6 in Appendix I). There was a general consensus among parents of participants that the program should be more challenging or difficult. However, although CYDC does not provide the level of outdoor activity, and has greater restrictions on the young person's liberty, many young people reported that being sentenced to detention allows them to socialise with their friends while escaping from the issues they face at home. Anecdotal evidence suggests that sometimes young people report that they choose to participate in criminal behaviour as they are happy to be sentenced to detention or the Boot Camp, where they received regular food, can sleep undisturbed, and have a break from the ongoing issues in their home life.

This objective is considered achieved as there is a consequence for the young person's criminal behaviour regardless of whether this consequence is perceived negatively or positively, which varies between participants and families.

### **5.2.12 Overall**

It is unclear whether the SYBC program has been effective in achieving the overarching objective to reduce reoffending among participants. However, the limited evidence shows that in the short-term the program has been effective in achieving lower order objectives such as improving engagement in education, training and/or employment or improved personal, social and life skills. These all address the identified risk factors that contribute to potential offending behaviour (see Literature Review in Appendix B). Consequently, achieving these secondary objectives represents a reduction in risk factors and could decrease the likelihood of future offending over the longer term. It is important to consider that these young people are particularly difficult cohort to work with, they have been through other

Youth Justice interventions multiple times without success and they are unlikely to experience significant changes in the short time since the start of the program.

Whether the improvements in health and well-being, access to recreational and leisure activities and life skills demonstrated by the SYBC participants will translate into a long term reduction in youth offending will require a longitudinal study. Further, it is unclear whether these outcomes differ substantially from young people who have been through other Youth Justice programs. For example, stakeholders reported that young people often display improvements in health and well-being immediately after being released from detention because of access to nutritional food and health services while in detention but these improvements reverse soon after and do not result in a reduction of reoffending. It is difficult to determine at this early stage whether changes will translate into the long-term benefits, and stakeholder feedback was that this was unlikely.

Indeed many of the changes in health and well-being were considered by stakeholders to be more a reflection on the difficult families and communities in which these young people live, rather than the positive impact of a particular program. Consequently, any positive change the program aims to make will need to focus on improving the environment they young people live in. It requires improvements in objectives such as:

- Improvements in young people's family ability to supervise and monitor the young person;
- Strengthen and maintain young people's family relationships;
- Positively engage young people with their communities;
- Strengthen young people's sense of cultural identity and connection to cultural communities; and
- Engage/re-engage young people in education, training and/or employment.

Some of these objectives such as engaging young people in education, training and/or employment are occurring, although there is still room for improvement. Other objectives in particular engagement with community, improved cultural connections or improved family relationships are limited by the fact that the program lacks a specialised family therapist and has had limited to no communication or collaboration with the local community. Consequently, these objectives have not been achieved (or only partially achieved). Without them there is less likely to be any significant change in the young person's long-term offending behaviour.

It is also important to note that the most work done to achieve these objectives occurs in the community integration phase. Some aspects are only practicable during the community integration phase, such as building the young person's connection to the community and building family relationships given the remote location. However, there are other aspects of the program, such as behavioural improvement and working to prepare a young person to reengage in education, training or employment, that occur primarily in the community integration phase but which could begin in the residential phase. While most work to achieve objectives occurs during the community integration phase, the phase is relatively under-resourced, with high and increasing ratios of young people to each community mentor.

**Effectiveness and achievements of outcomes key findings:**

1. The (limited) evidence available demonstrates some short-term benefits and potential for longer term benefits for EIYBC participants
2. There are very few young people who have completed the SYBC through to the end of the community integration phase, only 35, so there is insufficient data to reach any conclusions on recidivism rates which could be extrapolated over a future cohort.
3. Success in achieving objectives outside of reduced recidivism varies significantly with most objectives that involve the family or community considered unachieved

## 6. Cost of the program

The following sections (Section 6 and 7) analyse the costs of the program in order to supplement the understanding of the program and its outcomes and answer the evaluation question – have there been any unintended costs or outcomes of the program?

There are costs totalling \$6.5 million recorded in DJAGs books of account against the YBC program during the evaluation period to 31 March 2015. A breakdown of these costs is shown in the Table 6-1 below.

Table 6-1: YBC program expenditure for period 1 January 2013 to 31 March 2015

	SYBC \$	EIYBC \$	YBC \$	Total \$
<b>Grant payment</b>				
Fraser/Sunshine Coast grant		530,667		
Gold Coast grant (inc. establishment grant)		803,835		
Rockhampton grant		675,474		
SYBC grant	3,742,511			
SYBC incentive payment	34,500			
SYBC output payment	144,000			
<b>Grant payment subtotal</b>	<b>3,737,678</b>	<b>2,009,976</b>	-	<b>5,747,654</b>
<b>Travel allowance</b>				
Travel - Fraser/Sunshine Coast		227		
Travel - Rockhampton		1,191		
Travel - SYBC	4,679			
<b>Travel subtotal</b>	<b>4,679</b>	<b>1,418</b>	-	<b>6,097</b>
<b>Legal expenses</b>				
Legal expenses - SYBC	65,769			
Legal expenses - EIYBC		7,369		
Legal expenses - YBC			15,361	
<b>Legal expenses subtotal</b>	<b>65,769</b>	<b>7,369</b>	<b>15,361</b>	<b>88,499</b>
<b>SYBC expenditure - other on-going</b>				
Sublease costs (inc. legal costs)	288,580			
Dump maintenance costs	2,727			
Utilities	47,416			
Outfitting	7,109			
Transportation of participants	6,458			
<b>SYBC expenditure - other on-going subtotal</b>	<b>352,291</b>	-	-	<b>352,291</b>
<b>SYBC expenditure - one-off set up costs</b>				
Capital expense	26,610			
Property search	28,243			
CYDC staff equipment	2,764			
Furnishings	40,418			
<b>SYBC other expenditure subtotal</b>	<b>98,035</b>	-	-	<b>98,035</b>
<b>YBC expenditure - other</b>				
Training expenses			2,593	
Project staff employee expenses			131,443	
Project staff travel expenses			466	
Project staff communication expenses			2,518	
<b>YBC other expenditure subtotal</b>			<b>137,019</b>	<b>137,019</b>
<b>Total</b>	<b>4,258,452</b>	<b>2,018,763</b>	<b>152,380</b>	<b>6,429,595</b>
<b>Grand total</b>				<b>13,225,855</b>

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015

As the data shows, \$4.4 million, (67 per cent of the total) is directly attributable to the SYBC element, \$2.02 million (31 per cent) is directly attributable to the EIYBC element, and \$152,380 (two per cent of the total) relates to the whole program.

The program incurred significant set-up costs, relating to:

- Legal fees of \$88,499 in total, 74 per cent attributable to the SYBC; and
- Set up costs of \$98,035 all attributable to the SYBC.

Table 6-2 provides an overview of the operation of all four Boot Camps, for the period up to 31 March 2015, which represents the services which the expenditure has paid for.

*Table 6-2: Overview of programs*

	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC	Lincoln Springs SYBC
Date started	February 2013	October 2013	October 2013	December 2013
Months of operation within the evaluation period (to 31/03/2015)	25 months	18 months	18 months	15 months
Target number of residential phase cohorts for period of operation	9 (4 per year)	6 (4 per year)	6 (3 per year)	N/A
Target number of young people completing the program <sup>38</sup>	24 young people per year	20 young people per year	30 young people per year	84-144 young people per year
Number of young people completed program	43 young people (in 10 cohorts)	48 young people (in 7 cohorts)	24 young people (in 5 cohorts)	30 young people (14 voluntary participants were only provided the residential phase)
Payments made to service providers under contract	\$793,835 <sup>39</sup>	\$530,667	\$675,474	\$3,737,678 <sup>40</sup>
Monthly equivalent	\$31,753	\$29,481	\$37,526	\$261,400

*Source: Adapted from EIYBC service agreements, SYBC contract and Youth Justice, Youth Justice Program Participation Data (Department of Justice and Attorney-General, 2015). Youth Justice payment data received via email dated 3/06/2015*

As the table above shows, there is a wide range of outputs being delivered, with different start dates, number of young people participating and completing the program. Underlying these implementation differences are other more fundamental differences, such as service delivery models between the individual Early Intervention Boot Camps, and the completely different nature of the Sentenced Boot Camp.

Nevertheless, it can be seen that 65 per cent (\$3,737,678) of payments made to service providers relate to the SYBC. The EIYBC service providers' monthly equivalent payments range from \$29,481 per month for the Fraser/Sunshine Coast EIYBC, to \$37,526 per month for the Rockhampton EIYBC. It

<sup>38</sup> As identified by the relevant Service Agreement or contract

<sup>39</sup> Includes \$10,000 set-up grant

<sup>40</sup> Includes \$276,765 in ROI payments under contract, \$144,000 output payments, and \$34,500 incentive payments

should be noted that Fraser/Sunshine Coast EIYBC is the only EIYBC which did not receive payment for set up costs, which may contribute towards its lower monthly average cost.

Financial data was requested from the service providers to show how the funding received was expended, to see whether the costs revealed service delivery differences. Table 6-3 below provides a comparison of all Youth Boot Camps and the expenditure incurred by the service providers.

Table 6-3: Overview of Service provider Youth Boot Camp expenditure

	Gold Coast EIYBC		Fraser/Sunshine Coast EIYBC		Rockhampton EIYBC		Lincoln Spring SYBC	
	\$	%	\$	%	\$	%	\$	%
Administration	71,994	12	20,941	5	27,135	6	129,795	4
Service fees	36,370	6	-	0	35		7,632	
Motor vehicles	37,492	6	35,244	8	30,246	6	226,874	7
Staff wages	271,273	44	255,611	56	164,897	35	1,423,982	45
Other staff expenses	45,729	7	-	0	27,536	6	571,132	18
Staff development and training	9,294	1	47,821	10	-		1,457	
Property and energy costs	87,550	14	41,977	9	9,284	2	172,487	5
Food and drink	20,810	3	24,883	5	244		91,047	3
Travel and accommodation	117	0	-	0	20,074	4	177,539	6
Setup costs	-	0	-	0	33,846	7	112,313	3
Program costs	33,355	5	32,257	7	200	0	230,677	7
Other	5,818	1	-	0	159,518	34	8,232	0
<b>Total</b>	<b>619,803</b>	<b>100</b>	<b>458,734</b>	<b>100</b>	<b>473,016</b>	<b>100</b>	<b>3,153,168</b>	<b>100</b>
<b>Payments received</b>	<b>793,835</b>		<b>530,667</b>		<b>675,474</b>		<b>3,737,678</b>	
<b>Difference</b>	<b>100,032</b>		<b>71,933</b>		<b>202,458</b>		<b>584,510</b>	

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015 Revised payment figures for SYBC received from Youth Justice via email dated 22/07/2015

As might be expected staff costs are the greatest proportion of total cost across all YBCs, ranging from 35 per cent (Rockhampton) to 55 per cent (Fraser/Sunshine Coast). Administration costs range from 4 per cent (Lincoln Springs) to 12 per cent (Gold Coast), indicating that the programs are being run internally in an efficient manner.

The SYBC has the highest percentage of other staff costs, and travel costs, which is probably due to the:

- Larger catchment – the geographical area covered for the SYBC program is significantly larger than any of the other programs and consequently it is required to provide services and staff across this broad area;
- Remote location – the SYBC residential phase is located on a remote property four hours west of Townsville. While all EIYBCs have a remote aspect to them (Rockhampton EIYBC travels from Rockhampton to the Gold Coast hinterland and Gold Coast EIYBC and Fraser/Sunshine Coast EIYBC all take young people to camping/hiking activities in remote bush) they are able to do this on a group basis i.e. taking out and back all 10 young people and the program officers out at the same

time. The nature of the SYBC program means that young people are transported to the facility on an ad hoc basis as they are sentenced. This requires the community mentor to drive from Atherton, Cairns or Townsville with the young person and return, which is a 12-hour return trip. It also requires staff to be at the remote residential facility at all times, regardless of whether there are any young people there.

All providers report spending less on delivery than they receive from the Department, as shown in Table 6-3 above totaling \$0.96million. For SYBC, \$276,765 of the \$584,510 relates to the agreed "profit margin" including in the contract. This was later substituted for payments on the achievement of outcomes during the period under review, to incentivize the provider, and to represent additional costs incurred when the number of residents exceeded eight, which to 31 March 2015 amounted to an additional \$34,500 and \$144,000 respectively. The combination of the difference between the grant payments and expenditure, and the incentive payments means that the SYBC provider has received \$580,510 more than it has expended on running the program, which is equivalent to a profit margin of approximately 15 per cent on the total payments to the SYBC provider of \$3,737,678. Without the need to provide a margin to a third party provider, the Department could conceivably deliver the same program in-house, and re-direct this additional funding against the community integration phase, which is perceived by many stakeholders to be under-resourced. The service provider could also have re-directed the output payments towards the community integration phase, without reducing their agreed profit margin. The Department may wish to consider the value for money represented by the payments made to SYBC and whether a 15 per cent profit margin is acceptable going forward.

For the EIYBC providers the lower level of underspend may represent an efficient and sustainable delivery of the program, and/or timing differences in the way costs are incurred, a failure to correctly charge organization overheads against the program, or simply the fact that with a new program it is difficult to estimate the costs accurately in advance. In any case the Department is able to recoup unspent funds from the EIYBC providers.

The large discrepancies between the payments made to the providers and the amount reported by them as expended on delivery means that it has not been possible to allocate the costs to the Department between the phases of the program. The SYBC provider reported that approximately one third of their costs related to the community integration and mentoring phases, but these figures could be significantly changed by any allocation of the \$767,842. Nevertheless it is clear from stakeholder feedback that all of the providers have focused effort into the residential phases of the programs and that these are where most costs sit. The literature review and stakeholder feedback also suggests that for the SYBC most of the benefits and long term outcomes would be achieved in the community integration and mentoring phases, indicating that more resources should be allocated here. The funding supplied to the provider for SYBC would seem to be adequate to increase the allocation of resources to the community integration phase.

## 6.1 Early Intervention Youth Boot Camp program costs

The Department has incurred direct costs to implement and run the EIYBC totalling \$2,018,763 in the period to 31 March 2015. The costs related to EIYBC are provided in Table 6-4.

*Table 6-4: Costs relating to EIYBC incurred up to 31 March 2015*

Grant payment	\$
Fraser/Sunshine Coast grant	530,667.31
Gold Coast grant (inc. establishment grant)	803,835.13
Rockhampton grant	675,473.75
<b>Grant payment subtotal</b>	<b>2,009,976.19</b>
Travel - Fraser/Sunshine Coast	226.43
Travel - Rockhampton	1,191.18

Legal expenses - EIYBC	7,369.00
<b>Total</b>	<b>2,018,762.80</b>

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015

Most departmental costs are related to payments to service providers, with minimal additional costs for travel and legal costs. The Department also incurred costs in the purchasing of licences to use psychometric assessment tools, used across the YBC program, establishing and paying for the administrative data system which is used to support case management and hold evaluation information, the ongoing costs of the project team and the service provider procurement process. All operational costs are born by the service providers within their contracts.

Gold Coast EIYBC's grant payment appears larger because it has been operating for a longer period (25 months compared to 18 months for the other two sites). However, as Table 6-5 below shows, Rockhampton receives the highest quarterly payment.

Table 6-5: Quarterly payments to each EIYBC

Grant payment	\$
Fraser/Sunshine Coast grant	\$88,444
Gold Coast grant (inc. establishment grant)	\$100,480
Rockhampton grant	\$112,580
<b>Quarterly grant payment made</b>	<b>\$301,502</b>

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015

The cost per participant is shown in the table below, using grant payments as a proxy for cost, and the number of participants who commenced the program.

Table 6-6: Cost per participant for each service provider

EIYBC location	Grant payment made \$	No. of participants	Cost per participant \$
<b>Fraser/Sunshine Coast</b>	530,667.31	60	8,844.46
<b>Gold Coast</b>	803,835.13	58	13,859.23
<b>Rockhampton</b>	675,473.75	44	15,351.68

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015

Gold Coast EIYBC and Fraser/Sunshine Coast EIYBC have exceeded targets for the number of young people who have participated in the programs, which means that the cost per participant is likely to be less than anticipated when the program was originally costed. Rockhampton EIYBC has however, not reached its target. The differences between the locations is a reflection of the differences in service delivery model, although all providers have disclosed that the majority of costs are related to staff.

There does not appear to be a correlation between the length of the residential phase and the cost per participant, as Fraser/Sunshine cost has the longest residential phase, and the lowest cost per participant. However, Fraser/Sunshine Coast also runs camps commercially, and has been able to use the same assets and delivery model for the EIYBC, which could also explain the lower cost. Most activities are concentrated in the residential phase of the Fraser/Sunshine Coast EIYBC program and there is little activity in the community integration phase of the program. This is in contrast with the Gold Coast EIYBC in particular, which places a lot of emphasis in the community integration phase and formal programming paid for by the provider continues into the mentoring phase. Rockhampton EIYBC also has formal programming in the community integration phase and connects young people to range of activities and programs.

No unexpected costs were reported by service providers, although the expected use of volunteer mentors to help with phase three has not eventuated at any site, and instead the service provider's staff have taken on this role. Rockhampton reported that they are taking on a family therapist to assist with phases two and three, but this cost was not incurred during the evaluation period.

## 6.2 Sentenced Youth Boot Camp program costs

The Department has incurred direct costs to implement and run the SYBC totalling \$4,441,784.95 to 31 March 2015. The make-up of these costs is shown in the table below. There have also been other costs associated with the program incurred by other departments, such as the supply of corrections officers, which has been charged against Corrections budgets, which are not included in Table 6-7 below.

Table 6-7: Departmental expenditure on the SYBC

Expenditure to 31 March 2015	\$
<b>Grant payments</b>	
Quarterly grant payments	3,742,511
Incentive payment	34,500
Output payment	144,000
<i>Grant payment subtotal</i>	<b>3,921,011</b>
<b>Other costs paid to provider</b>	
Outfitting	7,109
Transportation of participants	6,458
<i>Other costs paid to provider subtotal</i>	<b>13,567</b>
<b>Ongoing costs</b>	
Travel	4,679
Dump maintenance costs	2,727
Utilities	47,416
Sublease costs (inc. legal costs)	288,580
<i>Ongoing costs subtotal</i>	<b>343,402</b>
<b>One-off costs</b>	
Legal expenses	65,769
Capital expenses	26,610
Property search	28,243
CYDC staff equipment	2,764
Furnishings	40,418
<i>One-off costs subtotal</i>	<b>464,025</b>
<b>Other expenditure</b>	
YBC staff and contractors (estimated attribution of project staff costs)	100,777.47
<b>Total cost</b>	<b>4,842,782.93</b>

Source: KPMG analysis of Youth Justice payment data received via email dated 3/06/2015

Some of these costs, such as the property search, furnishing, legal fees and capital costs (totalling \$177,371), are most likely one-off costs which would not be repeated on an annual basis.

In addition, the Department incurred project staff costs of \$137,019.45 (including travel and communication costs). It is estimated that 85 per cent of the full time salaries of two AO7 and one AO5 officer relate to the SYBC on an on-going basis<sup>41</sup> with the balance relating to the EYBC part of the program.

In addition to these costs, setting up the SYBC incurred significant capital costs incurred through the Facilities arm of DJAG. These totalled **\$4,028,893**. There are likely to be on-going maintenance costs associated with the buildings put on site for the SYBC.

According to the breakdown of expenditure provided by Beyond Billabong, around one-third of the costs of operating the SYBC are related to the community integration phase, which mainly consists of the community mentors salaries, and overhead allocation. Stakeholder feedback and the literature review strongly indicate that this phase is where outcomes are likely to be realised. Stakeholders also indicated that the community integration phase appeared under-resourced by Beyond Billabong.

The SYBC operates 365 days a year, regardless of how many young people are resident at any given time, and the program is driven entirely by sentencing. This means that it is likely to be an inefficient way of providing an intensive program to young people, as there is no room to provide efficiencies of scale, or control the flow of young people through the program to maximise the use of resources. The SYBC experienced very low levels of occupancy during its initial period of operation, and this will also have had an adverse impact on the cost per young person.

If the payments made to the provider are used as an indication of the direct costs of delivery, then the cost per commencement is \$52,280. The SYBC had its first occupant in December 2013. If this is taken as the first day to calculate the cost per day, using the payments to the service provider only, this equates to \$8,542.51 per day for the entire facility.

To compare this to the cost of detention, as an alternative sentencing option for the cohort which this program was designed to service, the cost per day in the Report on Government Services (ROGS). ROGS calculates the cost of detention as the total recurrent expenditure divided by 365.25 days, divided by the average number of young people in detention on each day. In 2013-14 this was \$1,268 per day, on an average of 180 young people in detention (an occupancy rate of 98%), including the cost of capital. Without the cost of capital the daily rate was \$999.13.

The total annual recurrent costs for Lincoln Springs are \$3,422,384<sup>42</sup>, which does not include the cost of corrections officers who have been present on site during the period or Youth Justice workers who are present when there are more than eight residents, or the cost of capital. There have been 65 completions of the residential phase over a 15 month period, which means that the average occupancy is 3.99<sup>43</sup> young people. This gives a daily cost of \$2,350, which is significantly higher than detention (135 per cent higher). If Lincoln Springs were to achieve the same occupancy rate as other detention centres, this would make the daily cost \$797 per day (or 20 per cent lower). As this shows the daily costs are highly sensitive to occupancy rates, which in Queensland detention centres are reported at an extraordinarily high occupancy rate of 98 per cent (at least 16 percentage points higher than the WA, and 23.7 percentage points higher than the Australian average in 2013-14). It is highly unlikely that anything approaching 98 per cent could be achieved at Lincoln Springs, although it would need an occupancy rate of 78 per cent to be cost neutral with existing detention facilities.

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<sup>41</sup> Per Departmental email received 3 June 2015.

<sup>42</sup> Grant payments- \$3,921,010; travel allowance- \$4,679; other on-going costs \$352,291 totalling \$4,277,980 over 15 months, and \$3,422,385 over 12 months.

<sup>43</sup> 65 times 28 days equals 1,820 days over 15 months, 12 month equivalent 1,456. Divided by 365.25 equals 3.99 average

The use of Youth Justice project staff at the implementation phase, the use of corrections and Youth Justice staff for security at the Lincoln Springs site, and the cost of negotiating the lease were all reported by stakeholders as costs which were not anticipated at the planning stage of the program. The service provider did not report having any unanticipated costs, although Youth Justice reports that during the course of the program, the service provider made requests for additional funds to cover operational costs such as fuel, electricity, water and gas.

### 6.3 Cost comparison

#### *Early Intervention Youth Boot Camps*

A range of alternative programs are outlined in Appendix B, Section B.4.2 of the Literature Review. Other Early Intervention programs can be divided into three broad groups:

- Family/community focused programs;
- Mentoring programs; and
- Other programs.

Costs of these programs are generally not available, other than from media reports, which are an unreliable source. Two programs have been identified as early intervention programs where cost information is available, although neither is a justice run program. Table 6-8 provides the cost comparison of available programs.

*Table 6-8: Cost of comparative Early Intervention programs*

Program	Benefits achieved	Total cost (2015 AUD)	Annual cost (2015 AUD)	Cost per participant
Troubled Families Program	The full evaluation report is not available until 2016. However, interim reports show that 117,910 families were worked with between April 2011 and May 2015. Of these 105,000 families have been turned around. This means that these families demonstrating reduced anti-social behaviour, more pro-social behaviour, and children are more frequently attending school.	Evaluation of the program was released in May 2015 after the program had been running for three years (since April 2012). The program has cost a reported \$919m AUD	The average annual cost is \$306.5m AUD	In the three years of operation the program has worked with 117,910 families at a total of \$7,795 per family
Early intervention state-wide program that provides intensive case management to young people identified as at risk of entering the YJS across the state	Desired outcomes are in line with EIYBC, but the benefits achieved have not been released	The program has been running for four years at the time of the evaluation at a cost of \$21m.	The average annual cost of the program is \$5.25m. Costs have increased each year as the program has expanded and the first year of the program cost \$4.2m	\$5,652 per case closed that met targets. This program has run over a considerably longer time period and consequently some efficiencies have occurred

Source: United Kingdom Department for Communities and Local Government, Troubled Families Program, available at <https://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around> (accessed 11 March 2015).

The data used above to identify the above comparator figures is subject to limitations, in that there is considerable inconsistency between how the costs a benefits of programs are measured across jurisdictions. It is important to keep in mind when comparing these with the costs of the EIYBC that the Troubled Families program operates nationwide, is a multi-agency approach and provides significantly more intensive family support. The program also may overstate its benefits given that there are particularly loose terms of a family being 'turned around' i.e. a family is considered turned around if they have a child who is more regularly attending school.

Neither of these programs includes any form of adventure based programing, or any aspect which could be described as a "Boot camp".

### *Sentenced Youth Boot Camp*

A range of alternative programs are outlined in Appendix B, Section B.4.2 of the Literature Review. Other sentenced programs can be divided into four broad groups:

- Community/family based programs;
- Non-therapeutic programs;
- Post release programs; and
- Other programs.

Traditionally programs to deal with young offenders have been focused involve punitive sentencing. They are usually aimed at providing a consequence for the young person's behaviour as well as aiming to protect the wider community from the costs of criminal behaviour. Without therapeutic support these measures have been found to be either ineffective or in some cases actually contribute to the continuation of ongoing offending behaviour (see Section B.5.1 in Appendix B, Literature Review). These measures are also usually found to be costly.

However, the costs of these programs are normally not available other than from media reports which are unreliable and consequently there are few programs that can be used to provide cost comparisons. Table 6-9 provides the cost comparison of available programs.

*Table 6-9: Comparative costs for Sentenced Youth Boot Camp programs*

<b>Program</b>	<b>Benefits achieved</b>	<b>Total cost (2015 AUD)</b>	<b>Annual cost (2015 AUD)</b>	<b>Cost per participant</b>
Functional Family Therapy (under Multi-Systemic Therapy in Section B.5.2 of the Literature Review, Appendix B)  University of Colorado Program	<ul style="list-style-type: none"> <li>• Reduction in recidivism</li> <li>• Reduction in violent behaviour</li> </ul>	N/A	Dependent on the number of participants	\$4,396 per participant when implemented in American jurisdictions

Program	Benefits achieved	Total cost (2015 AUD)	Annual cost (2015 AUD)	Cost per participant
Family Integrated Transitions	<ul style="list-style-type: none"> <li>Significantly lower recidivism rate 18 months after release for participants compared to non-participants</li> <li>A 2009 cost-benefit analysis showed that it reduced crime outcomes by 10.2% and delivered \$5,075 in net benefits to tax payers (2009 USD).</li> </ul>	N/A	Dependent on the number of participants	There is an estimated annual cost per participant when implemented in American jurisdictions of \$15,395

Source: Washington State Institute of Public Policy – Program Cost Benefit Analysis, available at <http://www.wsipp.wa.gov/BenefitCost/Program/40>, accessed 30/06/2015

These American programs are likely to benefit from economies of scale, and not have the geographic challenges of Far North Queensland. They are also clearly focussed on family interventions to achieve the reductions in recidivism for repeat offenders, rather than delivering a program of activity for the young person in isolation<sup>44</sup>.

#### Cost key findings

1. Service providers all reported lower costs of delivering the service than the payments received from DJAG. The difference totals \$1.1million, with \$767,842 relating to the SYBC. This is likely to represent a profit margin for the SYBC provider, which could be allocated against the community integration phase, which is perceived by many stakeholders to be under-resourced
2. The cost per day of the SYBC is estimated to be \$2,350, compared to \$999 for detention (one of the alternative sentencing options).
3. The SYBC is perceived to be more expensive than alternative sentencing options costing \$4.8 million operationally over a 15 month period. In addition has incurred significant one-off capital and set up costs of \$40.3million.

<sup>44</sup> DJAG comment received via email 10 July 2015 suggests that since US incarcerates young people for lower level offences these programs may be targeting a cohort with fewer risk factors than the Queensland cohort.

## 7. Cost Benefit Analysis

This section analyses the costs of the program in order to supplement the understanding of the program and its outcomes

For any program evaluation it is important to establish not only whether benefits have been realised, but whether they are commensurate with the level of investment made to generate them. However, the business case for any investment usually includes the realisation period to be over a number of years, particularly where capital costs have been incurred. This evaluation is looking at a period of only 15 months for the SYBC, for a program which has significant capital and set up expenditure, and relatively few participants to date.

The methodology for assessing the cost benefit is set out in Appendix A (A4). The different parts of the program (EIYBC and SYBC) will be considered separately under the same framework.

Benefits to society of diversion away from criminal behaviour, or reduction in recidivism are:

- Reduction in cost to the justice system, including the police, the court and corrections systems
- Reduction in cost to the community of crime. These include the costs of repairing criminal damage, the cost to the economy when victims of crime suffer physical or psychological damage as a result of the offence, and are away from their employment or caring duties, as well as the costs of health care for victims
- Reduction in costs to the welfare system, caring for families and dependants of people who are incarcerated, and during periods of unemployment following incarceration

The SYBC also has the potential to offer financial benefits as an alternative to higher cost sentencing options (if any), and any reduction in recidivism has the potential to result in reduced costs of future sentences (such as detention) either due to reduced frequency or severity of offending.

### 7.1 Early Intervention Youth Boot Camp program cost benefit analysis

The relative cost of each EIYBC is shown below, in terms of monthly payments, and per participant. Table 7-1 provides an overview of payments and costs per completion for each EIYBC.

*Table 7-1: Payments and costs per completion for each EIYBC*

	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
Payments made to service providers	\$793,835	\$530,667	\$675,474
Cost per completion	\$13,859	\$8,844	\$15,352

*Source: KPMG analysis of Department of Justice and Attorney General, email dated 3 June 2015*

Based on the data available to date, Gold Coast has achieved the most anticipated outcomes, whilst costing less per participant than Rockhampton. Fraser/Sunshine Coast has the lowest cost per participant, but also the lowest achievement of outcomes.

The relative importance of the different intended outcomes is shown in the table below by applying a simple weighting system, based on discussion with the Department. Weighting outcomes helps to further differentiate between the service providers and their delivery models, but it does not change the ranking of the providers in terms of value for money.

While Gold Coast and Rockhampton have met targets and indicators designed to show that they have reduced the likelihood of young people engaging in criminal behaviour, there is some doubt about whether the cohort engaged in the program (across all sites) is actually made up of young people who are significantly at risk of entering the Youth Justice System.

Table 7-2: EIYBC achievement of objectives

Objectives	Gold Coast EIYBC	Fraser/Sunshine Coast EIYBC	Rockhampton EIYBC
<b>Primary Objective weighting 5/10</b>			
Reduce the likelihood of young people being involved in criminal behaviour	✓ and 1/2	✗	✓✓✓
Score out of Maximum score	7.5/15	0/15	15/15
<b>Secondary Objective weighting 3/10</b>			
Improve health and well-being of young people (with a focus on reduced substance abuse)	✓	✓✓	✓✓
Increase young people's participation in education, training and/or employment	✓✓✓	✓✓	N/A
Develop family functioning	✓✓✓	N/A	✓✓
Score out of maximum score	21/27	12/27	12/27
<b>Tertiary Objective weighting 2/10</b>			
Enhance young people's ability to operate in a routine and disciplined environment	✓✓✓	✓✓✓	✓✓
Develop the personal and inter-personal skills of young people	✓✓✓	✓	✓✓✓
Increase the self-confidence of young people	✓✓✓	✓✓✓	✓✓✓
Develop consequential thinking of young people	✓✓✓	✗	✗
Score out of maximum score	24/24	14/24	16/24
<b>Grand total score</b>	52.5/66	26/66	43/66

Source: KPMG analysis of Department of Justice and Attorney General, email dated 3 June 2015

The weighting of outcomes is indicative only, and based on discussions with Youth Justice program staff, and different weightings will give different scores. However, the Gold Coast EIYBC has performed better across all objectives, than either of the other sites, apart from the reduction in the likelihood of reoffending, where Rockhampton has the best outcomes. Stakeholder feedback and data provides suggests that the cohort of participants do not exhibit sufficiently high risk factors, or reflect the characteristics of a potential entrenched offender group, to allow the conclusion to be drawn that this program has diverted anyone away from the criminal justice system. EIYBCs have not been operating for a long enough period to tell whether the work done during the program will, over the longer term, have a positive impact on the lives of the group of young people who have participated.

Gold Coast has also performed better than the other sites in the delivery of secondary and tertiary benefits, all of which are likely to help young people to become contributing members of society, and therefore produce long term benefits. Attributing these benefits to the EIYBC over the longer term will be challenging, and not quantifiable.

## 7.2 Sentenced Youth Boot Camp program cost benefit analysis

Expenditure on the SYBC has totalled **\$8.87 million** since the start of the program, including **\$4.53 million** on capital costs, and other non-repeatable start-up costs. Given the nature of these costs, benefits would need to be accrued over a number of years to be commensurate with the investment, and it would be unreasonable to expect any program to deliver benefits within a 15 month timeframe sufficient to cover capital expenditure.

Calculations of cost show that the cost per day of operation, taking only payments made to the provider equate to \$8,542.51. A comparison against detention daily costs, not including the cost of capital, which are \$999 per shows that SYBC (at the average occupancy rate during the period) cost over twice (135 per cent higher) as much at \$2,350 per day.

Table 7-3 below shows the SYBC has not achieved the intended outcome of reducing rates of offending. This means that there is no financial benefit such as reduced detention costs going forward, or during the evaluation period, which would have arisen with reduced offending (either frequency or severity). For young people on a MVBCO the SYBC is likely to be an even more expensive option as young people who commit the same offences, but live outside the MVBCO catchment areas can receive lower intensity and lower cost orders such as probation or good behaviour orders. The SYBC is more expensive at its current occupancy levels than traditional detention, and so there is no saving by using this sentencing option over detention, especially since, based on a very small number of completions, there is no improvement in re-offending rates.

Table 7-3: Achievement of objectives

Objectives	SYBC
<b>Primary Objective</b>	
Reduce rates of reoffending among young people	✘
<b>Secondary Objective</b>	
Improve stability, health and well-being of young people (with a focus on reduced substance abuse)	✓✓✓
Engage/re-engage young people in education, training and/or employment	✓✓
Improve young people's families ability to supervise and support young people	✓ and 1/2
Positively engage young people with their communities	✘

Source: KPMG analysis of Department of Justice and Attorney General, email dated 3 June 2015

Nevertheless the SYBC has achieved some of the secondary objectives particularly in the area of improved health and well-being. Anecdotally stakeholders have reported that young people also experience improved health when in detention, due to the regular meals and uninterrupted sleep, but since this is not measured for the comparison cohort, it is not possible to tell whether the SYBC achieves significantly more improvement.

The areas of reduced substance abuse and re-engagement into education, training or employment are both potentially quantifiable, over the longer term. The lack of data on whether these improvements "stick" from such a small sample size and time period, however, makes a long term analysis difficult.

Independent studies show that substance abuse, particularly methamphetamines, put significant cost pressure on to the health and welfare system. An earlier study<sup>45</sup> into the cost to society of crime fuelled by alcohol and illicit drug use was equivalent to 0.68 per cent of GDP. Similarly failure to complete school and successfully transition into work has long term impacts on individuals' ability to provide for themselves and their families, and causes significant loss to the national (and State) economy.

Overall the ability to divert an individual from continuing to offend throughout adulthood provides significant benefits to society, not least in the reduction in the cost of incarceration which currently costs the equivalent of \$193 per annum for every adult Australian. There is \$2.9 billion of recurrent expenditure (in 2011-12) on corrections facilities and community orders nationally.<sup>46</sup>

**Cost benefit findings**

1. The Gold Coast EIYBC has better outcomes, and costs slightly less per participant than Rockhampton. It is too early to establish the long term benefits of the outcomes
2. There is no short-term financial cost reduction in sentencing young people to the BCO as the cost of the SYBC is higher than the alternative sentencing options, which range from probation through to detention.
3. There is insufficient data to show whether long term benefits may accrue to the SYBC, but the early indicators such as re-offending rates show a small improvement in breaking the cycle of re-offending. However, sample sizes are too small to enable the quantification of reduced costs to the Justice system, or other welfare benefits.

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<sup>45</sup> Collins and Lapsley (2008) *The costs of Tobacco, Alcohol and Illicit Drug Abuse to Australian Society in 2004/05*, Commonwealth of Australia

<sup>46</sup> Commonwealth of Australia (2013), Parliament of Australia, *Chapter 3: the economic and social costs of imprisonment*, Parliamentary Business, accessed at [http://www.aph.gov.au/Parliamentary\\_Business/Committees/Senate/Legal\\_and\\_Constitutional\\_Affairs/Complete\\_d\\_inquiries/2010-13/justicereinvestment/report/c03](http://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Legal_and_Constitutional_Affairs/Complete_d_inquiries/2010-13/justicereinvestment/report/c03)

## 8. Conclusion and recommendations

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### EIYBC

The concept of early intervention to divert young people away from involvement in the YJS and anti-social behaviour is well supported by literature. Adolescence is a time when many young people engage in risky or anti-social behaviour, which many of them desist from with added maturity, so the key to a successful intervention is to target the group most likely to continue into further offending behaviour. The EIYBC have resulted in some positive outcomes, such as improved anger management, social interaction and self-confidence, for a cohort of young people who already exhibited many protective factors, and who may well have avoided becoming involved in the YJS even in the absence of any intervention. As it is currently delivered, and in particular the referral process used, EIYBC would be more appropriately run as an educational support program, to help schools improve student engagement and retention, rather than a Youth Justice program.

Going forward, it is recommended that the Gold Coast continues as a pilot for a further period of time, with changes to the referral process to ensure a broader range of pathways into the program and potentially expanding eligibility criteria to increase the intake of young people who have been subject to Youth Justice Conferencing or a supervised statutory order. The funding from the other EIYBC programs could be re-directed towards another pilot aimed at targeting young people with more risk factors, such as the identified younger siblings of existing young offenders and particularly those identifying as Aboriginal and Torres Strait Islander. This may require that the program design moves away from the current experiential basis, as this is not really suitable for children younger than 12. The chosen service provider for such a pilot would need to have the ability to deliver the therapeutic aspects of the program, with more of an emphasis on family support, community integration and mentoring.

### SYBC

There is a clear identified need for an intervention to help stop the "revolving door" of offending for a cohort of young people, who are repeat offenders and who have been in detention a number of times with no discernible impact on their re-offending rate.

The literature supports the delivery of a holistic set of interventions, focussing on family support and community integration, to address the multiple and complex factors which put a young person at risk of continuing to offend into adulthood. As identified above, the implementation and location of the SYBC has seriously impeded the ability of the existing service provider to deliver the program as designed.

Any future delivery of a program to entrenched young offenders should include:

- A location which is appropriate for the risk to the community posed by a group of young offenders, but not so remote that family support and other stakeholder involvement is impeded;
- Flexibility over the length of time spent in the residential phase which tailors it more to the needs of the young people, rather than a standard month;
- Flexibility over the cohort on the residential phase at any time, so that consideration can be given to the balance between genders, age groups and other demographic factors, as well as the risks associated with having known co-offenders on a residential phase together;
- A new transition phase between the residential phase and the community integration phase with more support in place, such as supervised accommodation and the provision of appropriate education (vocational and academic) programs. While it is acknowledged that the availability of

these services is severely constrained in certain locations, the early indications from this evaluation suggest additional support in these areas is required to achieve the objective of reduced recidivism;

- Increased resource allocation by the service provider to outsource services where these are not available or are constrained in-house, and greater focus on community integration including family therapists and access to drug and alcohol counselling;
- Increased community involvement in the planning implementation and delivery of the program, particularly acknowledging the need for culturally appropriate programming, given the percentage of participants who identify as Aboriginal and/or Torres Strait Islander
- Longitudinal monitoring of key performance indicators, such as recidivism, against a control cohort

The recommendations in more detail are outlined below

13. There is a continued need for an intervention other than detention that breaks the cycle of offending and re-offending. Data and anecdotal evidence from the evaluation have identified that there is demand for an intervention that targets young offenders, particularly those at the more complex end of the offending spectrum (e.g. the SYBC participants on the BCO). What is less clear is whether the YBC model is the best option for meeting their needs. The implementation issues driven by political imperatives, as well as the design flaws described above highlight areas that may have diminished the service providers' ability to achieve better outcomes, and offer areas for improvement. Any future roll out of similar programs should revisit the design as well as the rationale and drivers for the design.
14. The YBC program provides services at the two ends of the spectrum – to young people who have not yet entered the YJS (EIYBC) and to young people who are entrenched offenders that are likely to re-enter detention (SYBC). There is scope to consider a program that targets participants differently, drawing from a range of referral sources rather than relying so heavily (or solely) on DET. This may provide a more suitable pool of potential candidates that would benefit from the program and be at the appropriate level of risk for the program. For instance, the EIYBC could consider balancing risk and protective factors when assessing young people's eligibility and allowing young people who have been subject to Youth Justice Conferencing or a supervised statutory order to participate. Additionally the program could target siblings of known young offenders. For the SYBC the referral process could include an assessment of the young person's stated intention to change, and who are seeking support to do so, or those who are aged 16 and are driven to change by a fear of adult detention. KPMG notes that the PSR makes an assessment of the young person's level of motivation to change, which could inform whether a suggestion be made to include or exclude that young person from participating in the program.
15. The name 'Youth Boot Camp' does not appropriately capture what occurs on these programs. Even the Fraser/Sunshine Coast EIYBC, which has a military style provides much more than an intervention based on military discipline. The term "Boot camp" is likely to have contributed to the unwillingness of young people (and their families) to consent to the SYBC. Giving the YBC a new name which better reflects what it is delivering, a refreshed design, combined with a positive marketing campaign would increase the numbers of voluntary entrants, and facilitate community acceptance.
16. There is an opportunity to better align the program to the distinct phases that it is designed to include. Structure and evidence-based content could be set around each phase to guide staff in supporting program participants.
17. The Department should consider changing the model to improve effectiveness, reconsidering and strengthening aspects such as the through-care process, the transition process (out of the YBC

and back into community) and the mentoring process. This could include an additional transitional phase to provide greater levels of support to the young person after the residential phase.

18. The Department should avoid the confusion of roles and responsibilities with the service provider caused by the location of correctional staff at the residential facility, by ensuring that any future service provider is assessed as having the necessary capability to effectively deal with the (apparently only occasional) incidents that can and do occur between young people participating in the program.
19. Ongoing robust and comprehensive monitoring and evaluation processes should be put into place to longitudinally collect appropriate and informative data. This would better inform future program and policy design and ensure that the program is based on evidence and experience. Compliance with data collection and reporting should be a key contractual obligation for service providers.
20. There should be a stronger emphasis on involving and strengthening families in the YBC program, and particularly for the SYBC. Young people who exit the program are currently returned to the same environments with all the issues which contributed to their offending or at risk behaviour. Families require the skills and tools to support their children to reduce the likelihood of repeating the cycle of reoffending.
21. Community elders and respected leaders have a strong interest and stake in the outcomes of SYBC. The SYBC should be recognised as an indigenous program as it currently operates it has a predominantly indigenous target cohort. Indigenous service delivery principles should be more deeply integrated into the planning, implementation and ongoing operation of the program. Traditional owners of the land could be called upon to provide a cultural education program that would both educate and serve to reconnect the young people with their culture and (generalised) Indigenous lore. There was a strong call for providers to engage with a wide range of stakeholders, which is consistent with best practice literature highlighting that programs supporting complex young people should engage widely and provide a holistic network of support. Active construction of communication channels and collaboration may result in improved outcomes for young people who participate in the program.
22. Consideration should be given to the location of the residential camp. The location creates and exacerbates a number of concerns raised by stakeholders, particularly the challenge in engaging with the family and community at such a remote location and the increased health and safety risk if and when medical emergencies arise. Most of the physical structures are demountable and could be moved, although there will be an element of lost sunk cost.
23. Contracts should be reworded so that they provide clearer definition around inputs, outputs and outcomes, without being prescriptive, so that providers have no question as to what they are required to do while allowing room for creativity, efficiency and innovation. Any outcomes or output related payments should be carefully considered for their potential to produce perverse incentives, such as "nursing" a person through the program to completion, rather than equipping them for the next stage
24. Consideration should be given to reinvigorating the governance framework for the SYBC to include an advisory board and clear lines of reporting and responsibility within the Department, and between the Department and the service provider. Better practice examples of where statutory services have been run successfully by third parties should be further investigated.

## **Appendices**

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## Appendix A: Stakeholder consultations

Name	Organisation	Stakeholder group
Grant Summersfield	Kokoda Foundation Youth	Gold Coast RAP and service provider
Sean Harvey	DJAG	DJAG
Doug Hegarty	Kokoda Foundation Youth Foundation Youth	Service provider
Daina Fernyhough	DJAG	DJAG
Lawrence Wray	DJAG	DJAG
Peter Owens	CYDC	DJAG
Neil J Mcaig	CYDC	DJAG
Rosemary Ness	CYDC	DJAG
Andrew J Morris	CYDC	DJAG
Pam Phillips	DJAG	Gold Coast RAP
Jo-Ann Calvert	DET	Gold Coast RAP
Vicki McAndrew	DET	Gold Coast RAP
Istok Stanojevic	DCCSDS	Gold Coast RAP
Jennifer Sands	QH	Gold Coast RAP
Ian Frame	QPS	Gold Coast RAP
Troy Penrose	QPS	Gold Coast RAP
Maureen Dunn	DJAG	Gold Coast RAP
Christine Lombard	DET	Gold Coast RAP
Russell Aitken	Kokoda Foundation Youth	Gold Coast RAP and service provider
Alysia Cesario	QCS	Other departmental
Louise Kneeshaw	QCS	Other departmental
Phil Hurst	QPS	Hervey Bay RAP
Robyn Irwin	DJAG	DJAG
Lisa Barrett	DJAG	DJAG
Luke Thompson	DJAG	DJAG
Lynn Collins	DJAG	DJAG
Nicole Downing	DJAG	DJAG
Peter Shaddock	QCS	Other departmental
Kerrith McDermott	QCS	Other departmental
Stephen Tillston	PCYC	Service Provider
Terese Manoff	OPG	Other departmental
Jane Stone	OPG	Other departmental
Andrew Campbell	DET	Sunshine Coast RAP
Mike Reinmann	DET	Sunshine Coast RAP
Lex Bell	DET	Sunshine Coast RAP
Lori Harrison	DET	Rockhampton RAP

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Name	Organisation	Stakeholder group
Paul Elliot	QPS	Rockhampton RAP
Mark Ryan	DJAG	Rockhampton RAP and DJAG
Paul Mitchell	PCYC	Service provider
Saul Barnes	PCYC	Service provider
Melonie Geck	QPS	Hervey Bay RAP
Anthony O'Loughlin	DET	Hervey Bay RAP
Diana McDonnell		Hervey Bay RAP
Karen Abrahams	DJAG	Hervey Bay RAP, Rockhampton RAP Youth Justice Initiative
Wendy Hamilton	DJAG	DJAG
Brad Davis	OzAdventures	Service provider
Lucas Vortman	OzAdventures	Service provider
Melissa Previteria and team	Supervised Community Accommodation Townsville	Sunshine CoastAT
John Vaughn	DET	Cairns CCP
Micahel Brown	DCCSDS	Cairns CCP and TNS CCP
Tom O'Donnell	Catholic Education - Holy Spirit College	Cairns CCP and Townsville CCP
David Goodinson	DJAG	DJAG
Sandra Perason	Queensland Judiciary	Queensland Magistrates
Jimmy White	Beyond Billabong	Service provider
Aiden Coate	Beyond Billabong	Service provider
Boyd Curran	Beyond Billabong	Service provider
Erin Barrett	Vocational Partnerships Group	Atherton CCP
Steve Manning	QH CYMHS	Atherton CCP
Judy McKeown	QH CYMHS	Atherton CCP
Tania Yow-Yeh	DCCSDS	Atherton CCP
Craig Brereton	DCCSDS	Townsville CCP
Jeanette McIntosh	DCCSDS	Townsville CCP
Tanya YowYeh	DCCSDS	Townsville CCP
Leonie Johnson	DET	Townsville CCP
Cindy Mossop	DET	Townsville CCP
Jocelyn Harding	DET	Townsville CCP
Dave Olsen	DJAG	DJAG
Cathy Duck	DJAG	DJAG
Glen Hussey	Beyond Billabong	Service provider
Townsville DJAG Service Centre team leaders	DJAG	DJAG
Townsville DJAG Service Centre caseworkers	DJAG	DJAG

Name	Organisation	Stakeholder group
Atherton DJAG Service Centre team leaders	DJAG	DJAG
Atherton DJAG Service Centre caseworkers	DJAG	DJAG
Darryl Clark	DJAG	DJAG
Bobby Toleafoa	DJAG	DJAG
Dean Walker	Beyond Billabong	Service provider
Debbie Robinson	Beyond Billabong	Service provider
Ian Bone	Courage Program	Service Provider
Alison Neibling	Beyond Billabong	Service provider
Patrick Lam	Beyond Billabong	Service provider
Bethany Stewart	Northern Outlook	Community group
Tanya Shorey	Northern Outlook	Community group
Glen Mollenhauer	Northern Outlook	Community group
Dave Mitchell	Northern Outlook	Community group
Cairns DJAG Service Centre team leaders	DJAG	DJAG
Cairns DJAG Service Centre caseworkers team 1	DJAG	DJAG
Cairns DJAG Service Centre caseworkers team 2	DJAG	DJAG
Sara Zuchowski	Townsville Aboriginal and Islander Health Service	Community Organisations
Deborah Hinchsliff	DJAG	DJAG
Loretta Krombie	DJAG	DJAG
Ryan Robertson	DJAG	DJAG
Janette Hull	DJAG	DJAG
Ray Rinaudo	Queensland Judiciary	Queensland Magistrates
Leann O'Shea	Queensland Judiciary	Queensland Magistrates
Judge Michael Shanahan	Queensland Judiciary	Queensland Magistrates
Bob Davis	OzAdventures	Hervey Bay RAP and service provider

## Appendix B: Literature Review

### B. 1 Introduction

The purpose of this literature review is to consider:

- the nature of youth offending, including the factors contributing to a young person's propensity to engage and continue to engage in criminal behaviour;
- the nature of the Queensland Youth Justice System – including the incidence of youth crime in Queensland, operation of the Youth Justice Service (YJS), relevant legislative frameworks and the recent policy change to include Youth Boot Camps;
- the rationale for early intervention of those at risk of becoming young offenders and rehabilitative responses to chronic offenders; and
- leading practice approaches to early intervention, the use of youth boot camps and addressing the needs of young offenders.

In addition, a comprehensive review of comparative early intervention and sentenced youth programs has been undertaken to identify key program features, frameworks, target groups and identified success factors which may be applicable to the Queensland context.

Throughout this literature review, it is pertinent to note that:

- the **criminal justice system (CJS)** refers to the entire CJS in Queensland for both adults and young people;
- the **Youth Justice System** means the CJS as it relates to young people 16 years of age and under when they commit their offence. This includes, but is not limited to, Queensland Police, courts (including the Children's Court of Queensland), the Youth Justice Service (YJS) and supporting agencies; and
- **Youth Justice** refers to the service within the Department of Justice and Attorney-General (DJAG) that is responsible for the statutory supervision of young offenders in the YJS.

The review has been restricted to the literature noted in Section 6 which was agreed with the Department and combines literature provided by the Department of Justice and Attorney-General and the results and scan of available literature by KPMG.

### B. 2 The nature of youth offending – why and how do young people enter the Youth Justice System

#### B.2.1 Attributes of adolescent behaviour including risk protective factors and resilience

A significant degree of research and literature pertaining to the development of the brain during early childhood demonstrates the crucial role of the early years in cognitive, social and emotional development in order to provide a solid platform for continued growth and development throughout childhood, adolescence and adulthood.<sup>47</sup> The evidence base demonstrating the importance of early childhood development and its long-term impacts on education, employment and social connection

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<sup>47</sup> Organisation of Economic Co-operation and Development (OECD), *Starting Strong II: Early Childhood Education and Care* (OECD 2006) 34.

has been used by governments in Australia and internationally to support investment in the early years,<sup>48</sup> and is reflected in the Council of Australian Governments' *National Partnership on Early Childhood Education*.

What is less well-known, however, is the continuing brain and psychosocial development that occurs during adolescence. Throughout the adolescent years, additional (and significant) 'wiring up' occurs – particularly in the frontal lobe, the area of the brain responsible for coordinating behaviour, impulse control, decision-making, judgement, planning and other higher order cognitive functions.<sup>49</sup> This consideration, combined with other challenges facing adolescents in their transition to adulthood outlined in Table B - 1, makes them increasingly vulnerable to engaging in risk-taking behaviour, stress and peer influences.

*Table B - 1: Key issues affecting adolescents*

Issue	Explanation
Increased risk taking behaviour	During the time in which the frontal lobe is still developing, adolescents can be more prone to making impulsive decisions and not necessarily considering the longer-term consequences of their actions and risk-taking behaviours.
Emotional vulnerability	At the time of adolescent brain development there is greater activity in the limbic system (the emotional parts of the brain) than the frontal lobes and prefrontal cortex (which facilitate planning and impulse control). Accordingly, adolescence can be emotionally challenging, and many young people can be particularly vulnerable to depression and anxiety.
Increased stress	Adolescence is typically a time of increased stress for young people with significant upheavals occurring in terms of changes in friendships, alterations in romantic liaisons and increased pressure due to school work. Adolescence usually have limited control over these changes and stress increases.
Substance use	Adolescence can be a time when young people experiment with alcohol and drugs, as well as a range of other risk-taking behaviour. Substance abuse can impact on physical health including brain development, mental health and emotional wellbeing.
Mental health	Adolescence and young adulthood is the key period for the onset of a range of mental health disorders, including depression, anxiety, substance abuse and psychotic illnesses (e.g. schizophrenia). Research shows that an early intervention response to a young person experiencing a mental health disorder is the most effective means to recovery and reduced risk of relapse.

<sup>48</sup> Organisation of Economic Co-operation and Development (OECD), *Starting Strong II: Early Childhood Education and Care* (OECD 2006) 35.

<sup>49</sup> Victorian Council of Social Service (VCOSS) and Youth Affairs Council of Victoria (YACVic), *Who's carrying the can? A report into youth services gaps in Victoria* (VCOSS and YACVic 2006) 7.

Issue	Explanation
Peer influence	During adolescence, young people's relationships with their peers become increasingly important as they seek to develop autonomy and independence from their parents. A desire to conform to peer group activities and behaviours increases throughout the adolescent years.

Source: Adapted from Victorian Council of Social Service (VCOSS) and Youth Affairs Council of Victoria (YACVic), *Who's carrying the can? A report into youth services gaps in Victoria* (VCOSS and YACVic 2006) 8-9.

Most young people are able to manage the issues highlighted in Table B - 1 appropriately, resulting in a successful transition from adolescence to adult life. However, a small minority of young people, due to a variety of factors, experience difficulties with one or more of the above considerations which negatively impact on their developmental processes and place them at an increased risk of engaging in criminal or antisocial conduct.<sup>50</sup> Understanding the factors which either inhibit (protective factors) or increase (risk factors) the likelihood of a young person offending is integral to identifying and targeting interventions to address the range and complexity of problems faced by young people at risk of offending.<sup>51</sup>

There are a multitude of factors that contribute to the offending behaviour of youth and adolescents which cannot be accounted for in traditional linear theories of crime. Causal explanations of youth offending usually stem from overarching theories and meta-narratives used to explain crime in more general terms – including those of the classical, positivist (scientific), ecological and environmental, Marxist and feminist schools of criminology.<sup>52</sup> However, an increasing body of national and international research focuses on developmental pathways of young people, particularly in the early childhood years. As Hertzman notes:

The way human beings develop, especially in the first five years of life (has) a major effect on later life course development...there has been a rediscovery in the policy world, of the role of early childhood as a lifelong determinant of health, wellbeing and competence...recent insights from neurobiology, developmental psychology and longitudinal studies of children give credibility to notions held as long as common sense.<sup>53</sup>

The pathways approach recognises the applicability of risk and protective factors throughout the early developmental and adolescent years as a means of identifying particular experiences or behavioural characteristics which increase or decrease a young person's propensity to engage in offending behaviour. In summary:

- **Risk factors** are 'those events, characteristics or conditions that make a negative outcome more likely' and threaten the development of children and young people.<sup>54</sup>

<sup>50</sup> Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) v.

<sup>51</sup> Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) v.

<sup>52</sup> Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) 27.

<sup>53</sup> Hertzman 2000, cited in Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) 29.

<sup>54</sup> Australian Capital Territory Human Rights Commission, *The ACT Youth Justice System*, A report to the ACT Legislative Assembly by the ACT Human Rights Commission (2011) [7.2.6]

- **Protective factors** are those considerations and attributes that protect children and young people from being influenced by risks. They are not simply the *absence* of risk factors, but rather those factors that *actively influence* the effects of risks by directly decreasing dysfunction, interacting with risk factors to buffer their effects, disrupting the chain by which risk leads to disorder, or preventing the initial occurrence of risk factors.<sup>55</sup>
- **Resilience** refers to a young person's ability to cope with stress or adversity.<sup>56</sup> Key attributes of, or factors contributing to, resilience include an easy temperament, high self-esteem, an internal locus of control, a sense of autonomy, supportive family members, support from a person or agency external to the family unit and embedded cultural connections.<sup>57</sup>

Table B - 2 provides an overview of key risk and protective factors. It is important to note that risk factors operate cumulatively, rather than in isolation. Research demonstrates that some factors contribute to *cycles of risk*, influencing outcomes of other risk factors (for example, early behaviour problems may contribute to school failure, which in turn increases the risk of delinquency).<sup>58</sup> This is discussed further in Section □ In addition, it is acknowledged that it may be the *interaction or combination* of risk factors that is critical (for example, children with behavioural difficulties may only be at risk of delinquency when they live in particular contexts, such as unsupportive or dysfunctional families).<sup>59</sup> These considerations highlight the significant degree of complexity in identifying the underlying attributes or causes of a young person's initial or ongoing offending behaviour.

Table B - 2: Key risk and protective factors

	Risk factors	Protective factors
<b>Individual</b>	<ul style="list-style-type: none"> <li>• Difficult temperament</li> <li>• Chronic illness</li> <li>• Insecure attachment</li> <li>• Poor problem solving skills</li> <li>• Beliefs about aggression</li> <li>• Attributions</li> <li>• Poor social skills</li> <li>• Low self-esteem</li> <li>• Lack of empathy</li> <li>• Alienation</li> <li>• Hyperactivity/disruptive behaviour</li> <li>• Impulsivity</li> </ul>	<ul style="list-style-type: none"> <li>• Social competence</li> <li>• Social skills</li> <li>• Above average intelligence</li> <li>• Attachment to family</li> <li>• Empathy</li> <li>• Problem solving skills</li> <li>• Optimism</li> <li>• Easy temperament</li> <li>• Internal locus of control</li> <li>• Moral beliefs</li> <li>• Values</li> <li>• Self-related cognitions</li> <li>• Good coping style</li> </ul>

<sup>55</sup> Australian Capital Territory Human Rights Commission, *The ACT Youth Justice System*, A report to the ACT Legislative Assembly by the ACT Human Rights Commission (2011) [7.2.7]

<sup>56</sup> Australian Capital Territory Human Rights Commission, *The ACT Youth Justice System*, A report to the ACT Legislative Assembly by the ACT Human Rights Commission (2011) [7.2.8]

<sup>57</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 25.

<sup>58</sup> National Crime Prevention, *Pathways to prevention: Developmental and early intervention approaches to crime in Australia* (Australian Government 1999) 15.

<sup>59</sup> National Crime Prevention, *Pathways to prevention: Developmental and early intervention approaches to crime in Australia* (Australian Government 1999) 15.

	Risk factors	Protective factors
<b>Family</b>	<ul style="list-style-type: none"> <li>● Parental characteristics</li> <li>● Teenage mothers</li> <li>● Single parents</li> <li>● Psychiatric disorder, especially depression</li> <li>● Substance abuse</li> <li>● Intergenerational offending</li> <li>● Antisocial models</li> <li>● Family environment</li> <li>● Family violence and disharmony</li> <li>● Marital discord</li> <li>● Disorganised</li> <li>● Negative interaction/social isolation</li> <li>● Large family size</li> <li>● Father absence</li> <li>● Long-term parental unemployment</li> <li>●</li> <li>● Parenting styles</li> <li>● Poor supervision and monitoring of child</li> <li>● Discipline style (harsh or inconsistent)</li> <li>● Rejection of child</li> <li>● Abuse</li> <li>● Lack of warmth and affection</li> <li>● Low involvement in child's activities</li> <li>● Neglect</li> </ul>	<ul style="list-style-type: none"> <li>● Supportive, caring parents</li> <li>● Family harmony</li> <li>● More than two years between siblings</li> <li>● Responsibility for chores or required helpfulness</li> <li>● Secure and stable family</li> <li>● Supportive relationship with other adult</li> <li>● Small family size</li> <li>● Strong family norms and morality</li> <li>● Adequate financial resources</li> </ul>
<b>Peers</b>	<ul style="list-style-type: none"> <li>● Deviant peer group</li> <li>● Bullying</li> <li>● Peer rejection</li> <li>● Large proportion of unsupervised time with peers</li> <li>● Unrestricted and unsupervised activities</li> </ul>	<ul style="list-style-type: none"> <li>● Prosocial peer group</li> <li>● Sense of belonging/bonding</li> <li>● Positive role models and mentors</li> <li>● Adult supervision of and involvement in youth peer groups</li> </ul>

	Risk factors	Protective factors
<b>Community</b>	<ul style="list-style-type: none"> <li>• Socioeconomic disadvantage</li> <li>• Population density and housing conditions</li> <li>• Urban area</li> <li>• Neighbourhood violence and crime</li> <li>• Media portrayal of violence</li> <li>• Lack of support services</li> <li>• Poor informal social control</li> <li>• Weak social cohesion</li> <li>• Social isolation</li> <li>• Lack of social commitment</li> <li>• High percentage of children in the community</li> <li>• Community disorganisation</li> <li>• Availability of drugs</li> <li>• Cultural norms concerning violence as acceptable response to frustration</li> </ul>	<ul style="list-style-type: none"> <li>• Access to support services</li> <li>• Community networking</li> <li>• Attachment to the community</li> <li>• Participation in church or other community group</li> <li>• Community/cultural norms against violence</li> <li>• A strong cultural identity and ethnic pride</li> <li>• Enforcement of key common rules of conduct</li> <li>• Safe accommodation</li> <li>• Connection to culture</li> <li>• Social capital</li> <li>• Positive media messages</li> </ul>
<b>Life events</b>	<ul style="list-style-type: none"> <li>• Divorce and family break up</li> <li>• War or natural disasters</li> <li>• Death of a family member</li> </ul>	<ul style="list-style-type: none"> <li>• Meeting a significant person</li> <li>• Moving to a new area</li> <li>• Opportunities at critical turning points or major life events</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>• School failure</li> <li>• Normative beliefs about aggression</li> <li>• Poor attachment to school</li> <li>• Inadequate behaviour management</li> <li>• Truancy</li> <li>• School disorganisation</li> </ul>	<ul style="list-style-type: none"> <li>• School achievement</li> <li>• Positive school climate</li> <li>• Responsibility and required helpfulness</li> <li>• Opportunities for some success at school and recognition of achievement</li> <li>• School readiness (access to and participation in early childhood education)</li> <li>• School attendance (truancy reduction)</li> <li>• Peer mediation programs (alternatives to traditional disciplinary actions such as suspension, detention and expulsion)</li> <li>• Conflict resolution training</li> <li>• Alternatives to traditional curriculum</li> <li>• Strong policies on violence and drugs</li> </ul>

	Risk factors	Protective factors
<b>Health</b>	<ul style="list-style-type: none"> <li>• Non-genetic prenatal and perinatal risk (maternal substance use, physical trauma, low birth weight and infections)</li> <li>• Cognitive disabilities including intellectual disabilities, learning disabilities, acquired brain injury, foetal alcohol spectrum disorder and autism spectrum disorders</li> <li>• Chronic illness</li> <li>• Mental health condition</li> <li>• Drug and alcohol misuse</li> </ul>	<ul style="list-style-type: none"> <li>• Alcohol reform (including pricing, advertising and penalties for the sale of alcohol to minors)</li> <li>• Alcohol free events</li> <li>• Correct assessment and diagnosis of a cognitive disability</li> <li>• Mental health plans</li> </ul>
<b>Employment</b>	<ul style="list-style-type: none"> <li>• Intergenerational unemployment</li> <li>• Lack of skills</li> </ul>	<ul style="list-style-type: none"> <li>• Work readiness</li> <li>• Practical training</li> <li>• Driver licences</li> <li>• Availability of employment</li> </ul>
<b>Indigenous/ cultural specific</b>	<ul style="list-style-type: none"> <li>• Forced removal, including parental forced removal</li> <li>• Alcohol use</li> <li>• Institutional racism, particularly in the form of over-policing of Indigenous people and people from culturally and linguistically diverse backgrounds</li> <li>• Dependence (i.e. the erosion of self-determination)</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural resilience</li> <li>• Strong family bonds</li> <li>• Personal controls</li> <li>• Strong cultural identity</li> </ul>

Sources: Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013) 12-13; National Crime Prevention, *Pathways to prevention: Developmental and early intervention approaches to crime in Australia* (Australian Government 1999) 13.

Available evidence indicates that the presence of several risk factors increases the possibility that criminal or anti-social behaviour may emerge. While the existence of risk factors does not mean a young person will start or continue offending (and hence is not deterministic), it indicates that a young person may be more susceptible to being involved in crime or anti-social behaviour.<sup>60</sup> Conversely, protective and resiliency factors moderate the effects of exposure to risk factors, thereby:

- reducing the impact of an unavoidable negative event;
- helping individuals to avoid or resist temptations to break the law;
- reducing the chance that young people will start on a path likely to lead to breach of the law; and/or
- promoting alternative pathways, including education, training and employment.<sup>61</sup>

<sup>60</sup> Department of Justice, *Practical Lessons, Fair Consequences* (Victorian Government 2012) 7.

<sup>61</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 24.

## **B.2.2 Cycles of risk and prevention**

Risk factors tend to be cumulative with the failure to address one negative event in a young person's life contributing to the presence risk factors<sup>62</sup>. For example, low self-esteem can lead to withdrawal from peer groups, alienation, bullying and poor attachment to school. These risk factors are known to result in a greater propensity for antisocial behaviour. Possible factors that contribute to this cycle are family factors including family violence and disharmony, child abuse or poor supervision. There are two models of cumulative risk:

- the Threshold model which assumes after a certain number of risks there is a dramatic increase in negative outcomes. This model suggests that once this point is reached, intervention is effectively useless; and
- the Additive model which assumes that with an increasing number of risk factors there will be a reasonably steady increase in problematic outcomes.

Research generally supports the additive model rather than a threshold model suggesting that there is little evidence for a "point of no return" beyond which providing intervention services is ineffective.<sup>63</sup> Instead the additive model suggests a developmental pathways approach to risk and prevention where either a positive or a negative cycle of events can have cumulative effects by counteracting or reinforcing identified risk factors, starting with early interventions with the child and their parent(s); and progressing into schools and communities.

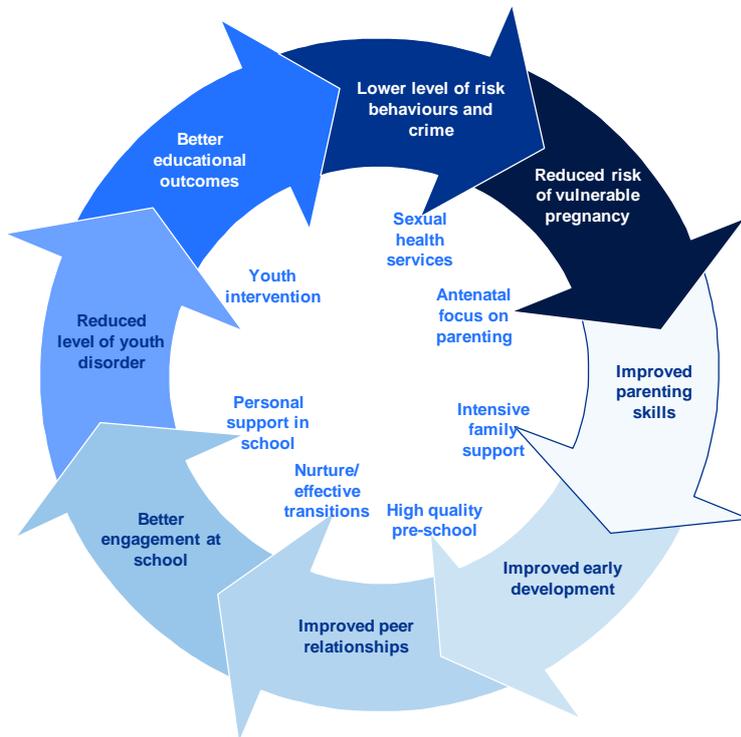
Preventative factors are also cumulative and have the potential to replace a negative cycle of risk with a positive cycle of preventative factors. For example, a preventative factor such as improved peer relationships can enhance engagement at school, reduce the level of youth disorder and improve educational outcomes. This mitigates risk factors associated with antisocial behaviour such as poor education and alienation. An overview of the ways in which positive factors and related interventions can intervene to break the cycle of risk, particularly in the early childhood to young adult years, is illustrated in Figure B - 1. It is also important to note that risk and protective factors can affect a young person at any stage of the YJS. Typically, the further a young person progresses in the YJS the greater number of risk factors and fewer protective factors they would demonstrate.

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<sup>62</sup> Troy Allard, James Olgive and Anna Stewart, *The efficacy of Strategies to Reduce Juvenile Offending* (Griffith University 2007), 17.

<sup>63</sup> NSW Department of Community Services, *Risk, protection and resilience in children and families* (New South Wales Government 2007) 2.

Figure B - 1: Cycles of risk and prevention



Source: Candy Murphy, From Justice to Welfare: The Case for Investment in Prevention and Early Intervention (CMAdvice 2010) 26.

### B.2.3 The case for early intervention

The recognition that future antisocial behaviour is driven by a set of risk factors that hinder a young person's development and shape later behaviour suggests that early intervention to mitigate these factors is vital in promoting positive youth development.<sup>64</sup> In the context of youth offending, this largely relates to social crime prevention and in particular activities that address factors which may influence an individual's likelihood of committing a crime, such as poverty, unemployment, poor health and low educational performance.<sup>65</sup> For those in the very early stages of involvement in the YJS (i.e. those in first contact with police), interventions which seek to divert young people from the YJS are recognised as valuable, in that they seek to prevent a young person's progression further into the YJS/CJS which inevitably necessitates other forms of future intervention. A focus on the 'front-end' of criminal behaviour (i.e. the causes of criminal behaviour) provides a range of benefits to the individual and society as whole that are outlined in Table B - 3 below.

<sup>64</sup> Legal Affairs and Community Service Safety Committee, *Inquiry on strategies to prevent and reduce criminal activity in Queensland* (Queensland Government 2014), 93

<sup>65</sup> Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013) 14.

Table B - 3: Benefits of Early Intervention

Benefits	Explanation
Individual benefits	<ul style="list-style-type: none"> <li>Avoidance of unnecessary negative stigma through involvement in the YJS.</li> <li>Effective early intervention minimises the likelihood of recidivism or further contact with the YJS due to the criminogenic effects of custodial sentences, including isolation, disconnection, institutionalism, stigmatisation and the formation of criminal associations and networks, which place vulnerable young people at risk and reduce the opportunities for positive rehabilitation.</li> <li>Minimising potential disruption or limitations on access to education and employment opportunities which adversely affect a young person's 'life chances' and engagement with positive peer networks. Programs in the United Kingdom and Ireland that seek to remove young people from the risk cycle through early intervention have shown improvements in a range of indicators including education, health, emotional well-being and employment prospects.</li> </ul>
Economic benefits	<ul style="list-style-type: none"> <li>Early intervention can prevent a young offender from entering an offending cycle that is costly for the police, courts and detention systems.</li> <li>The improvements in health and well-being indicators and employment prospects reduce pressure on the health care and welfare systems instituting potential cost savings for the whole of society over time.</li> </ul>
Social benefits	<ul style="list-style-type: none"> <li>Early intervention can have positive effects on family life such as lower parental stress, improved relationships between parent and child and improved parental skills. These benefits apply not only to the young person at risk but their siblings as well who are likely to benefit from improved parenting skills.</li> </ul>
Human capital benefits	<ul style="list-style-type: none"> <li>This argument is based on the premise that each young person has the potential to contribute positively to society both in terms of long-term and short-term economic growth. A child who becomes part of a cycle of offending is less likely to be gainfully employed and is therefore less likely to contribute to positive economic growth in the long term.</li> </ul>

Adapted from: Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 25; Australian Capital Territory Human Rights Commission, *The ACT Youth Justice System*, A report to the ACT Legislative Assembly by the ACT Human Rights Commission (2011) [7.7.2]; Department of Justice, *Practical Lessons, Fair Consequences* (Department of Justice 2012) 18.

While the benefits of early intervention and diversion are acknowledged, it is also understood that not all crimes or all young people are appropriate for diversion. Any proposed diversionary option must also account for broader considerations pertaining to the circumstances surrounding any offending behaviour to ensure that a young person is held responsible for their actions and community safety is maintained.<sup>66</sup>

Interventions that target youth offenders range from basic primary interventions that aim to deter all young people from antisocial behaviour, to tertiary interventions that identify those already in the YJS and that are at a high risk of re-offending to prevent recidivism. Primary interventions are broad and not as easily instituted as youth justice policy. They result from a positive family and community

<sup>66</sup> Department of Justice, *Practical Lessons, Fair Consequences* (Department of Justice 2012) 20.

environment. Consequently, they tend to require the lowest concentration of youth justice resources per person<sup>67</sup>. In contrast, tertiary interventions are aimed at high risk chronic offenders and include targeted responses to the key risks of the young person. Since they usually involve the use of intensive therapy and rehabilitation, these interventions require the highest concentration of services. Ideally, primary prevention and early intervention programs would prevent the majority of young people from requiring tertiary intervention. The development of a preventative youth justice framework would therefore be holistic, targeting high and low risk young people.

Figure B - 2: Youth offending interventions

	<b>Primary Prevention</b> The majority of Queensland young people	<b>Early Intervention</b> Experiencing additional problems	<b>Secondary intervention</b> Highly vulnerable	<b>Tertiary intervention</b> High Risk
<b>Target Group</b>	The broadest area of activity relating to all young people	A substantial area of timely activity for young people identified as vulnerable	This area involves a range of support services for a smaller number of young people with serious problems	The out of the ordinary traumas and emergencies that need careful planning to enable appropriate (usually involuntary) responses
<b>Aim</b>	To stop the problem before it occurs, including reducing opportunities for crime and strengthening community and social structures	To rectify anti-social behaviour, typically those at high risk of embarking on a criminal career		To manage offending after it has occurred and facilitate interventions in the lives of known offenders in an attempt to prevent them from re-offending
<b>Activities</b>	<ul style="list-style-type: none"> <li>• Good supportive connections to family</li> <li>• Positive engagement with school</li> <li>• Positive peer groups</li> <li>• Access to information</li> <li>• Health promotion programs</li> <li>• Leadership development programs</li> <li>• Involvement in recreational/cultural events/organisations</li> <li>• Neighbourhood and community renewal, including youth friendly/specific spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Prevention activities</li> <li>• Generalist youth services, including counselling</li> <li>• Youth development activities</li> <li>• Access to other services, including family planning, drug and alcohol awareness and education</li> <li>• A focus on keeping young people engaged at school</li> <li>• Mentoring</li> <li>• Crime prevention/diversion programs</li> <li>• Parent support groups/parenting education</li> <li>• Mental health and alcohol or other drug assessment and treatment services.</li> </ul>	<ul style="list-style-type: none"> <li>• Family services</li> <li>• Intensive youth support services</li> <li>• A focus on returning young people to school, TAFE, university or other educational or vocational training activity</li> <li>• Activities that are culturally relevant</li> <li>• Mentoring</li> <li>• Parenting education/support groups</li> <li>• Mental health and alcohol or other drug assessment and treatment services</li> </ul>	<ul style="list-style-type: none"> <li>• Child protection services – targeted and specialist services</li> <li>• Youth Justice Services – targeted and specialist services</li> <li>• Specialist mental health or alcohol or other drug assessment and treatment services</li> <li>• Inpatient drug and alcohol rehabilitation</li> <li>• Access to education vocational or training activities</li> <li>• Providing comprehensive integrated and intensive support services</li> </ul>

Lowest concentration of services
Highest concentration of services

Sources: Adapted from Department of Human Services, *Vulnerable Youth Framework: Discussion Paper* (Department of Human Services 2008) 34 and Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013 2013) 14.

<sup>67</sup> Department of Human Services, *Vulnerable Youth Framework: Discussion Paper* (Department of Human Services 2008) 34 and Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013 2013) 14.

As such, the early intervention approach provides a rationale for:

- a YJS that stops young people from moving along a path of increasingly anti-social behaviour as soon as possible and includes multifaceted programs and interventions that address a young person's needs and identified risk factors *before* they commit an offence;<sup>68</sup> and
- an intervention which recognises the broader social context of a young person's life – and thus encompasses, and works with, the young person, their family (particularly their parents) and the community to provide a holistic approach to identifying and addressing risk factors.<sup>69</sup>

Internationally, the development of an early intervention youth justice framework is usually associated with a fundamental shift in all justice and welfare policy. It requires a whole of justice approach that moves away from a focus of "repairing damage" or "picking up the pieces" after something has happened, towards prevention to stop incidents from occurring in the first place.<sup>70</sup>

### **B.2.4 Interventions for chronic offenders**

There are a number of individuals with a high number of risk factors who are either missed by early interventions or for whom the programs are ineffective. As stated before, the presence of these risk factors does not dictate that these young people will even start offending let alone continue offending. In fact, the large majority of young people will desist from future offending as they mature since most crimes committed are low-level such as graffiti or hooning and are a reflection of a young person's impulsivity or risk-taking behaviour. It is estimated that two-thirds of young people in Australia who commit crime do not re-offend after their first offence and a further 15 per cent do not reoffend after their second offence.<sup>71</sup> However, there are a small number of young people who due to a combination of increased risk factors and/or the failure of early interventions will continue to show offending behaviour past the age where most individuals desist.

Research shows that this offending behaviour is likely to extend into adult life with a major indicator of an individual ending up in the CJS being the individual's chronic offending behaviour as an adolescent.<sup>72</sup> Therefore, finding effective solutions to rehabilitate chronic young offenders is necessary both to protect the individual from a life of repeat offending and non-engagement in society, as well as to ensure the long-term safety of communities, reduce the cost of crime and ultimately reduce the costs of caring for chronic offenders later in life.

The traditional YJS response to chronic young offenders usually involves punitive sentencing such as remand, probation or incarceration. While, these types of sanctions are necessary in extreme circumstances to ensure public safety, they have not been proven to be effective in the majority of circumstances.<sup>73</sup> Traditional incarceration usually contributes to a range of risk factors that are linked to the increased likelihood of offending behaviour when released. For example, detention:

- removes the young person from their school or training;

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<sup>68</sup> Drugs and Crime Prevention Committee, Parliament of Victoria, *Inquiry into Strategies to Prevent High Volume Offending and Recidivism by Young People* (2009) 77.

<sup>69</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd 2010) 27.

<sup>70</sup> Candy Murphy, *From Justice to Welfare: the Case for Investment in Prevention and Early Intervention* (CMAdvice Ltd. 2010) 7.

<sup>71</sup> Department of Justice, *Practical Lessons, Fair Consequences* (Department of Justice 2012) 2.

<sup>72</sup> Noetic Solutions Pty Ltd. *Review of Effective Practice in Juvenile Justice – report for the Minister for Juvenile Justice* (Noetic Solutions 2010)

<sup>73</sup> Noetic Solutions Pty Ltd. *Review of Effective Practice in Juvenile Justice – report for the Minister for Juvenile Justice* (Noetic Solutions 2010)

- provides few rehabilitative opportunities through behavioural or cognitive therapy;
- creates a stigma that has a negative effect on the individual's self-esteem;
- places the individual in close proximity to a peer group already committing anti-social behaviour;
- provides little opportunity for the young person's family to receive support or training; and
- removes the young person from a potentially supportive community environment.

Research supports the connection between punitive methods of punishment (i.e. detention, supervised probation orders) and the increased likelihood of a young person continuing their offending behaviour and entering the adult justice system. A 2003 Australian Institute of Criminology (AIC) study into criminal behaviour found that by 2002, 79 per cent of juveniles on supervised orders between 1994 and 1995 had progressed into adult prisons.<sup>74</sup> The high rate of recidivism for those in youth detention is due to two main factors:

- Exposure to incarceration contributes to a range of risk factors identified in the paragraph above;
- Those under supervised Youth Justice orders, particularly those in detention are either repeat offenders or have committed serious offences and are therefore more likely to continue into the justice system regardless.

The correlation between youth detention and recidivism has resulted in a greater focus in recent years on developmental pathways approaches that provide rehabilitative responses. This is reflected in the Western European (excluding the United Kingdom) jurisdictions' move towards welfare models of Youth Justice and the development of hybrid models in jurisdictions such as Victoria.<sup>75</sup> These jurisdictions provide rehabilitative support that is more targeted and more intensive than those in early intervention but still focuses on therapeutic interventions rather than punitive measures. They include cognitive and behavioural change, drug and alcohol rehabilitation, parenting support and encouragement of educational and skills attainment. These types of secondary and tertiary interventions are demonstrated above in Figure B - 2. Leading practice examples of these types of interventions are described in Section 5.

### **B.2.5 Challenges of intervening**

There are a range of challenges facing the implementation of effective early intervention and chronic offender rehabilitation programs. However, the primary difficulty is the implementation of a holistic justice wide approach that incorporates a range of interventions tailored to the needs of the individual. The benefits of early intervention and rehabilitative programs are subtle, not materialising until well after the young person has moved into adulthood. This is in contrast to the seemingly immediate benefits such as improvements in community safety of dealing with the consequences of crime through detention or other punitive measures. Consequently, there is often public support for tough on crime approaches and little support for early intervention or what is seen as 'softer' therapeutic interventions.

Another significant issue in implementing any young offender program is identifying the correct timing for interventions. Although general risk factors can be identified, the ideal point at which to intervene is not always clear. Incorrectly identifying specific risk factors that contribute to antisocial behaviour and missing the opportunity to intervene can lead to cumulative risk factors that make successful

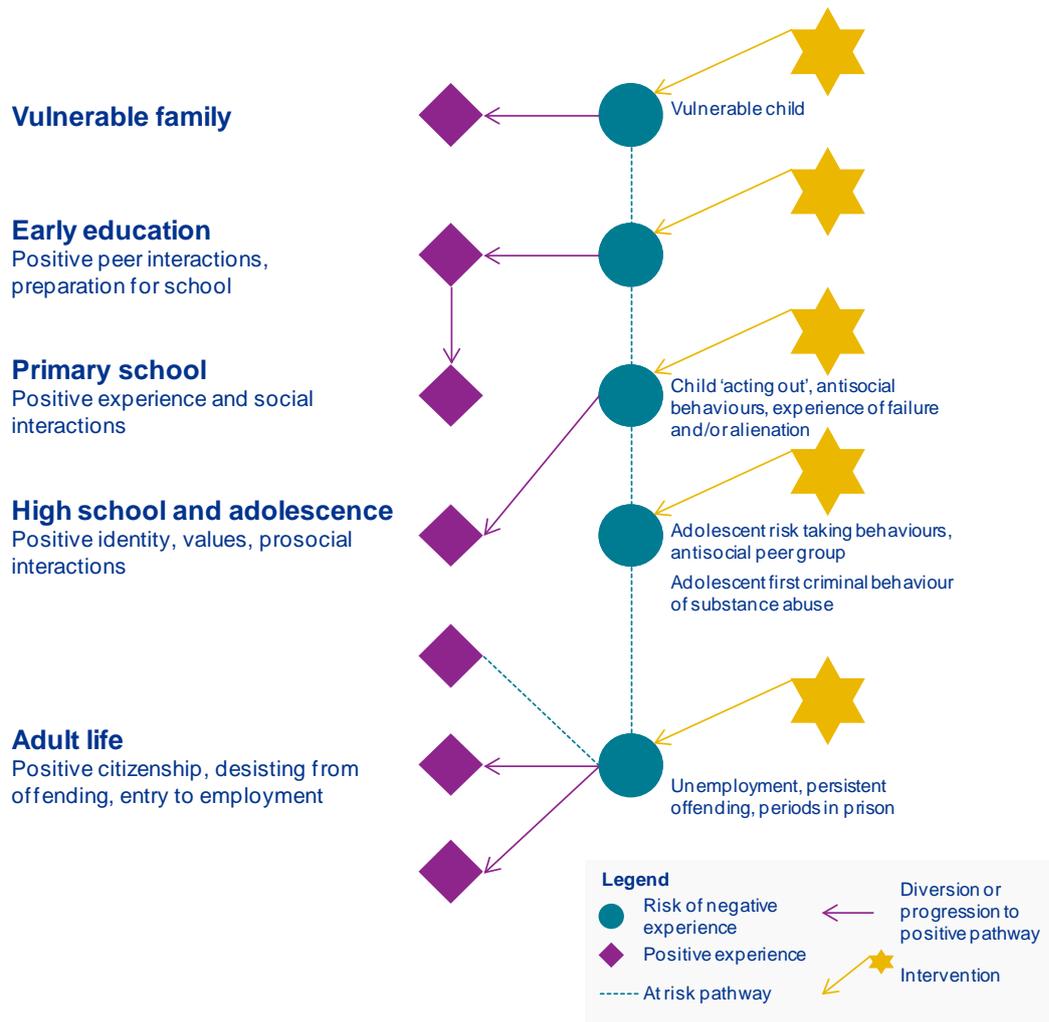
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<sup>74</sup> Julianne Buckmand, Leigh Krenske and Mark Lynch, *Trends and issues in crime and criminal justice* (Australian Institute of Criminology 2003) 2 NB This study did not establish causality

<sup>75</sup> Department of Justice, *Practical Lessons, Fair Consequences* (Department of Justice 2012) 12

intervention more difficult.<sup>76</sup> Incorrect identification could also result in missing the young people most in need of help or placing young people in the YJS unnecessarily. For example, placing a chronic offender in a detention situation contributes to a whole range of additional risk factors including the potential of being exposed to negative influences, removal from their family and community support and the disruption of education. It also raises the issue of potentially spending resources on putting a young person in the YJS who given the high rate of desistance among young people would have stopped offending once they reached maturity. The developmental pathways approach discussed in Sections 0 and 1 assists in the identification of risk factors that lead to antisocial or offending behaviour, and the ideal time for intervention to reinforce positive pathways (through protective factors) to counteract possible negative pathways.<sup>77</sup> As such, a pathways analysis facilitates identification of when and where intervention may be most effective, as illustrated in Figure B - 3.

Figure B - 3: Intervention points and pathways throughout childhood, adolescence and adulthood



<sup>76</sup> Troy Allard, James Olgive and Anna Stewart, *The efficacy of Strategies to Reduce Juvenile Offending* (Griffith University 2007), 17.

<sup>77</sup> Candy Murphy, *From Justice to Welfare: The Case for Investment in Prevention and Early Intervention* (CMAAdvice Ltd 2010) 25.

Source: Candy Murphy, From Justice to Welfare: The Case for Investment in Prevention and Early Intervention (CMAdvice Ltd 2010) 27.

For example, a young person demonstrating risk taking or anti-social behaviour can continue down this path potentially into association with anti-social peer groups and substance abuse. Identifying a young person at this stage can allow for the implementation of an intervention that encourages re-engagement with school or the creation of a positive peer environment, diverting them away from potential criminal behaviour.

## **B. 3 The Queensland context**

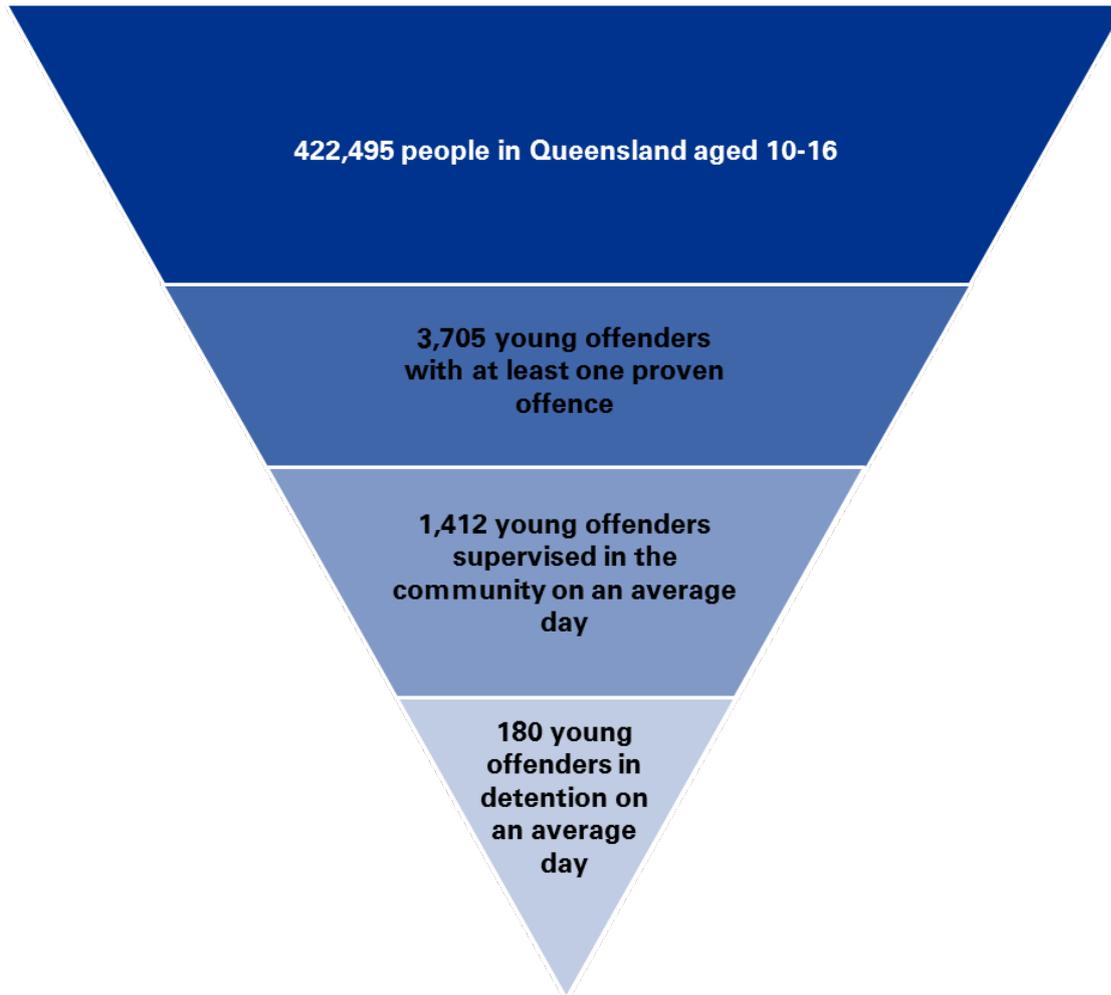
### **B.3.1 Youth Offending in Queensland**

Based on data about young people who have a proven offence, it appears that a significant majority of young people in Queensland are law-abiding and do not engage in offending behaviour. As demonstrated by Figure B - 4, in 2013-14, only 0.9% per cent of Queensland's young people (aged 10-16) had proven offences, 0.3% per cent were under supervised youth justice orders and 0.04% were in detention on an average day.<sup>78</sup>

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<sup>78</sup> Youth Justice, *Youth Justice Pocket States 2013-14* (Department of Justice and Attorney General, 2014)

Figure B - 4: Incidence of youth offending in Queensland (2013-2014)



Source: Australian Bureau of Statistics, Australian Demographic Statistics – Estimated Resident Population by Single Year of Age, Queensland (Cat. No. 3101.0) (Australian Government 2014); Youth Justice, Youth Justice Pocket Stats 2013-14 (Department of Justice and Attorney General, 2014).

When compared nationally, Queensland has the fourth highest youth offender rate of the states and territories in Australia with 3,636.5 young offenders per 100,000 people aged 10-19. This comparison is demonstrated in Figure B - 5.

Figure B - 5: Youth offender rate for states and territories, 2013-14

**Youth offender rate for states and territories, 2013-14**



Source: Australian Bureau of Statistics, *Recorded Crime – Offenders 2013-14 – Youth offenders (Cat. No. 4519.0)* (Australian Government 2014).

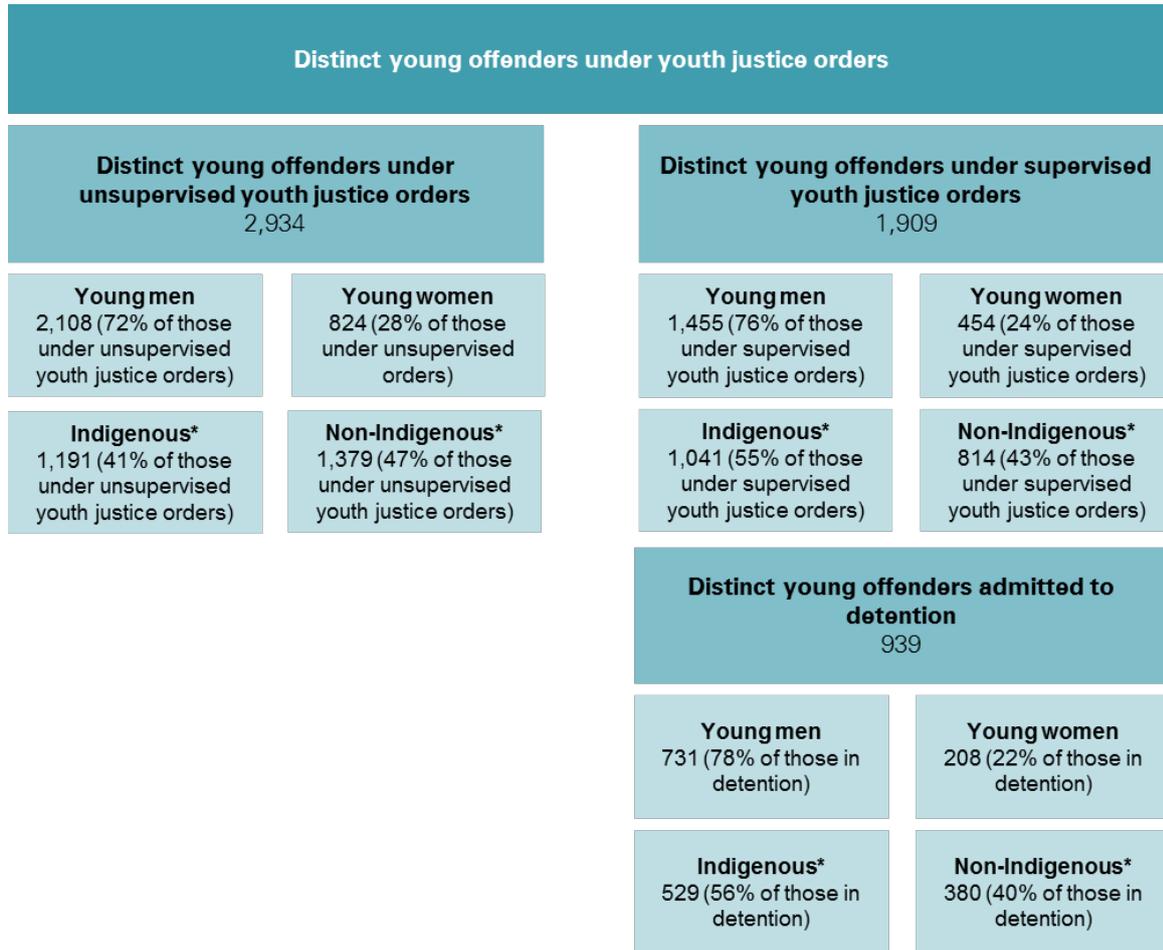
The Northern Territory has the highest youth offender rate – 7,241.2 young offenders per 100,000 people aged 10-19 and Western Australia has the lowest – 1,588.1 young offenders per 100,000 people aged 10-19. It is important to note here that the Australian Bureau of Statistics (ABS) calculates youth offending as offences committed by people between the ages of 10 and 19 rather than Queensland's approach of 10-16 years of age.

Young people in the YJS are typically male accounting for 72 per cent of those under unsupervised youth justice orders and 76 per cent of those under supervised youth justice orders. As demonstrated by Figure B - 6 the Indigenous population is also over represented in the YJS accounting for 41 per cent of those under unsupervised youth justice orders, 55 per cent of those under supervised youth justice orders and 56% of distinct young offenders in detention. In addition, Indigenous young people accounted for 66% of the 180 young people in detention on an average day in 2013-14.<sup>79</sup> In comparison, the ABS approximately only 7.6 per cent of Queensland's young people aged 10-16 are Indigenous.<sup>80</sup>

<sup>79</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

<sup>80</sup>Australian Bureau of Statistics, *Australian Demographic Statistics – Estimates and projections, Aboriginal and Torres Strait Islander Australians 2001 to 2026 (Cat. No. 3238.0)* (Australian Government 2014);

Figure B - 6: Breakdown of youth offenders according to gender and Indigenous status



Source: Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

Note: \*Breakdown of Indigenous status does not sum to the total number of young people due to a small number of young offenders with unknown Indigenous statuses.

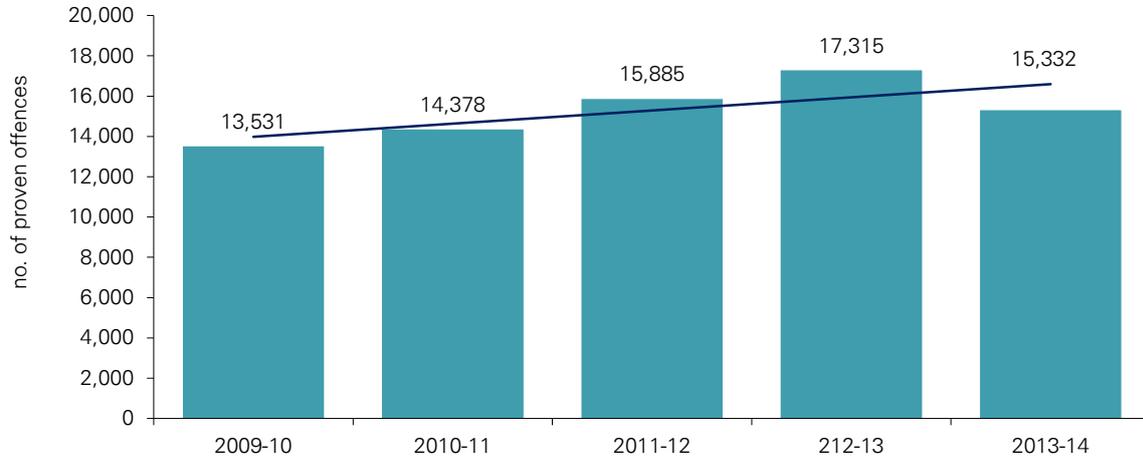
A look at offending behaviour of Queensland's young people over the past five years shows an increase in offending, property offences, drug offences and the illegal use of motor vehicles. Between 2009-10 and 2013-14 there was a 14 per cent decrease in distinct offenders and an 8 per cent increase in offences. This is reflected in an increasing offending density from 5.1 proven offences per young person in 2009-10 to 6.3 in 2013-14. By 2013-14, 10 per cent of young offenders were responsible for 43 per cent of all proven offences indicating that there is a group of young people whose criminal behaviour is becoming entrenched<sup>81</sup>.

Figure B - 7 shows the increase in property offences committed by young people in Queensland between 2009-10 and 2013-14.

<sup>81</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

Figure B - 7: Proven property offences by young people, Queensland 2009-10 to 2013-14

**Proven property offences by young people, Queensland 2009-10 to 2013-14**



Source: Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

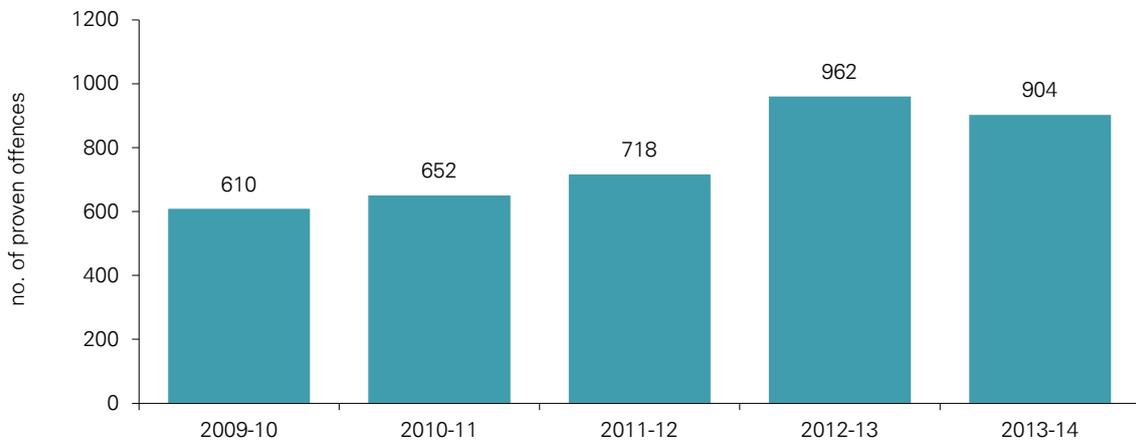
Youth property offences have increased by 13 per cent between 2009-10 and 2013-14. By 2013-14 they accounted for 65 per cent of all proven offences by young people in Queensland. Youth Justice also found that girls were increasingly becoming involved in property offences, with Children's Court Judges dealing with three times as many property offences committed by girls in 2013-14 compared to 2009-10.<sup>82</sup>

Figure B - 8 shows the increase in proven drug offences by young people in Queensland between 2009-10 and 2013-14.

<sup>82</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014) additional analysis provided by Department of Justice and Attorney General.

Figure B - 8: Proven drug offences by young people, Queensland 2009-10 to 2013-14

**Proven drug offences by young people, Queensland, 2009-10 to 2013-14**



Source: Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

There has been a 48 per cent increase in proven drug offences between 2009-10 and 2013-14. While this increase is significant, drug offences remain a relatively small part of offences committed, accounting for 4 per cent of all proven offences by young people in Queensland in 2013-14. The significant change in the number of young offenders with drug offences is mirrored across Australia with large variations occurring in all other states and territories as demonstrated by Figure B - 9. It is important to note that the Australian Bureau of Statistics classifies youth offending as 10-19 years and consequently, state changes in drug offences are reflected for this age group rather than 10-16 (including Queensland despite the different classification of youth offending).

Figure B - 9: Change in drug offences between 2009-10 and 2013-14 by state/territory

**% change in drug offences by youth offenders by state/territory between 2009-10 and 2013-14**



Source: Australian Bureau of Statistics, *Recorded Crime – Offenders 2013-14 – Youth offenders (Cat. No. 4519.0)* (Australian Government 2014);

While proven traffic and motor vehicle offences have remained stable over the last five years (1,785 offences in 2009-10 and 1,743 offences in 2013-14), the illegal use of a motor vehicle, an offence against property the , has increased by 63% between 2009-10 and 2013-14.<sup>83</sup>

These statistics demonstrate an increase in youth offending behaviour in specific areas. Particular areas of concern are the increase in property crimes, the illegal use of motor vehicles and the increase in drug offences. Recent changes in the Queensland's YJS aimed to directly address the first two of these issues.

### B.3.2 The framework for Youth Justice in Queensland

Internationally there are a variety of models designed to deal with young offenders. The English speaking world tends to focus on a justice model that attempts to hold young people accountable for their actions. European countries outside of the United Kingdom use a welfare model. However, internationally there is a growing movement towards applying a hybrid of these models. These models outlined in Table B - 4 below.

*Table B - 4: Youth justice models*

Model	Description
<b>Justice model</b>	<ul style="list-style-type: none"> <li>• Holds young people accountable for their actions by imposing criminal sanctions and ensuring that due process is followed.</li> <li>• Premised on the belief that young people's crimes are acts of free will and choice, and therefore they should be held responsible for their actions and are deserving of punishment.</li> <li>• Key example: United Kingdom.</li> </ul>
<b>Welfare model</b>	<ul style="list-style-type: none"> <li>• Employs largely informal proceedings and interventions which are based on the best interests of the young person, rather than holding them accountable or seeking retribution. Focus is on rectifying the negative circumstances which are perceived to encourage or contribute to criminal behaviour in young people.</li> <li>• Premised on the assumption that a young person's behaviours stem from factors outside their control, therefore there is a need to focus on addressing the needs and circumstances that may have led to their offending behaviour.</li> <li>• Key example: Finland.</li> </ul>
<b>Hybrid model</b>	<ul style="list-style-type: none"> <li>• A combination of both the justice and welfare models which incorporates criminal sanctions such as detention (adopted from the justice model), but also provides informal interventions and support (adopted from the welfare model).</li> <li>• Key example: Victoria</li> </ul>

Sources: Department of Justice, *Practical Lessons, Fair Consequences* (Department of Justice 2012) 12; Kelly Richards, 'Trends in juvenile detention in Australia' *Trends and issues in crime and criminal justice No. 416* (Australian Institute of Criminology 2011) 6.

Queensland's YJS is based on a model that focuses on reducing youth crime and making the community safer by holding young people accountable for their actions but includes welfare interventions such as behavioural therapy. It is based on the premise that offences committed by a young person are an act of free will and there is a need for accountability either through punitive measures or restorative justice. Emphasis on a justice model for youth offending in Queensland has

<sup>83</sup> Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

grown in recent years with legislation changed to reflect stricter punishments for crimes such as graffiti and hooning and the removal of the principle of 'detention as a last resort' that underlines the Youth Justice Systems in the other Australian states. The focus on deterrence and individual accountability is underpinned by the current legislative framework outlined Figure B - 10. It is important to note that the recent change of government in Queensland has indicated a more balanced approach to Youth Justice, and an intention to repeal youth justice laws which focus on holding young people accountable for their actions, to include and acknowledge that a sole focus on punitive measures is ineffective and a young person needs assistance to address the causes of their offending behaviour. The Youth Boot Camps reflect the combination of a "tough on crime" stance (from the previous government) tempered with a focus on rehabilitation through behavioural therapy, education, vocational and family support provided through consultation with justice stakeholders, including YJ.

*Figure B - 10: Queensland youth justice system legislative framework*



Sources: Department of Justice and Attorney-General, Youth Justice and Other Legislation Amendment Bill 2014

The Youth Justice Act 1992 embodies the justice-based approach and is based on the following principles:

- the need to protect the community from offenders;
- a recognition of the vulnerability and maturity of young people aged 10-16 and their need for special protection when they come into contact with the justice system;
- the need to divert, if possible those at risk from entering the CJS;
- the need to hold a young offender accountable for their actions;

- a focus on the rehabilitation of a young offender; and
- the need to encourage the parent of a youth offender to fulfil the responsibilities of a parent.<sup>84</sup>

The focus on developing personal accountability of Queensland's young offenders is evident in the types of order charges used by magistrates. Figure B - 11 illustrates the order types used in 2013/14. Over time the ratio of youth under each order type compared to others has varied little (apart from the change caused by the addition to the orders available of the Sentenced Youth Boot Camp and Graffiti Removal programs which started in 2012-2013). However, the average daily number of youth in detention steadily increased from 136 in the June quarter 2010 to 191 in the June quarter 2014. The increase was particularly pronounced after the June quarter 2012, making Queensland the only state in Australia to experience a statistically significant increase in young people in detention over the four year period between June 2010 and June 2014 (the Northern Territory and South Australia have experienced a minor increases in the detention population).<sup>85</sup> The Australia Institute of Health and Welfare (AIHW) argues that the increase was driven largely by the number of young people in remand. Between 75 and 94 young people were in un-sentenced detention each quarter until the June quarter 2012, when numbers increased to 139 young people in remand in the June quarter 2014. The increase in the remand population, which could have been the result of court delays, or an increase in the number of offenders, almost entirely consisted of an increase in the Indigenous cohort. Queensland has the third highest Indigenous population between the ages of 10 and 17 years in Australia. Between the June quarter 2010 and the September quarter 2011, between 40 and 57 Indigenous young people were in un-sentenced detention. This rose to between 88 Indigenous young people in un-sentenced detention in the June quarter 2014. There was no consistent trends among other groups.<sup>86</sup> It is important to notice that these apparent trends in Youth Justice statistics can be deceptive given the relatively low number of young people in the YJS, trends may in fact be due to minor events such as a certain cohort turning 17 or inter-state movement of a troubled family.

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<sup>84</sup> Queensland Government, *Justice Gateway – Youth Justice*, available at <http://www.justice.qld.gov.au/youth-justice> (accessed 11/03/2015)

<sup>85</sup> Australian Institute of Health and Welfare (AIHW), *Youth detention population in Australia 2014* (AIHW, 2014).

<sup>86</sup> Australian Institute of Health and Welfare (AIHW), *Youth detention population in Australia 2014* (AIHW, 2014).

Figure B - 11: Breakdown of youth justice orders Queensland, 2013-14



Sources: Youth Justice, *Youth Justice Annual Summary Statistics: 2009-10 to 2013-14* (Department of Justice and Attorney General, 2014).

It is also important to note that Queensland is the only state in Australia to treat 17 year olds as adult offenders. Queensland's decision to try 17 year olds as an adult as well as the recent legislative change to transfer young offenders who turn 17 in youth detention and have 6 months or more to serve in an adult prison is based on the premise:

- that 17 year olds have the maturity and capacity to fully understand the consequences of their actions and be held accountable for them; and
- that there is a need to remove the influence of 17 year old offenders on younger, more vulnerable offenders.<sup>87</sup>

In contrast, the decision to try 17 year olds in the youth justice system in all other states and territories is based on:

- the premise that a 17 year old is still physically and mentally immature, detracting from their ability to make rational decisions, fully understand the consequences of their crime or avoid negative peer pressure;
- a sense of fairness that given a 17 year old cannot vote, drink alcohol, gamble, participate in jury duty, obtain a passport without parental consent and is treated as child in the Child Protection System, they should therefore be treated as a juvenile in the YJS; and

<sup>87</sup> Jodie O'Leary, *Out of Step and Out of Touch: Queensland's 2014 Youth Justice Amendments* (Current Issues in Criminal Justice 2014) 159

- concern regarding the potential impact of placing a young person in an adult prison where there are likely to be fewer programs or chances for rehabilitation and the likelihood that there are a significant number of undesirable individuals in an adult prison.<sup>88</sup>

Treating 17 year olds as children in the YJS is also part of a wider commitment to the United Nations *Convention on the Rights of the Child* which provides that anyone under the age of 18 is treated as a child (unless otherwise specified by the law of that country), that countries should make an effort to ensure their laws encourage legal matters relating to children to be dealt with respectfully and in a way that avoids court and prison when this is reasonable and that any child in detention should be separated from adults unless it is not in their best interests. It is also part of a commitment to the United Nations *Standard Minimum Rules for the Administration of Juvenile Justice* (the Beijing Rules) that emphasise:

- the use of detention as a last resort and for the shortest appropriate time period;
- the need to provide a range of diversion options including community support programs; and
- the need to dispose of cases without resorting to formal hearings.

All of these are less likely to occur in an adult justice system.

While there is a focus on ensuring the personal accountability of Queensland's youth, the justice-model incorporates aspects of community and welfare support as well. These are provided through Queensland Youth Justice's youth and family support services. The services include:

- Changing Habits and Reaching Targets (CHART) are voluntary sessions that aim to teach young people about the consequences of their behaviour and how to increase their skills, confidence and improve their opportunities;
- Aggression Replacement Training (ART) is a ten week program which teaches children about the consequences of their offending behaviour. It has three aspects; social skills, anger management and moral reasoning. Youth Justice has the opportunity to refer young offenders with a violent criminal history. The program is run in Queensland's two detention centres;
- Parent support training;
- Links to community agencies that are able to provide specialist, long-term support; and
- Indigenous Support Officers that facilitate communication between Youth Justice Staff and Indigenous communities, particularly those that have a high proportion of young offenders. They aim to improve the cultural suitability of programs and services and support to families, caregivers, elders and community stakeholders. Indigenous Conferencing Support Officers (ICSOs) exist in various locations to improve cultural appropriateness of youth justice conferences and programs.

There are four key agencies in Queensland's YJS; these are outlined in Table B - 5. The young offender's pathway through these agencies is outlined in Figure B - 12. A young person enters the YJS when they come into contact with the police. Their contact with other agencies depends on decisions made at this point. However, diversion is limited in Queensland with most young offenders directed through the courts.<sup>89</sup>

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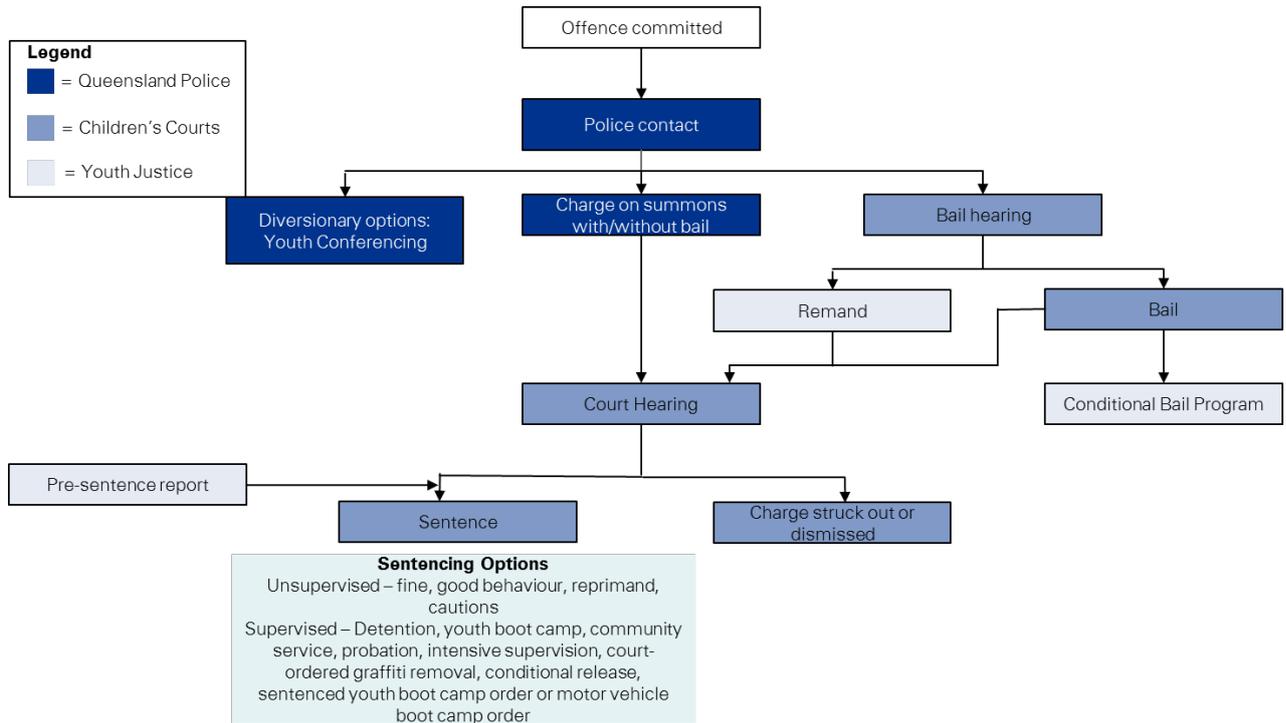
<sup>88</sup> The Commission for Children and Young People and Child Guardians (CCYPCG), *Advice provided to The Legal Affairs, Police, Corrective Services and Emergency Services Committee on the Law Reform Amendment Bill 2011* (CCYPCG 2012)

<sup>89</sup> Noetic Solutions Pty Ltd, *Review of Effective Practice in Juvenile Justice – Report for the Minister for Juvenile Justice* (Noetic, 2010).

Table B - 5: Youth Justice Agencies and Departments in Queensland

Agency/ department	Role
<b>Queensland Police</b>	<ul style="list-style-type: none"> <li>Responsible for law enforcement in Queensland, which includes investigating and bringing charges against individuals who have broken the law. Note, however, police officers may provide an alternative response (e.g. caution, warning) in certain circumstances.</li> </ul>
<b>Children's Court (Magistrates Court)</b>	<ul style="list-style-type: none"> <li>Young people aged between 10 and 16 years who commit a minor offence are first referred to the Children's Court, a special district court.</li> <li>First time offenders have their cases heard in closed court. Repeat offenders cases are held in open court unless otherwise stipulated by the Magistrate.</li> </ul>
<b>Children's Court of Queensland (CCQ)</b>	<ul style="list-style-type: none"> <li>Serious criminal offences by young people between 10 and 16 years are referred to the CCQ. Alternatively, if the magistrate deems the offence serious enough they order the matter to be dealt with in an adult court.</li> <li>CCQ is presided over by specifically commissioned judges from the District Court.</li> <li>CCQ matters are held in open court unless the judge orders a closed court.</li> <li>The CCQ also deals with child protection orders and parentage orders.</li> </ul>
<b>Department of Justice and Attorney General (Youth Services)</b>	<ul style="list-style-type: none"> <li>Youth Justice is responsible for providing youth detention, youth boot camps, youth conferencing, ART, CHART conditional bail programs, supervising statutory orders and Indigenous Support Officers.</li> <li>Youth Justice also oversees non-governmental organisations provision of services such as Youth Offender Support Services, Bail Support Services and the Early Intervention and Sentenced Youth Boot Camps</li> </ul>

Figure B - 12: Pathways through Queensland's Youth Justice System.



Sources: Adapted from Queensland Government, *Your rights, crime and the law – Youth offenders and the justice system*, available at <http://www.qld.gov.au/law/sentencing-prisons-and-probation/young-offenders-and-the-justice-system/> (accessed 11/03/2015)

### B.3.3 Youth Boot Camps in Queensland

The Early Intervention Youth Boot Camps (EIYBC) and Sentenced Youth Boot Camp (SYBC) were instituted in 2013 as key initiatives of the former Queensland Government in response to 2012 election commitments to trial youth boot camps. The primary aim of the EIYBC and SYBC is to reduce the likelihood of future offending, while holding youth accountable for their actions and improving community safety while also providing opportunities for rehabilitation.

### B.3.4 Early Intervention Youth Boot Camps

EIYBC aims to prevent youth from entering the youth justice system by identifying those who exhibit at risk characteristics and providing a voluntary diversionary boot camp program. EIYBC includes experiential learning/s, community integration and mentoring.

The purpose of the EIYBC's is to:

- develop the consequential thinking of young people involved;
- improve the health and well-being of young people;
- enhance the young people's ability to operate in routine and disciplined environments (such as at school);
- develop young people's family functioning;
- increase the self-confidence of young people;

- increase young people's participation in school/environment;
- reduce the likelihood of young people being involved in criminal behaviour; and
- develop the personal and inter-personal skills of young people.

Youth can be referred to EIYBC through government agencies such as the Queensland Police Services, the Department of Education and Training (DET) or Queensland Health as well as a range of non-government organisations working with vulnerable youth. DET is the largest referrer with 85 per cent of those in the program referred through local schools.<sup>90</sup> To be considered the young person must be:

- 12-16 years of age;
- Exhibiting characteristics known to be associated with a high risk of entering the YJS and becoming an entrenched criminal offender; and
- Demonstrating risks across at least three of the areas identified in Table B - 6 which outlines the risk factors identified by Youth Justice as contributing to potential ongoing offending behaviour. It is important to note that a young person displaying these risk factors will not immediately be sent to an EIYBC; consent of the young person and their parents is required.

The referral assessment panel also takes into consideration the presence of other risk or protective factors that may make the individual unsuitable for the program.

*Table B - 6: Risk factors taken into consideration when a young person is referred to an EIYBC*

Risk factors	
<b>Individual</b>	<ul style="list-style-type: none"> <li>• Engages in substance misuse</li> <li>• No positive social or recreational activities</li> <li>• Inflated self-esteem</li> <li>• Physically aggressive</li> <li>• Tantrums</li> <li>• Short attention span</li> <li>• Verbally aggressive</li> <li>• Anti-social/pro-criminal attitudes</li> <li>• Not seeking help</li> <li>• Defies authority</li> <li>• Callous, little concern for others</li> <li>• Inadequate feeling of guilt</li> <li>• Poor frustration tolerance</li> </ul>
<b>Family</b>	<ul style="list-style-type: none"> <li>• Parent(s) or carer(s) experience significant challenges in managing the young person's behaviour or providing appropriate supervision and discipline</li> <li>• Poor relationship with their parent(s) and carer(s)</li> </ul>
<b>Peer</b>	<ul style="list-style-type: none"> <li>• Engages with a negative peer group</li> </ul>
<b>School</b>	<ul style="list-style-type: none"> <li>• Disengaging from school and/or displaying multiple challenges in the school environment</li> </ul>
<b>Community</b>	<ul style="list-style-type: none"> <li>• Resides in a disorganised community</li> </ul>

Sources: Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 55-56

The twelve-month program commences with a residential phase followed by a community integration phase, linking participants to community based services and is followed by a mentoring phase. There is flexibility in how providers implement and deliver the model at each site. Each EIYBC adopts a

<sup>90</sup> Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 41

different operational model, varying in a number of program elements including: funding per annum; program capacity and ratio of staff to participants; respective lengths of the residential and community integration phases; degree of familial involvement; provision of vocational training; and target participant groups. However, all EIYBC programs should be targeting similar types of young people, though there are different practices of identifying the young people. These differences are outlined in Table B - 7.

EIYBCs are currently operating in three locations:

- Fraser/Sunshine Coast, in operation since October 2013, running four camps per year;
- Gold Coast, in operation since February 2013, running four camps per year; and
- Rockhampton, in operation since October 2013, running six camps per year.

Approximately 111 participants have completed the program as at 31 December 2014.

Table B - 7 provides an overview of the status of the EIYBCs.

Table B - 7: EIYBC overview

Name	Provider	Funded Amount	No. of participants commencing	No. of participants completed	No. of participants in progress	Model	Activities
Isurava (Gold Coast)	Kokoda Challenge Association	\$0.446m	51	46	1	Residential camp over 10 days with a 6 week community phase and a 5 day graduation camp with mentoring available	Includes: Adventure based activities; <ul style="list-style-type: none"> <li>• Cognitive and behavioural therapy</li> <li>• Motivational interviewing;</li> <li>• Family therapy;</li> <li>• Heroes program; and</li> <li>• Case management</li> </ul>
Operation Hard Yakka	Oz Adventures	\$0.349m	48	41	7	The residential phase is 28 days including vocational training and 2 day parent retreat. The community phase is supported by 1 mentor who works with 5 young people	Includes: <ul style="list-style-type: none"> <li>• Australian Military Style Youth Diversion Training Program;</li> <li>• Experiential learning; and</li> <li>• Pathways to prevention – risk assessment/protective factors</li> </ul>
Horizon Experience	PCYC	\$0.439m	34	24	0	The residential phase is 3 days followed by a 9 day PCYC expedition and a 3 day residential family camp. The community phase is supported by 1 mentor per 5 young people.	Bush Adventure Therapy Model that includes experiential learning through outdoor activities
Total		\$133m	133	111	8		

Sources: Adapted from Department of Justice and Attorney-General, *Youth Boot Camp Interim report* (Department of Justice and Attorney General 2014)

### **B.3.5 Sentenced Youth Boot Camp**

SYBC is aimed at youth already in the YJS who are facing a custodial sentence. It provides the court with the option to divert young people from detention into the SYBC program, with a view to preventing youth entering what is generally referred to in literature as the 'revolving door' of custodial placements followed by re-offending. Courts have been able to sentence youth to SYBC since January 2013. Boot Camp Orders (BCO) are for a minimum of 3 months and a maximum of 6 months. Before the flow of sentenced BCOs from the courts began, there was a brief period when admission was based on voluntary participation, with young offenders on community correction orders being given the choice of attending boot camp. Mandatory sentencing to the boot camp started in April 2014 and covers all young people sentenced to three or more motor vehicle offences within 12 months in Cairns (Cairns, Yarrabah, Innisfail, Mareeba and Atherton) and Townsville (Townsville, Ingham, Burdekin, Hughenden and Palm Island) districts. The young person and their family have to consent in order to participate in the SYBC apart from the mandatory sentence.

Currently, a participant given a boot camp order must:

- be located in the catchment area;
- be 13 years or older at the time of sentencing;
- not have pending charges or a previous sexual assault or violent offence;
- not be serving a period of detention for other offences; and
- not pose an unacceptable risk of physical harm to other young people in the boot camp or boot camp centre employees.

The young person must have a pre-sentencing report (PSR) completed that contains an assessment of:

- the young person's physical and mental health;
- the suitability of the young person for release from detention under a boot camp order;
- agreement from the parent or guardian of the young person;
- a statement indicating whether the details of the boot camp program have been explained to the young people in a way that they would reasonably understand; and
- a statement as to whether the young person has consented to participate.

In this process Youth Justice Staff are required to conduct three interviews with the young person, two interviews with the parent/guardian and seek information from external agencies (where appropriate).<sup>91</sup>

SYBC involves three phases – residential, community supervision and mentoring. These phases contain physical activity, intensive family support, offence focused programs, education, training for employment, health services, community reparation and mentoring. These aspects aim to combine structure, routine and discipline in a way that will provide an environment that encourages behavioural change. The residential phase is followed up by a community supervision phase where the young offenders return to their community while continuing to receive guidance and support from their mentors. The mentoring phase was designed to continue for up to nine months following release from

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<sup>91</sup> Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 116

the community phase. Since the young person would not be subject to a boot camp order at this stage, the longer term mentoring phase is optional.

The overall purpose of the SYBC is to:

- provide a consequence for young people's offending behaviour;
- reduce rates of re-offending among young people;
- develop discipline and respect among young people;
- engage/re-engage young people with their communities;
- strengthen young people's sense of cultural identity and connection to their cultural communities;
- improve the stability, health and well-being of young people;
- increase the young people's access to positive recreational and leisure activities;
- improve young people's personal and social and life skills; and
- improve young people's families' ability to supervise and support them.

The SYBC residential phase is located 3.5 hours west of Townsville, whilst the community integration phase is undertaken in Atherton, Cairns and Townsville. The program is currently run by Beyond Billabong at a base cost of \$2.9 million per annum (excluding operational costs).

Approximately 24 participants have completed the program since commencing operations in December 2013 (as at 31 December 2014). Nine of these participants came through a voluntary referral process, while the remainder were sentenced by the courts (eight under a boot camp order, and seven under a motor vehicle mandatory boot camp order). Another 10 participants are currently on programs that are still underway.

## **B.4 Early Intervention for young people at risk of entering the Youth Justice System**

### **B.4.1 Leading practice interventions for early intervention**

#### **What doesn't work?**

A significant degree of research undertaken has been undertaken in respect of identifying 'what works'. However, in developing evidence based youth justice policies it is equally important to acknowledge 'what doesn't work'. Table B - 8 provides an overview of primary and secondary interventions which have been demonstrated to have limited effectiveness in reducing youth crime and recidivism.<sup>92</sup>

This section includes a consideration of the rewards and sanctions involved in effective early intervention programs rather than identifying it in a separate section.

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<sup>92</sup> Australian Institute of Criminology, *Effective strategies in working with young offenders (AI Crime Reduction Matters)* 29 April 2008.

Table B - 8: Ineffective primary and secondary interventions

Intervention	Description
Primary interventions	
Curfews	<ul style="list-style-type: none"> <li>• Research has found that young people under curfew violations are those already socially excluded or isolated and are usually forced into temporary accommodation. Curfew violations unnecessarily add to a criminal record.</li> <li>• Research shows that the costs of curfews generally outweigh their benefits. Most have no effect on juvenile crime and for those that do there is an equal split between an increase and a decrease in crime.</li> </ul>
Zero-Tolerance Policing	<ul style="list-style-type: none"> <li>• This approach is to crack down on even minor crimes, in theory to prevent them from emboldening offenders and escalating.</li> <li>• There is little evidence to support zero tolerance. Cities that implemented the policy such as New York received complaints of police brutality.</li> <li>• Zero-tolerance tends to have negative effects on community-police relations.</li> </ul>
Secondary interventions	
Military style boot camps	<ul style="list-style-type: none"> <li>• These camps institute strict discipline and respect for authority.</li> <li>• Evidence on military style boot camps is varied with some studies suggesting little to no change to young people's behaviour and others suggesting that they actually worsened reoffending outcomes.</li> </ul>
Scared Straight	<ul style="list-style-type: none"> <li>• These are aimed at scaring a young person into improving their behaviour. These are the only programs that were found to have a mean negative impact.</li> </ul>

Sources: Noetic Solutions Pty Ltd. Review of Effective Practice in Juvenile Justice – Report for the Minister for Juvenile Justice (Noetic Solutions 2010)

The underlying common theme to these interventions is their focus on using sanctions (i.e. deterrence and punishment). These programs are based on the premise that sanctions cause positive behavioural change through shock, discomfort and adherence to discipline. These types of programs do not take into account the multitude of factors influencing a young person's tendency to display antisocial behaviour and make no effort to rectify risk factors or teach the young person the skills needed to adopt an alternative path. Punishment approaches are thought to have the most positive effect when applied immediately after undesirable behaviour and applied at maximum severity with no option for escape.<sup>93</sup> Given the complexities of the justice system immediate punishment is impractical and unlikely to occur.

### What works?

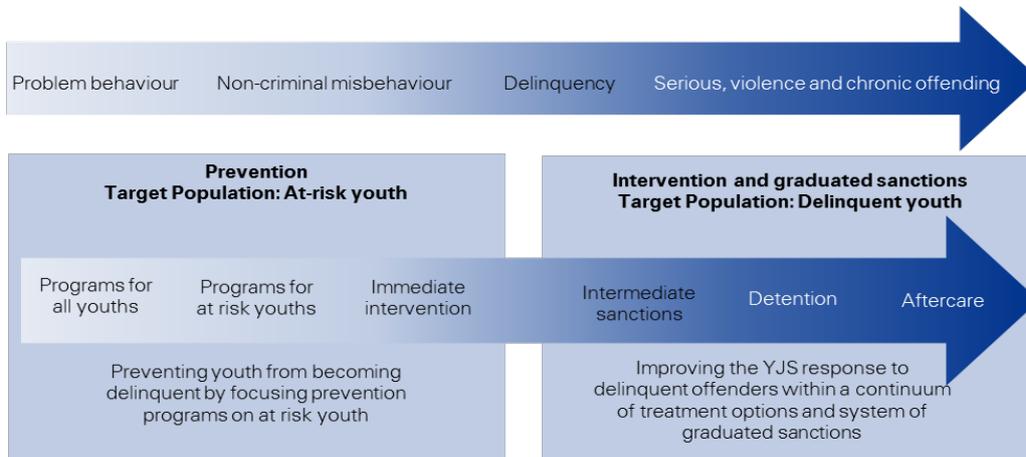
The most effective models also have a range of services available to young people that match the range of needs and risk profiles of young people in the YJS.<sup>94</sup> Figure B - 13 shows interventions

<sup>93</sup> Andrew Day, Kevin Howells and Debra Rickwood, *The Victorian Juvenile Justice Rehabilitation Review* (Forensic and Applied Psychology Research Group, University of South Australia and Australian Institute of Criminology, 2003, 5).

<sup>94</sup> Andrew Day, Kevin Howells and Debra Rickwood, *The Victorian Juvenile Justice Rehabilitation Review* (Forensic and Applied Psychology Research Group, University of South Australia and Australian Institute of Criminology, 2003, 5).

spanning the primary, secondary and tertiary level that incorporate rewards and sanctions along a continuum dependent on the needs and risks of the young person and the extent to which they have progressed in the YJS.

*Figure B - 13: Graduated service delivery continuum for young offenders*



Source: Adapted from Mark Lipsey, Improving the effectiveness of juvenile justice programs: A new perspective on evidence-based practice (Centre for Juvenile Justice Reform 2010) 37.

Positive behaviour change in the first stages of intervention occurs through the creation of pro-social family and community environments and the improvement of health and education services. This stage does not directly involve sanctions and rewards. If a young person progresses past this stage into the YJS, there would ideally be primary and secondary intervention programs that encourage behavioural change through mentoring, positive reinforcement and the addressing of specific risk factors such as drug or alcohol abuse. Tertiary interventions are provided to chronic offenders at this level. Services are ideally directed towards the specific needs and risk factors of the person and sanctions are more commonly used at this level (leading practice for these interventions are discussed in Section 5). The range of services provided needs to address the young offender's behaviour as well as providing a continuum of graduated sanctions which are sufficient to exercise the control necessary to ensure both public safety and the participation of young people in assigned interventions and programs. The key attributes of effective programs within this spectrum are outlined in Table B - 9.

Table B - 9: Effective practice in reducing youth offending (secondary level interventions)

Intervention/feature	Description
Coordinated, integrated and holistic services	<p>The continuum of interventions required to address the varying levels of vulnerability and risk experienced by young people necessitates a coordinated, integrated and holistic service delivery model, particularly in order to avoid young people and families travelling to several locations, potential duplication and/or gaps in the services provided.</p> <p>The provision of coordinated case management and/or multidisciplinary teams comprising representatives from the police, YJS, social service, education, drugs and alcohol misuse agencies and housing officers enables the identification and assessment of the needs of young people, and the ability to work with local partners and agencies in order to offer comprehensive interventions that address the factors underlying a young person's offending behaviour, while providing the appropriate level of protection for the community.</p>
Collaboration across the young person's networks	<p>The most effective programs are recognised as those that place the young person and their family at the centre of the treatment process, but also reach out to all members of the family's community to elicit support. This may include extended family members, members of the church, school personnel including teachers and coaches and community agencies. Such efforts of collaboration are considered effective in changing high-risk behaviours and increasing positive, pro-social behaviours in at-risk young people.</p>
Cognitive and behavioural methods	<p>The most effective models of intervention are based on structured, goal-orientated programs that encourage positive behavioural change. These programs can be applied to all levels of young offenders but usually require specialist expertise and training of staff.</p>
School attendance and retention programs	<p>There is a strong correlation between educational attainment and entry into the YJS/CJS. Strategies that are effective at re-engaging and supporting students at risk of early school leaving and are underpinned by a supportive school culture or climate are recognised as integral in enhancing a young person's pathways to employment opportunities and reducing the incidence of long-term disadvantage and chronic unemployment.</p> <p>Student-focused strategies with demonstrated effectiveness include mentoring, early and more intensive pathways and careers planning, careers guidance managed by suitably qualified staff, coordination of welfare needs, family outreach, programs to improve students' social skills, tutoring and peer tutoring, targeted financial support, case management, and targeted assistance for skill development among low achievement.</p>

Intervention/feature	Description
	School-wide strategies with demonstrated effectiveness include familial-based forms of organisation such as mini-schools, team-based approaches to teaching, learning and pastoral care, early intervention to support literacy and numeracy skill growth, project-based and applied approaches to learning, pathways planning and quality careers guidance and counselling, smaller class sizes, strategic use of teachers and teaching resources, initiatives to improve connections with parents, priority professional development, broad curriculum provision with strong vocational training options and high expectations of attendance and behaviour.
Mentoring programs	Mentoring programs bring young people at risk of offending into contact with a positive role model who is able to promote protective factors in a young person's life such as social bonding, opportunities for community involvement, skills development and improved self-esteem. Findings from evaluations of mentoring programs include a reduction in offending and re-offending, completion of youth justice orders, reduced substance misuse and increased participation in education, training and employment.
Assessment of criminogenic risk and protective factors (also identified as a leading practice feature at the tertiary level)	The presence of a risk assessment framework enables a young person and their support team to accurately identify and clarify the risk, protective and resilience factors present in their lives, the possible negative or positive consequences of these factors; and the reasons these factors exist. Accurate and timely identification of these risks enables services to be tailored and targeted to a young offender's needs.
Targeting of risk factors (also identified as a leading practice feature at the tertiary level)	Given increasing research that demonstrates the prevalence of multiple risk factors contributing to offending behaviour, effective interventions need to address each of these risk factors to reduce a young person's chances of further progression into the YJS/CJS. In this regard, key interventions include: <ul style="list-style-type: none"> <li>• teaching young people how to manage impulsiveness and their emotions, particularly anger;</li> <li>• teaching effective violence prevention skills;</li> <li>• treating substance abuse;</li> <li>• teaching relapse prevention skills;</li> <li>• teaching parenting skills such as reasonable rules and discipline, the importance of knowing where their children are and what they are doing, along with affection and acceptance;</li> <li>• practical support for young people and families with financial concerns, particularly ensuring that they are not living in poverty;</li> <li>• increasing social skills among young people and facilitating involvement in positive activities where they can connect with or establish relationships with other law-abiding young-people;</li> </ul>

Intervention/feature	Description
	<ul style="list-style-type: none"> <li>• improving attitudes to school, attendance, academic performance and workforce participation; and</li> <li>• helping young people and families cope positively with poor neighbourhoods or move to less risk neighbourhoods.</li> </ul>

Sources: Judge Andrew Becroft, *“From Little Things, Big Things Grow”*: Emerging Youth Justice Themes in the South Pacific (Delivered at the Australasian Youth Justice Conference: Changing Trajectories of Offending and Reoffending; National Convention Centre: Canberra) 20-22 May 2013, 30; Eric Trupin, ‘Evidence-based treatment for justice-involved youth’ in *The Mental Health Needs of Young Offenders: Forging Paths toward reintegration and Rehabilitation*, eds. Carol Kessler and Louis Kraus (2007); Tasmanian Government, *A Continuum of Care to Prevent Youth Offending and Re-Offending* (Tasmanian Government 2013); Andrew Day, Kevin Howells and Debra Rickwood, *The Victorian Juvenile Justice Rehabilitation Review* (Forensic and Applied Psychology Research Group, University of South Australia and Australian Institute of Criminology, 2003,).

## B.4.2 Comparator Early Intervention Programs

Table B - 10 outlines a range of comparator programs that incorporate leading practice interventions/features.

Table B - 10: Leading practice comparator programs for early intervention

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
School based programs				
School Transitional Environment Program (STEP)  United States of America	<p>The program aims to:</p> <ul style="list-style-type: none"> <li>• Reduce student anonymity;</li> <li>• Increase student accountability; and</li> <li>• Improve students' abilities to learn school rules and expectations.</li> </ul> <p>The program identifies students most at risk of behavioural problems in the transition from elementary and middle school to larger urban high schools. It provides group guidance counselling from teachers on class scheduling, academic difficulties and personal problems. It aims to provide a stable peer group and familiarity with the school.</p>	Predominately low-income, non-white youth at risk of behavioural problems who are transitioning between elementary and middle school to large urban high schools.	STEP students compared with the control group showed significantly lower levels of school transition stress and better adjustment on measures of school, family, general self-esteem, depression, anxiety and delinquent behaviour. STEP participants also showed higher levels of academic expectations with significantly better grades and attendance patterns. It is regarded as low cost to implement while being moderately effective at preventing future incursions into the YJS.	<ul style="list-style-type: none"> <li>✓ Mentoring programs</li> <li>✓ School attendance and retention programs</li> <li>✓ Assessment of criminogenic risk factors</li> <li>✓ Targeting of risk factors</li> </ul>
Community/family based programs				
Panyappi Indigenous Youth	The program is focused on delivering supports through mentoring, and providing a culturally appropriate way of working with Indigenous young people	The program targets young people with a wide range of characteristics including: a history of offending and	Young people who had engaged in the program for a period of six months or more experienced a substantial decrease in the number of formal cautions, orders, convictions or detentions. In	<ul style="list-style-type: none"> <li>✓ Mentoring programs</li> <li>✓ Coordinated, integrated and holistic services</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
Mentoring Project South Australia, Australia	<p>and their families, through relating to the practice of elders in Indigenous communities providing guidance and support to young people.</p> <p>The objectives of the program are to:</p> <ul style="list-style-type: none"> <li>• decrease the offending behaviour of young people and encourage them to change their attitudes towards offending;</li> <li>• decrease a young person's involvement in the juvenile justice system and associated agencies;</li> <li>• work collaboratively with other agencies to share responsibility for the young person's wellbeing;</li> <li>• build resilience and empower young people and their families;</li> <li>• assist the young person to build a positive identity; and</li> <li>• assist the young person to find constructive direction in their life.</li> </ul>	<p>victimisation, low SES, poor school attendance and performance, literacy and learning difficulties, behavioural difficulties, substance abuse, sexual, emotional and physical abuse, family breakdowns and homelessness.</p> <p>Referrals to the program come through a number of sources, including juvenile justice service systems, police, education workers, non-government organisations, family services, and welfare services.</p>	<p>particular, it was found that 80 per cent of young people decreased their rate of offending by at least 25 per cent.</p> <p>The program helped young people to develop a positive outlook and sense of hope, strengthen relationships and enhance school connectedness. It was also found that many young people had re-engaged with education and had both a stronger sense of self belief and cultural connection.</p> <p>It is important to note that the program had only been operating for a one-year period at the time of the evaluation; as such the limited timeframe of the evaluation must be considered when interpreting evaluation findings.</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's network</li> <li>✓ Targeting and assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> </ul>
Gwich'in Outdoor Classroom Project Canada	<p>This program is a culture-based crime prevention program in the remote northern communities of Canada.</p> <p>The main components of the program include an outdoor camp, a morning</p>	<p>Targeted at children faced with multiple risk factors associated with crime such as: lack of attachment to school and community role models, addictions, involvement in</p>	<p>The evaluation was a rigorous study that was based on a pre and post-test design and comparator group. It collected a variety of data through interviews, standardised tests of</p>	<ul style="list-style-type: none"> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	breakfast program, and an in-school program involving life and communication skills and traditional learning involving elders.	youth gangs and lack of parental support.	<p>children's functioning, informal community and regional discussions and program observations. A major strength of the program is its focus on culturally relevant crime prevention, which takes into account cultural values, traditions and customs.</p> <p>The outdoor classroom project was well accepted by the community and some activities such as the outdoor classroom, the morning breakfast program and the social skills program are continuing. In particular the outdoor classroom project was more effective for boys than girls, showing increased development of positive social skills in boys.</p> <p>In addition, there was a statistically significant difference in school achievement results and increased school attendance for both boys and girls at the intervention site, compared to those at the comparison site. This was found to be a result of participation in the program.</p> <p>The program is a culturally specific program, which was targeted at a small cohort (112 participants). As such, the program context and target group must be considered when interpreting evaluation findings.</p> <p>Gwich'in has been recognised as an example of best practice by the Australian Human Rights Commission.</p>	<ul style="list-style-type: none"> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Collaboration across the young person's network</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
Koori Justice Program  Victoria, Australia	The program aims to prevent Koori youth offending or re-offending using positive role models, culturally sensitive support, advocacy and casework. The key goal is to keep young Indigenous people within their communities by providing communities with the resources and support to implement effective diversionary programs. Key programs include: <ul style="list-style-type: none"> <li>• Aboriginal Cultural Support Plan - for each young Koori people involved in the YJS system. This ensures access to Koori Justice workers, cultural supports and target;</li> <li>• Koori Intensive Bail Support Program - provides case management and supervision of young people in the adult system or young people who have received a sentence or deferral from the Children's Court who are considered at risk of reoffending;</li> <li>• Koori Early School Leavers and Employment Program - designed to prevent Koori young people from entering the juvenile justice system</li> </ul>	Works with Indigenous youth that have been cautioned or diverted for a minor offence, who have received a sentencing order from the Children's Court, those in a dual track system and those considered at risk of offending.	No evaluation of the whole program is publicly available.	<ul style="list-style-type: none"> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Targeting and assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> <li>✓ Collaboration across the young person's networks</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<p>by addressing their lack of engagement with school;</p> <ul style="list-style-type: none"> <li>• Koori Pre and Post release program – ensuring the appropriate services are in place; and</li> <li>• Koori Intensive Support Practitioners – outreach casework and reports to the Youth justice Parole Board. Practitioners develop family support, community development and linkages to specialist services.</li> </ul>			
Killara Youth Support Service  Western Australia, Australia	<p>The Killara Youth Support Service is an outreach support program for young people and their families who are attracting, or may attract, the attention of the police and the law.</p> <p>The program adopts a collaborative approach by creating relationships between police, families and Killara caseworkers. Caseworkers adopt a case management approach and provide families with support to identify areas of concern; as well as to mediate conflicts and develop strategies to manage challenging behaviours. In instances</p>	<p>The program targets a number of risk factors including: early or minor offending; parent/child conflict; drug and alcohol abuse; school problems such as truancy; rebelling against normal family and social rules; running away from home; and mixing with the wrong crowd.</p>	<p>An evaluation of the <i>Killara Youth Support Service</i> was completed by the Department of Corrective Services in October 2011, however it is not publicly available.</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Targeting and assessment of criminogenic risk and protective factors</li> <li>✓ Cognitive and behavioural methods (therapeutic interventions)</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	where referrals to additional services are required, caseworks will also assist young people in obtaining necessary resources.			
<p>Troubled Families Program United Kingdom</p>	<p>The program is based on the premise that there are dysfunctional family groups that contribute to a range of problems in their areas and encourage youth and adult offending behaviour. Among the 120,000 identified troubled families it aims to:</p> <ul style="list-style-type: none"> <li>• Encourage children to remain in school;</li> <li>• Reduce youth crime and anti-social behaviour;</li> <li>• Put adults back on the path to full employment; and</li> <li>• Reduce the high costs these families place on the public sector each year.</li> </ul> <p>The program runs over three years. Each family is assigned a family worker who works to ensure school attendance and connect the family to the necessary support services. A family that</p>	<p>Families are eligible if they suffer from:</p> <ul style="list-style-type: none"> <li>• Frequent truancy or exclusion from school;</li> <li>• There are young people involved in crime and families involved in anti-social behaviour; and</li> <li>• Adults out of work.</li> </ul> <p>Families are also eligible if they meet two criteria plus a local discretion filter (a factor determined by the local administering authorities that could include substance misuse problems or domestic violence).</p>	<p>A full evaluation report will be completed in 2016. There are currently interim reports available that identify the number of families involved and the problems they face. Case studies of troubled families in various locations that between 2011 and May 2015 shows that of the 117,910 families worked with 105,000 families have been turned around. Indicating that these families demonstrate more pro-social behaviour and children are more frequently attending school.</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Provision of a range of programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> <li>✓ Training and protocol adherence</li> <li>✓ Risk-need responsiveness</li> <li>✓ Desistance strategies</li> <li>✓ Therapeutic interventions</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	experiences a substantial decline in anti-social behaviour and where the children are attending school regularly are considered 'turned around.'			
Mentor Programs				
Big Brother/Big Sisters  United States of America and Australia	The program aims to develop strong mentoring relationships between young people and their matched adult mentors.	6-18 year old disadvantaged youth from single parent households.	Early research has found reductions in delinquency, substance misuse and crime. However, poorly implemented (through lack of effective screening, matching and oversight) Big Brother/Big Sister programs can have on average a negative impact.	<ul style="list-style-type: none"> <li>✓ Mentoring program</li> <li>✓ Targeting of risk factors</li> </ul>
Mentoring for Youth Offenders Pilot Program  New South Wales, Australia	The program offers mentoring support to a young person who is identified as at risk of entering the YJS/CJS. It incorporates three key elements: <ul style="list-style-type: none"> <li>• The referral of a young person through referral agents such as the police, applying the selection criteria, identifying the person's needs and providing support while waiting for their match;</li> </ul>	The program targets young people who are experiencing significant conflict at home or at school, have left school early, are socially isolated, have poor communication skills, low self-esteem and anger management issues and have been issued with police cautions.	The evaluation found that mentors had a wide range of influences including acting as a role model, assisting in skills development and helping the young person find productive ways to fill in time. It was identified that matching participants to mentors can be difficult and mentoring should only be used as one element of any strategy targeting young offenders.	<ul style="list-style-type: none"> <li>✓ Mentoring program</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<ul style="list-style-type: none"> <li>Recruiting adult volunteers who are carefully screened and selected for their ability to provide support, friendship, guidance and leadership; and</li> </ul> <p>Making and supporting matches that align with the needs and interests of the young person and mentor, arrange meeting, monitor the match and deal with any issues that arise.</p>			
Restorative Justice				
Juvenile Justice Teams  Western Australia, Australia	<p>Juvenile Justice Teams are a multi-agency approach to working with young people who have either committed offences, or are at risk of offending. As part of the program, young people are required to take responsibility for their actions and encouraged to address the underlying reasons for their offending behaviour, with the aim of being diverted from court.</p> <p>As part of the process, the Juvenile Justice Team works with the young person to develop an action plan, which involves</p>	<p>To be accepted by a Juvenile Justice Team, a young person must agree that they have done something wrong and must be prepared to make amends.</p>	<p>No evaluation has been conducted to date.</p>	<ul style="list-style-type: none"> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<p>assisting the young person to identify the reasons for their offending behaviour and take the required actions. The team also helps young people face the consequences of their actions, which may include facing the victims of their crime.</p> <p>The commitments made by the young person in the action plan are recorded and monitored through to completion by the Juvenile Justice Team coordinator. If the young person complies with all conditions of the action plan, the matter is dismissed and no conviction is recorded against the young person.</p>			
<p>Toronto Police Service Youth Referral Program Canada</p>	<p>The program aims to reduce the use of courts for minor cases involving young people, and to hold young people accountable in a proportionate manner (e.g. preparing a written apology to the victim, engaging in community service, etc.).</p>	<p>Referrals are made by police who come into contact with young people to a not-for-profit community organisation called Operation Springboard. Operation Springboard then develops appropriate method(s) to hold the young people accountable for their behaviour, and refers them to other services provided by CSOs in instances where the young person presents with additional</p>	<p>Overall, the majority of young people who were referred to the program (93.6 per cent) had successfully completed the program. The findings indicate that the purpose of the program – to divert young people from the court system – has been achieved. In particular, 59 per cent of participants believed that they would have received more severe sanction, eight per cent believed that they would have gone to trial and received a criminal record and another 26 per cent did not know what would have</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
		issues that may need to be addressed.	<p>happened to them, if they had not participated in the program.</p> <p>There were mixed views from police officers regarding whether the YRP held young people accountable for their actions, with 48 per cent indicating that they thought that the YRP was successful in this regard, and 44 per cent indicating that the YRP was not successful. Despite this a majority of police officers (78 per cent) were likely to report that the YRP was better at holding the young people accountable when compared to the youth court.</p>	
Other Programs				
Rapid Action Project (RAP)  England, United Kingdom	<p>The RAP is a case management approach which provides 'rapid' assistance for young people and their families who become known to the police, by helping the young person address underlying issues that may be causing their offending behaviour.</p> <p>The program also aims to improve parent's ability to understand and manage their children's behaviour and reduce family conflict.</p>	<p>The RAP receives referrals for young people aged between 10 to 16 years who have either:</p> <ul style="list-style-type: none"> <li>• engaged in offending behaviour; or</li> <li>• received a reprimand from police;</li> </ul> <p>And who:</p>	<p>The evaluation found that the 'rapid response' of referrals received meant that issues are addressed almost immediately before escalating.</p> <p>Evaluation findings show that only one per cent of young people who are engaged with the project went on to offend. An internal evaluation of parents also showed that:</p>	<ul style="list-style-type: none"> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<p>The program is based on the notion of providing a 'rapid' response. When a referral is made the RAP worker will contact the young person and their family within two days.</p> <p>The location of RAP workers in police stations aims to facilitate the development of effective channels of communication between the police, RAP workers and partner agencies.</p> <p>The RAP worker works with the young person to directly address their needs through the development of an action plan and refers to other professional agencies for complex issues. The focus of RAP workers is to form strong relationships with the young person and their family.</p>	<ul style="list-style-type: none"> <li>• live in a family where there are incidents of domestic violence; or</li> <li>• are at risk of exclusion from school.</li> </ul> <p>Referrals to the program come mainly from police but can also come from social workers or schools.</p>	<ul style="list-style-type: none"> <li>• 70 per cent noted significant improvements in the behaviour and anger management of their children;</li> <li>• 90 per cent noted improvements at school;</li> <li>• 80 per cent noted significant improvement is self-esteem, self-confidence and self-presentation; and</li> <li>• 100 per cent noted increased levels of happiness.</li> </ul> <p>Evaluation findings need to be interpreted with caution as the evaluation findings relate to a small sample size of 422 referrals during the first year of program operation.</p>	<p>✓ Cognitive and behavioural methods</p>
<p>Youth Crime Initiative Victoria, Australia</p>	<p>The YCI is a holistic Youth Justice initiative aimed at improving community safety by:</p> <ul style="list-style-type: none"> <li>• building system capacity and better managing demand pressures in the community-based YJS; and</li> </ul>	<p>Not publicly available</p>	<p>There is no publicly available evaluation.</p>	<p>✓ School attendance and retention programs</p> <p>✓ Coordinated, integrated and holistic services</p>

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<ul style="list-style-type: none"> <li>providing diversion and early intervention services at the front end of the service system (before young people are involved in statutory child protection or the JYS) by providing a community-based support service for 'at risk' young people following contact with Victoria Police.</li> </ul> <p>The initiative includes funding for 35 FTE to operate the new Youth Support Services (YSS). The YSS supports families to address problems with young people who have had recent contact with the police and may be at risk of entering the youth justice system. It is a voluntary program.</p>			<ul style="list-style-type: none"> <li>✓ Targeting and assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> <li>✓ Collaboration across the young person's networks</li> </ul>
Operation Flinders  South Australia and Northern Territory, Australia	Operation Flinders takes groups of young people (often peer group) on a wilderness adventure program. The eight day exercise involves groups of eight to ten young people and a team leader. Activities include bush survival skills, hiking and abseiling. It aims to develop personal attitudes of self-esteem,	Young offenders and young people at risk. Young people can be referred to the program through schools (large majority). Young people can also be sentenced to complete the program.		

Program and Jurisdiction	Program description	Eligibility criteria	Evaluation findings	Assessment of program against leading practice features
	<p>leadership, motivation, team work and responsibility.</p> <p>The program also has a minor follow up component with one staff member providing a group follow up session to the young people. Approximately 320 young people participate in the program each year.</p>			

Sources: Anne Harland and Amanda Borich, Evaluation of the Youth Offending Teams in New Zealand (Ministry of Justice 2007); Marie Delaney and Chris Milne, Mentoring for young offender – Results from an evaluation of a pilot program (Paper presented at the Crime Prevention Conference convened by the Australian Institute of Criminology and Crime Prevention Branch, Sydney, 12-13 September 2002); Jane Sprott, Anthony Doob and Carolyn Greene, An Examination of the Toronto Police Service Youth Referral Program (Department of Justice 2004); Public Safety Canada, Gwich'in Outdoor Classroom Project (National Crime Prevention Centre 2007); Rainer, Rapid Action Project (RAP) – Essex, available at [http://d19ylpo4aovc7m.cloudfront.net/fileadmin/howard\\_league/user/pdf/Community\\_Programmes\\_Award/rap\\_rainer\\_01.pdf](http://d19ylpo4aovc7m.cloudfront.net/fileadmin/howard_league/user/pdf/Community_Programmes_Award/rap_rainer_01.pdf) (accessed 21 November 2013); Australian Indigenous Health InfoNet, Killara Youth Support Service, available at <http://www.healthinfonet.ecu.edu.au/key-resources/programs-projects?pid=1520> (accessed 21 November 2013); Department of Corrective Services Western Australia, Fact Sheet: Juvenile Justice Teams (Department of Corrective Services 2010); Kathleen Stacey and Associates, Panyappi Indigenous youth mentoring program: External evaluation report. (Kathleen Stacey and Associates 2004); Noetic Solutions Pty Ltd. Review of Effective Practice in Juvenile Justice – Report for the Minister for Juvenile Justice (Noetic Solutions 2010); Just Reinvest NSW, Examples of promising interventions for reducing offending, in particular Indigenous juvenile offending (Paper prepared for the Senate Standing Committee on Legal and Constitutional Affairs: Inquiry into the value of a justice reinvestment approach to criminal justice in Australia 2013).

### B.4.3 Alignment of Queensland's Early Intervention Youth Boot camp model with best practice

Queensland's current Youth Boot Camp (YBC) model for Early Intervention incorporates six of the seven leading practice features of secondary interventions identified. Table B - 11 provides an overview of the alignment of Queensland's EIYBCs as outlined in the contractual agreements with Queensland government, with leading practice early intervention programs.

*Table B - 11: EIYBC alignment with leading practice early intervention programs*

Leading practice intervention	EIYBC alignment	Description
Coordinated, integrated and holistic services	✘	Although EIYBC provides a range of services as part of its program it is not part of a larger, Youth Justice wide approach to early intervention. Ideally, a holistic service would provide easily accessible services state wide. This is an issue given the size of the state and the number of remote populations. However, Queensland's early intervention programs for young people would benefit from the development of coordinated case management that includes police, YJS, social services, schools, drug and alcohol misuse agencies and housing officers.
Collaboration across the young person's networks	✓	EIYBC includes the young person's family network: <ul style="list-style-type: none"> <li>• Kokoda Boot Camp provides family therapy throughout the program during the referral process, in the panel selection process and throughout the camp.</li> <li>• Operation Hard Yakka includes a 2 day parent retreat in its residential phase.</li> <li>• Horizon Camp includes 1-2 hour family support sessions per week in its community integration phase. Family support is also provided in the post program support phase.</li> </ul>
Cognitive and behavioural methods	✓	EIYBC provides structured, goal-orientated programs that teach behaviour management. <ul style="list-style-type: none"> <li>• Kokoda Camp includes cognitive behavioural therapy in the form of CHART.</li> <li>• Hard Yakka and Horizon include structured adventure programs that encourage experiential learning.</li> </ul>
School attendance and retention programs	✓	Although the training involved in the current EIYBCs encourages young people to attend school, places emphasis on educational attainment and provides vocational skills training there are no programs that specifically ensure young people remain in school. This could be included in the EIYBC programs by incorporating careers and school guidance in the mentoring program or as part of post-release follow ups. Isurava (Gold Coast) and Operation Hard Yakka (Hervey Bay) provide vocational training and work readiness training.

Leading practice intervention	EIYBC alignment	Description
Mentoring programs	✓	<p>EIYBC includes a mentoring program in the community phase. This would ideally provide ongoing support to the young person as well as facilitate the development of a strong community and family network. However, Youth Justice has indicated that they consider the mentoring programs offered by all EIYBCs have been below the expected standard and require improvement. They are currently discussing with the service providers ways to improve both the mentoring and community and family collaboration aspects of the program in the future.</p> <ul style="list-style-type: none"> <li>• The Kokoda Camp (the only EIYBC to have a process evaluation completed) provides a mentoring phase but has had problems matching young people with appropriate mentors.</li> <li>• Operation Hard Yakka and Horizon Experience provide mentoring. However, this program is subject to an individualised assessment to determine the suitability of a mentor during the pre-camp phase.</li> <li>• Operation Hard Yakka is the only Boot Camp to use external volunteers which Youth Justice has identified as key to the long term success of the program.</li> </ul>
Assessment of criminogenic risk and protective factors (also identified as a leading practice feature at the tertiary level)	✓	<p>The EIYBC model successfully incorporates leading practice versions of assessment of criminogenic risk/protective factors and the effective targeting of risk factors. The Youth Boot Camp process evaluation of Kokoda Boot Camp identified the referral process through the police, education systems and other referral agencies as a key strength of the program. The referral process for all camps includes a group assessment panel which takes into account the young person's risk and protective factors as well as their willingness to change to ensure that the young people involved will gain the most benefit from the program. A young person recommended to attend an EIYBC must demonstrate three or more risk factors in individual, peer, family and school or community domains.</p>
Targeting of risk factors (also identified as a leading practice feature at the tertiary level)	✓	<p>The targeted referral program not only ensures that the right young people will be involved in the program but also allows for the development of the program most appropriate to the individuals risk factors and cultural background. All camps are required to tailor their programs to the risk factors of the individual in the referral process.</p>

Sources: Department of Premier and Cabinet *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 53; Department of Justice and Attorney-General, *Horizon Experience: Early intervention Youth Boot Camp Program Model* (Department of Justice and Attorney-General 2014); Department of Justice and Attorney-General and Kokoda Challenge Association, *Isurava Early Intervention Youth Boot Camp Program Model*

(Department of Justice and Attorney-General 2014); Department of Justice and Attorney-General, *Operation Hard Yakka: Early Intervention Youth Boot Camp Model* (Department of Justice and Attorney-General 2014);

Queensland's EIYBC programs align with six of the seven identified leading practice early intervention features. Key strengths of the program include the successful targeting of risk factors that allow for the identification and inclusion of those young people who will benefit most. This also allows for the successful tailoring of programs to meet the needs of the individual. The close inclusion of the family at all stages of the program has also been a key success factor. In line with leading practice the EIYBC program design has a mentoring phase designed to support the young person continue to make positive life choices. In addition the EIYBC's do not provide a holistic approach to early intervention as this can only be delivered using a whole sector approach which would require a large degree of change.

## **B.5 Interventions to address young offenders who have entered the Youth Justice System**

### **B.5.1 Leading practice interventions to address young offenders**

Interventions to address high risk youth who have already committed offences (i.e. tertiary interventions) usually require the highest concentration of services per young person and are the most expensive to implement compared to primary and secondary interventions. (Refer to Figure 2).

#### **What doesn't work?**

As noted earlier, in designing and implementing evidence-based policy interventions, while a significant degree of work is undertaken in respect of identifying 'what works', it is equally important to acknowledge 'what doesn't work'. Table B – 12 provides an overview of interventions which have been demonstrated to have limited effectiveness in reducing youth crime and recidivism.

*Table B - 12: Approaches and interventions of limited effectiveness in addressing youth offending*

<b>Intervention</b>	<b>Description</b>
Sole focus on deterrence, supervision and punishment	There are circumstances that necessitates punitive responses to protect the community. However, such responses do not work in reducing re-offending, and may in fact exacerbate existing offending behaviour. This is likely due to the fact that punishment and deterrence do not address factors that put young people at risk of offending, or teach them new skills to succeed in conventional life.
Military style boot camps	Boot camp approaches that focus solely on military-style discipline, hard physical work and rigorous exercise are unlikely to be effective as they do not focus on building skills of young offenders. When applied, boot camp approaches need to target the needs and problems related to offending, build up strengths that protect young people from behavioural risks and aim to build skills that are relevant to these needs and strengths, such as consequential thinking and anger management.
Long periods of incarceration	Long periods of incarceration that incorporate effective therapeutic or rehabilitative treatment have been found to be ineffective in reducing offending. Evidence shows slight improvements when treatment programs are included.

Intervention	Description
Curfews and restitution	Curfews alone are usually ineffective in reducing crime, but when they are combined with parental rules, affection and positive attention, a curfew can be a useful intervention. Restitution is another intervention that is ineffective in isolation, combining it with other services such as probation, supervision, rehabilitation, family/parent counselling and academic enhancement is necessary in order to have an impact.

Source: Judge Andrew Becroft, *"From Little Things, Big Things Grow": Emerging Youth Justice Themes in the South Pacific* (Delivered at the Australasian Youth Justice Conference: Changing Trajectories of Offending and Reoffending; National Convention Centre: Canberra) 20-22 May 2013, 28-29.

A common theme of each of the above considerations is the use of punitive, 'tough on crime' approaches, rather than those which focus on rehabilitation, reintegration and the use of restorative justice. Unnecessarily harsh punishments have been found to do more harm than good<sup>95</sup>. For example, the Positive Achievement Change Tool (PACT) in Florida found that low risk youth placed in detention or under supervision were rearrested at a higher rate than low-risk youth who were placed on probation or received diversionary services, suggesting that identifying the appropriate measure according to the risks and the needs of the young person is key to an effective juvenile justice system.<sup>96</sup>

### **What works?**

As in early intervention, the most effective models of youth justice are those that provide a holistic range of services designed to meet the array of needs of the young offender as well as to ensure community safety<sup>97</sup>. It is critical that these interventions focus on therapeutic behavioural change and community integration rather than solely punitive measures. However, rewards are used less frequently in these interventions. The effectiveness of these services is based on the ability of the YJS to correctly identify the risk and protective factors affecting the young person and to direct them along the path that best suits their needs. Table B - 13 outlines the leading practice interventions and approaches for young offenders.

<sup>95</sup> Elizabeth Seigle, Nastassia Walsh and Josh Weber, *Recidivism and Improving Other outcomes for youth in the Juvenile Justice System* (The National reentry resource centre – a project of the CSG Justice Centre, 9.

<sup>96</sup> Elizabeth Seigle, Nastassia Walsh and Josh Weber, *Recidivism and Improving Other outcomes for youth in the Juvenile Justice System* (The National reentry resource centre – a project of the CSG Justice Centre, 9.

<sup>97</sup> Mark Lipsey et. al., *Improving the effectiveness of juvenile justice programs: A new perspective on evidence-based practice* (Centre for Juvenile Justice Reform 2010) 37.

Table B - 13: Leading practice approaches and interventions for young offenders

Intervention/feature	Description
Secondary and tertiary level-interventions	
Provision of a range of programs	A suite of risk based programs to address re-offending which takes into account the impact of developmental processes, influences, risk factors and criminogenic needs and is tailored to the individual needs is required.
Assessment of criminogenic risk and protective factors	The presence of a risk assessment framework enables a young person and their support team to accurately identify and clarify the risk, protective and resilience factors present in their lives; the possible negative or positive consequences of these factors; and the reasons these factors exist. Accurate and timely identification of these risks enables services to be tailored and targeted to a young offender's needs.
Targeting of risk factors	<p>Given increasing research that demonstrates the prevalence of multiple risk factors contributing to offending behaviour, effective interventions need to address each of these risk factors to reduce a young person's chances of re-offending. In this regard, key interventions include:</p> <ul style="list-style-type: none"> <li>• teaching young people how to manage impulsiveness and their emotions, particularly anger;</li> <li>• teaching effective violence prevention skills;</li> <li>• treating substance abuse;</li> <li>• teaching relapse prevention skills;</li> <li>• teaching parenting skills to a young person's family such as reasonable rules and discipline, the importance of knowing where their children and what they are doing, along with affection and acceptance;</li> <li>• practical support for young people and families with financial concerns, particularly ensuring that they are not living in poverty;</li> <li>• increasing social skills among young people and facilitating involvement in positive activities where they can make law-abiding friends;</li> <li>• improving attitudes to school, attendance, academic performance and workforce participation; and</li> <li>• helping young people and families cope positively with poor neighbourhoods or move to less risk neighbourhoods.</li> </ul>

Intervention/feature	Description
Tertiary-level interventions	
Risk-need responsivity	<p>The Risk-Need Responsivity (RNR) model encompasses three core principles which enable assessment of the amount of engagement in, and intervention by the YJS to address the young person's likelihood of reoffending as follows:</p> <ul style="list-style-type: none"> <li>• risk principle: match the level of service to the offender's propensity to re-offend;</li> <li>• need principle: assess criminogenic needs and target them in treatment; and</li> <li>• responsivity principle: maximise the young person's ability to learn from a rehabilitative intervention by providing cognitive behavioural treatment and tailoring the intervention to the learning style, motivation, abilities and strengths of the young person.</li> </ul>
Problem-solving courts	<p>Problem-solving courts are specialised courts that have been developed to address the behaviour underlying many criminal offences, and include drug courts, mental health courts, family violence and Koori-specific courts. These courts are founded on the principles of therapeutic jurisprudence and feature a less adversarial atmosphere and extensive collaboration with a variety of specialist services to address the underlying cause(s) of the offending behaviour and issues such as alcohol and drug use, mental health concerns and social and cultural issues.</p>
Offence-specific programs	<p>The presence of offence-specific programs enable the provision of tailored, appropriate support for certain categories of young offenders. Such programs include:</p> <ul style="list-style-type: none"> <li>• violent offender programs for offenders with anger management and/or violent behaviours;</li> <li>• sexual offender programs for offenders with inappropriate sexual behaviours;</li> <li>• traffic/vehicle offender programs for high-risk drivers and/or young people exhibiting vehicle theft behaviours;</li> <li>• fire lighting intervention programs; and</li> <li>• alcohol and other drug programs for offence-related substance abuse.</li> </ul>
Routine, clinical supervision	<p>While effective interventions and goals for treatment vary, consistent and ongoing supervision of the young person is required to achieve successful outcomes. This is due to the fact that there is a great deal of positive interaction that can occur once a young person is under the YJS, particularly with regard to routine supervision, treatment and rehabilitation interventions.</p> <p>Available evidence indicates that when supervisors employ specific practice skills, there is a reduced rate of recidivism for those under their supervision. In addition, studies have found that workers with the qualities of warmth, cultural sensitivity and the skills</p>

Intervention/feature	Description
	to motivate clients and provided a counselling role made more use of the effective practice skills than workers who did not. This is consistent with earlier research on pro-social modelling and reinforcement.
Desistance strategies	Offender desistance from criminal activity can be linked to acquiring or obtaining something that the offender values, such as friendships, social worth, employment, family or a life partner which reinitiates a re-evaluation of his or her life. The offender's decision, coupled with life opportunities made available through social capital, provide the motivation for the offender to desist. This then enables the targeting of interventions to assist the offender make their choices within an environment that provides for their social needs.
Therapeutic interventions	The use of multi-modal treatments with a cognitive-behavioural orientation has been found to be particularly effective in working with young offenders. Such treatment types include: <ul style="list-style-type: none"> <li>• interpersonal skill training, including social skills such as assertive communication and perspective-taking;</li> <li>• the use of behaviour modification techniques where expected standards of behaviour and associated consequences are outlined; and</li> <li>• cognitive behavioural techniques, including role modelling by staff, role model plays, video feedback, social reinforcement, systematic desensitisation and cognitive reappraisal.</li> </ul>
Throughcare	For those young people in the YJS, it is increasingly acknowledged that the work undertaken in both the community and custodial youth justice sectors will only be successful if it is part of a planned program of supports in the community upon a young person's release. Throughcare is a coordinated, integrated and collaborative approach to reduce the risk of re-offending, which includes: <ul style="list-style-type: none"> <li>• progressively increased responsibility and freedom;</li> <li>• facilitation of the young person's interaction and involvement with the community;</li> <li>• developing new resources, support structures and opportunities for the young person; and</li> <li>• monitoring the young person's progress following their exit from the YJS.</li> </ul>

Intervention/feature	Description
Training and protocol adherence	The development of formal treatment manuals and intensive training for youth workers has been highlighted as a key aspect of achieving positive outcomes for young people. Turpin notes that treatments deemed efficacious should include either a treatment manual or well-specified protocol, along with high staff-to-family/young person ratios to facilitate more frequent contact between the provider and the client/their family.

Sources: Judge Andrew Becroft, *"From Little Things, Big Things Grow": Emerging Youth Justice Themes in the South Pacific* (Delivered at the Australasian Youth Justice Conference: Changing Trajectories of Offending and Reoffending; National Convention Centre: Canberra) 20-22 May 2013, 30

## B.5.2 Comparator sentenced programs

Table B - 14 outlines a range of comparator programs that cover leading practice interventions/features and traditional punitive methods of punishment. Punitive punishments and therapeutic programs are standard treatment for juvenile offenders internationally. As such, these programs have been evaluated on an international level rather than on a local level. Community/family and post-release programs are less common and are evaluated on an individual program level. The program is assessed against leading practice features of secondary (Section 4.1) and tertiary interventions (Section 0) given the likelihood of young people who have reached tertiary intervention level also either requiring the support of secondary interventions or having already progressed through this level of intervention.

Table B - 14: Comparator programs for sentenced youth

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
<b>Therapeutic tertiary programs</b>				
Aggression Replacement Therapy (ART) North America, Europe, South America and Australia	ART aims to reduce anti-social behaviour by targeting cognitive, behavioural and emotional aspects of juvenile aggression. It covers internal (cognitive issues) and external (parental and peer influence) that contribute to aggressive behaviour. In most jurisdictions the program has three parts: <ul style="list-style-type: none"> <li>• Skill streaming – learning pro-social behaviour;</li> <li>• Anger management training; and</li> <li>• Moral reasoning training.</li> </ul> In Queensland, the program runs for 10 weeks with three sessions per week.	ART can be implemented in a range of scenarios including youth in school, mental health or offender situations. In Queensland ART is provided to youth in detention.	Research has found ART effective in treating youth in detention including serious offenders. The program enhances pro-social behaviour, moral reasoning and reduces impulsivity. Consequently, ART participants are found to have better 'in-community functioning' than non-participants after release. Evaluation of ART participants in Queensland showed that on average internal factors contributing to aggressive behaviour decreased for all people. However, the decrease was less on average for Indigenous patients compared to non-Indigenous patients. The evaluation also showed that its	<ul style="list-style-type: none"> <li>✓ Offence-specific programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Training and protocol adherence</li> <li>✓ Risk need responsiveness</li> <li>✓ Targeting of risk factors</li> <li>✓ Therapeutic interventions including cognitive and behavioural methods</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
			implementation is constrained in remote areas by lack of resources.	<ul style="list-style-type: none"> <li>✓ Desistence strategies</li> <li>✓ Mentoring programs</li> <li>✓ Collaboration across the young person's network</li> </ul>
Cognitive Behavioural Therapy (CBT) Widely used internationally (including across Australia)	This program is designed to identify and rectify dysfunctional beliefs and behaviour patterns that contribute to aggressive or offending behaviour. CBT is used to treat a range of issues in young people and adults including depression and anxiety. Aspects of the CBT model have been incorporated into other successful programs such as Moral Reconciliation Therapy (a systematic behavioural change program) and Dialectical Behaviour Therapy for Juvenile Female Offenders.	CBT is a generic program that can be applied to adults, young offenders and people struggling with depression or anxiety.	CBT has been proven particularly effective in amending problem behaviours such as violence and criminality, substance use and abuse, teen pregnancy and risky sexual behaviours and school failure. The program has been shown to be effective across age groups, abilities and ethnicities. A review of eight American CBT programs showed that it reduced crime outcomes by 2.6%.	<ul style="list-style-type: none"> <li>✓ Risk-need responsivity</li> <li>✓ Therapeutic interventions including cognitive and behavioural methods</li> <li>✓ Mentoring programs</li> <li>✓ Desistence strategies</li> <li>✓ Therapeutic interventions</li> </ul>
<b>Non-therapeutic tertiary programs</b>				
Bail and remand Widely used internationally	Bail and remand programs are designed as temporary solutions for youth offending while the young person waits to stand trial. They generally aim to ensure the integrity of the justice	Youth offenders who are waiting for their court appearance.	Despite the fact that a remand facility ensures that a young offender attends court, there are a range of negative consequences associated with this model. These include increased	While bail and remand programs do not provide the young offender with any development or rectification strategies they provide a

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
	<p>system by ensuring the attendance of the offender in court, protect the community from reoffenders and assisting the care and protection of the rights of the defendant.</p>		<p>recidivism and poor conditions in remand facilities. These are due to:</p> <ul style="list-style-type: none"> <li>• The stigmatisation of young people who are likely to feel increasingly isolated and frustrated in a remand facility;</li> <li>• Formation of criminal associations and networks as a result of contact with other offenders;</li> <li>• Increased stress on family and community relationships;</li> <li>• Disruption of a young person's education;</li> <li>• Placing vulnerable young people at risk; and</li> <li>• Reduction in opportunities for positive rehabilitation.</li> </ul> <p>Further, a focus on providing detention for custodial orders tends to shift focus and cost away from development and rehabilitation programs.</p> <p>A review of youth remand centres in NSW found that the cost of a detention in a juvenile justice centre cost was \$556 per person per day while community supervision cost \$23 per person per day. The NSW Bureau of Crime Statistics and</p>	<p>sense of protection to the community and may be necessary in extreme circumstances.</p>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
			Research found that changes to the Bail Act 1978 contributed to a 32 per cent increase in the juvenile remand population and produced no decrease in juvenile property crime which had been the aim of remand.	
<p>Probation including intensive supervision programs Widely used internationally</p>	<p>Supervised probation orders are used as an alternative to incarceration. Orders can be informal, voluntary or court-order. The supervision allows young people to remain in the community and maintain frequent contact with a youth justice officer. Young people are usually required to abstain from re-offending and to participate in all counselling and development programs. In Queensland they are required to tell their probation officer if they change their address or job and cannot leave the state without permission.</p> <p>In Queensland, youth probation can last from 6 months to 3 years. Offenders must agree to a probation order.</p> <p>Intensive supervision probation (ISP) orders were created in response to the perceived failings of traditional probation orders. They ensure smaller caseloads</p>	<p>Young offenders who agree to a probation order rather than incarceration.</p>	<p>The failure of most probation orders is due to the overload of work on case workers. For youth under probation orders where there is little contact with the probation officer the program is ineffective in reducing recidivism.</p> <p>Research on the effectiveness of ISPs is varied some reports suggest that there is no change in recidivism but higher costs, while others have found a decrease in re-offending.</p> <p>There is evidence to suggest that ISPs combined with therapeutic programs are more successful. Young people who received treatment and professional counselling showed lower substance use at a one year follow up than their peers on probation who did not receive treatment.</p>	<p>Probation services vary between jurisdictions. The most effective ones can include:</p> <ul style="list-style-type: none"> <li>✓ Provision of a range of programs</li> <li>✓ Training and protocol adherence</li> <li>✓ Therapeutic interventions</li> <li>✓ Collaboration across the young person's networks</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
	for officers, more frequent contact with offenders and stricter conditions for compliance such as drug testing or electronic monitoring. Some ISPs are combined with therapy programs depending on the need of the young person.			
Incarceration Widely used internationally	Detention is the traditional method of dealing with young offenders. It is based on the idea of punitive sentencing where the victim feels justice is done for the pain caused by the offender. It is also used to ensure the safety of the public by removing potentially dangerous offenders from the community.	Young offenders.	Placing a young offender under punitive punishment with minimal developmental support has been proven to have a range of negative consequences, including: <ul style="list-style-type: none"> <li>• The stigmatisation of young people who are likely to feel increasingly isolated;</li> <li>• Formation of criminal associations and networks as a result of contact with other offenders, increasing the risk of recidivism once outside of the facility;</li> <li>• Increased stress on family and community relationships;</li> <li>• Disruption of a young person's education and possible employment; and</li> <li>• Reduction in opportunities for positive rehabilitation.</li> </ul>	The use of detention varies between jurisdictions, the most effective ones would include: <ul style="list-style-type: none"> <li>✓ Training and protocol adherence</li> <li>✓ Routine, clinical supervision</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
			<p>Further, research shows that incarceration does not necessarily improve public safety given its tendency to increase recidivism. For example, data collected over a ten year period in the USA shows that in states that increased their proportion of incarcerated youths there was no correlated decrease in crime.</p> <p>Incarceration also tends to be expensive compared to alternatives such as community supervision.</p>	
<p>Remand Foster Care England and Wales</p>	<p>The program places youth who are on remand due to lack of appropriate accommodation on bail under the supervision of remand foster carers. These carers are chosen based on specific skill sets and they also receive training. Carers are usually paid for supervising young people in their homes. In some, local jurisdictions, payments can be linked to outcomes (e.g. Kent County).</p>	<p>Youth offenders who are waiting for their court appearance.</p>	<p>Remand foster care provides security, stability, access to family networks and the ability of young people to remain in education or employment whilst under placement. It has on average been found to be effective at reducing recidivism while on remand and retained the integrity of the justice system by ensuring that young offenders appear in court when required. The UK Youth Justice Board found that remand foster care was the most effective type of accommodation, followed by bail hostels to reduce re-offending. The program ensures compliance with bail conditions</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Provision of a range of services</li> <li>✓ Training and protocol adherence</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
			<p>and attendance in court and protects the safety of victims and defendants. The key aspect of their success was the ability of remand foster care to provide support to the young person.</p> <p>However, there have been incidences of remand foster care facility not providing sufficient support.</p>	<ul style="list-style-type: none"> <li>✓ Desistance strategies</li> </ul>
<b>Community/family based programs</b>				
<p>Mutli-Systemic Therpay (MST) (used in Functional Family Therapy) North America, Australia and Europe.</p>	<p>MST is a home-based intervention targeting chronic and violent young offenders. It aims to rectify specific external risk factors that contribute to anti-social behaviour such as minimal family support and anti-social peer groups. This includes strengthening the parent's ability to deal with youth behavioural problems by developing community based support systems. The program involves sixty hours of counselling with trained professionals as well as 24/7 crisis support for four months. Therapeutic techniques involved are based on CBT.</p>	<p>Eligibility varies across jurisdictions but generally the service is provided to young offenders who are part of a troubled family.</p>	<p>Evaluations since the 1980s have shown MST to be effective in reducing recidivism and removal of violent youth from their family. Various evaluations rate the long-term reduction in recidivism between 25% and 70%. In 2003, Aos listed MST as the most cost-effective crime prevention intervention in the USA. In a 2009 cost-benefit analysis it was found to reduce recidivism by 7.7% and deliver total taxpayer benefits of \$17,694 per program participant over 10 years.</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Provision of a range of programs</li> <li>✓ Training and protocol adherence</li> <li>✓ Therapeutic interventions including cognitive and behavioural methods</li> <li>✓ Risk need responsivity</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
<b>Post Release Programs</b>				
<p>Family Integrated Transitions Washington State, United States of America</p>	<p>The program is designed to help institutionalised young people who may have mental health or substance abuse problems reintegrate into the community. It aims to reduce the risk of recidivism, build the young person a family and community support network, achieve youth abstinence from alcohol and other drugs, improve youth mental health and increase pro-social behaviour. It incorporates aspects of dialectical behaviour therapy, motivational enhancement therapy and Multi-systemic Therapy. The program trains responsible family members to establish relationships between schools, community agents and parole officers and to act as a supportive role model for the young person. It aims to retrain young people on an individual basis to better deal with their emotions and behaviours.</p> <p>The program operates from two months before release to four to six months after release. Trained professionals work with 4-6 families at one time.</p>	<p>Youth who are no older than 17 years and 6 months, are on track to be released from a juvenile detention with four or more months of parole, have a substance abuse problem as well as either an Axis 1 disorder, currently prescribed psychopathic medication or have demonstrated suicidal behaviour within the last 3 months.</p>	<p>A 2004 evaluation found a significantly lower recidivism rate 18 months after release for participants compared to non-participants. Over longer periods the results were weaker although it still indicated a lower recidivism rate. A 2009 cost-benefit analysis showed that it reduced crime outcomes by 10.2% and delivered \$5,075 in net benefits to tax payers (2009 USD).</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Provision of a range of programs</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk factors</li> <li>✓ Training and protocol adherence</li> <li>✓ Risk-need responsiveness</li> <li>✓ Offence-specific programs</li> <li>✓ Desistance strategies</li> <li>✓ Therapeutic interventions including cognitive and behavioural methods</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
<p>Operation New Hope California, United States of America</p>	<p>A parole program designed to assist high-risk chronic offenders reintegrate into the community and life outside a correctional facility. The program aims to:</p> <ul style="list-style-type: none"> <li>• Improve basic socialisation skills;</li> <li>• Reduce the frequency and seriousness of criminal activity;</li> <li>• Alleviate dependence on alcohol and illicit drugs;</li> <li>• Improve lifestyle choices (social, education, job training and employment);</li> <li>• Reduce the need for gang participation and affiliation as a support mechanism; and</li> <li>• Reduce the rate of short-term parole violations.</li> </ul> <p>The program consists of 13, three hour weekly meetings with each week focused on a different coping skill. The meetings include lectures, group discussions and participants.</p>	<p>Young offenders recently released from a juvenile detention facility</p>	<p>Evaluations found that the program was effective in reducing recidivism across all ethnic groups and found that participants were half as likely to be re-arrested, associated with negative peer groups or be unemployed without financial support one year after a follow up.</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ Mentoring programs</li> <li>✓ Provision of a range of programs</li> <li>✓ Training and protocol adherence</li> <li>✓ Risk-need responsiveness</li> <li>✓ Desistance strategies</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
<b>Other Programs</b>				
Young Offender Recidivist Car Theft Offender Program (U-Turn) Tasmania, Australia	<p>U Turn is a diversionary program for young people. The program is a structured ten-week automotive training course in car maintenance and body work, delivered in a workshop environment.</p> <p>The aims of the program are to:</p> <ul style="list-style-type: none"> <li>• reduce the rate of motor vehicle theft by young people;</li> <li>• prevent recidivism and chronic career offending by young people;</li> <li>• address anti-social behaviour;</li> <li>• address life issues of participants and link participants to a comprehensive network of support; and</li> <li>• assist young people in making a positive contribution to society.</li> </ul> <p>The program is based on the principles of restorative justice, where participants are given the opportunity to make amends for their actions by undertaking projects such as repairing damaged vehicles for presentation to victims of motor vehicle theft.</p>	<p>Young people involved must be aged between 15 and 20 years and are at risk of becoming involved in motor vehicle theft. It is targeted at young people with various key risk factors including anti-social and offending behaviour, poor educational attainment, truancy and school exclusion, as well as issues surrounding anger management, sexual abuse and drug and alcohol use.</p>	<p>The evaluation provides extensive evidence (from interviews with participants, other stakeholders and program staff) that demonstrates the positive impact of the program on the lives of participants.</p> <p>This has included positive changes in:</p> <ul style="list-style-type: none"> <li>• life and personal skills;</li> <li>• practical vocational training and experience in the automotive industry;</li> <li>• workplace skills;</li> <li>• self-esteem and confidence;</li> <li>• social skills and self-awareness;</li> <li>• interview and job skills; and</li> <li>• awareness of others and the broader community, as well as a reduction in anti-social behaviour.</li> </ul> <p>Overall, there were 52 participants who completed the ten-week course; a majority of participants (94 per cent) had a prior conviction for a serious offence. In addition, 46 per cent of participants were classified as motor vehicle theft</p>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Coordinated, integrated and holistic services</li> <li>✓ Assessment of criminogenic risk and protective factors</li> <li>✓ Targeting of risk protective factors</li> <li>✓ Cognitive and behavioural methods</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
	<p>Key components of the program include:</p> <ul style="list-style-type: none"> <li>• automotive education and training;</li> <li>• case management and personal development;</li> <li>• recreational activities;</li> <li>• links to employment, work experience and further education; and</li> <li>• post course support and following (through mentoring, case management and referrals to other agencies and supports).</li> </ul>		<p>offenders and 54 per cent per where classified as being at risk of motor vehicle theft.</p> <p>A majority of U-Turn graduates (92 per cent) did not commit any offences while they were participating in the program and 52 per cent have not recorded any offences since completing the program. Only eight graduates (15 per cent) have recorded a motor vehicle theft since completing the program.</p>	
<p>Military Activity Centres (MAC) New Zealand</p>	<p>This program was designed as a military style intervention for the most serious youth offenders at risk of being sent to adult prisons. It was labelled as a 'boot camp' by the New Zealand media.</p> <p>The program includes:</p> <ul style="list-style-type: none"> <li>• Nine weeks in a residential facility including a 5 day wilderness camp;</li> <li>• Strong residential social work practice blended with NZ Defence Force experience in building</li> </ul>	<p>Young people who demonstrate the potential to move into chronic offending. Specific targeted risk factors include:</p> <ul style="list-style-type: none"> <li>• males between 15 and 17years;</li> <li>• 5 year history of offending;</li> <li>• Violence or other serious offences in their past;</li> </ul>	<p>An evaluation was completed 6 months after the 31 young people completed the program, it showed:</p> <ul style="list-style-type: none"> <li>• 39% have not reoffended;</li> <li>• 74% reduced frequency of offending;</li> <li>• 74% reoffended less seriously;</li> <li>• 26% received a custodial sentence; and</li> <li>• Improved educational outcomes with some moving on to receive high school credits.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Collaboration across the young person's networks</li> <li>✓ School attendance and retention programs</li> <li>✓ Mentoring programs</li> <li>✓ Provision of a range of programs</li> <li>✓ Targeting of risk factors</li> </ul>

Program and Jurisdiction	Program description	Eligibility Criteria	Evaluation findings	Assessment of program against leading practice feature
	<p>confidence, resilience and self-discipline through their life skills programme;</p> <ul style="list-style-type: none"> <li>• Schooling three to five hours a day and military activities throughout;</li> <li>• Cognitive behavioural program and alcohol and drug treatment;</li> <li>• Cultural, vocational and educational programs provided by community organisations; and</li> <li>• Intensive training for transition back into the community. It should be noted that there is no publicly available detail on what is this includes.</li> </ul>	<ul style="list-style-type: none"> <li>• Extensive histories of interventions which have largely failed; and</li> <li>• Participants who would be sent to a district court (adult jurisdictions) for sentencing if not for MAC</li> </ul> <p>60% of participants were Maori</p>	<p>However, there appears to be no offending behaviour difference between young people participating in MAC and those serving Supervision with Residence Orders.</p>	<ul style="list-style-type: none"> <li>✓ Training and protocol adherence</li> <li>✓ Risk-need responsivity</li> <li>✓ Desistance strategies</li> <li>✓ Therapeutic interventions including cognitive and behavioural methods</li> </ul>

Sources: Bodean Hedwards, Daryl Higgins, Kelly Richards, Jacqueline Stewart and Matthew Willis, *Indigenous Youth Justice Programs Evaluation* (Australian Institute of Criminology 2014) 2; Noetic Solutions Pty Ltd. *Review of Effective Practice in Juvenile Justice – Report for the Minister for Juvenile Justice* (Noetic Solutions 2010) 31-53; UK Department for Communities and Local Government, *Troubled Families Program*, available at <https://www.gov.uk/government/policies/helping-troubled-families-turn-their-lives-around> (accessed 11 March 2015); Aynsley Kellow et. al., *Young Offender Recidivist Car Theft Offender Program (U-Turn) Local Evaluation Final Report* (University of Tasmania 2005); Chris Polaschek *What worked, what didn't and what don't we know? The New Zealand experience using the 'What works' literature as a guide to establishing an intensive programme for serious young offenders* (Youth Justice Support New Zealand 2013)

### B.5.3 Leading practice use of boot camps for young offenders

As discussed in Sections 4.1 and 0 research into the use of military style youth boot camps suggests they have been ineffective due to the punitive approach they adopt in dealing with young offenders. Traditionally, boot camps were based on this military style. Over time, as the military style boot camps have been proved ineffective,<sup>98</sup> other aspects of behavioural change programs have been included such as experiential learning, group and individual counselling and post-release programs. Figure B - 14 provides an overview of these changes in the three basic models of youth boot camps.

Figure B - 14: Models of youth boot camps

Traditional military style Boot Camps	Wilderness Boot Camps	Reform Boot Camps
<p><b>Overview</b></p> <p>These programs are designed on the premise that the young person will undergo radical positive change if put under a reasonable amount of stress. Designed as a short intensive shock therapy, operating over a 90-120 day period. Daily programs involve intense supervision and resemble basic military training with military style punishments for minor infractions.</p> <p>A second generation of these had an increased emphasis on academic education as well as physical training. They also included a post-release program to prevent relapse.</p> <p><b>Results</b></p> <p>Evidence suggests that military style boot camps are ineffective and potentially encourage antisocial behaviour later.</p> <p>Although, some studies have suggested an increase positive behaviours and increased compliance with social norms.</p>	<p><b>Overview</b></p> <p>Wilderness boot camps were established in response to the ineffectiveness of military camps. They are based on the premise of incrementally challenging physical activities, allowing the individual to experience a pattern of success and building self-esteem and a more internalized locus of control. Group problem solving of challenges is encouraged promoting the development of positive interpersonal skills As well as experiential learning these camps include individual and group counselling sessions.</p> <p><b>Results</b></p> <p>The most effective wilderness camps include a good therapeutic relationship between the participant and therapist, the development of a strong, supportive peer group environment, a program design to facilitate self-reflection and an appropriate physical difficulty to encourage and build self-esteem.</p> <p>Studies of 28 wilderness camps found a 29% recidivism rate compared to 37% for control groups</p>	<p><b>Overview</b></p> <p>Reform boot camps are an extension of wilderness and traditional boot camps. They are based on the premise that offenders need a comprehensive range of services that address the causes of youth offending rather than punishment. These programs incorporate physical and personal development as well as vocational training and support services tailored to the young offenders criminogenic risk factors and needs. They incorporate counselling, peer support, cognitive-behavioural training, family group therapy, community integration and aftercare.</p> <p><b>Results</b></p> <p>A study of 43 boot camps found that those that included rehabilitative programs (focused on drug abuse treatment and improving education outcomes) as well as post-release support were the most effective. Ongoing support is vital to the success of these programs and research shows that two years later young people who received post-release support had significantly lower rates of rearrest.</p>

Sources: Adapted from Department of Premier and Cabinet, *Youth Boot Camp Trial – Process Evaluation – Gold Coast Early Intervention Youth Boot Camp and Cairns Sentenced Youth Boot Camp* (Department of Premier and Cabinet, 2014, 13-17; Mark W. Lipsey and Sandra Wilson, *Wilderness challenge programs for delinquent youth: a meta-analysis of outcome evaluations* (Evaluation and Program Planning, Vanderbilt University 1999) 5

#### What doesn't work?

##### **Military Boot Camps**

Criticisms of military style boot camps are focused on their use of punitive measures that often include absolute adherence to authority, degradation, harassment and physical punishment.<sup>99</sup> These measures when applied in the military are intended to produce skilled and disciplined soldiers and are usually accompanied by all the benefits of being involved in the military – vocational training, housing, medical treatment and family support. In essence, military training is designed to prepare future soldiers for the

<sup>98</sup> Department of Justice and Attorney General, *Youth Boot Camp information paper – Evidence informing the youth boot camp program models* (Department of Justice and Attorney-General 2014, 1

<sup>99</sup> Lynn Atkinson, *Boot Camps and Justice: A contradiction in terms?* (Australian Institute of Criminology 1995) 2

harsh realities of war and a life in the defence force.<sup>100</sup> In contrast, the aim of sending young people to offending programs is to deter them from future antisocial behaviour and rehabilitate them. They are also usually facing a range of issues such as poor educational attainment, mental health issues, substance abuse, lack of vocational skills or intergenerational poverty and crime.<sup>101</sup> To young people in these circumstances military style training provides little opportunity to develop the vocational or behavioural skills needed to operate in a non-military society. Instead the program usually invokes fear, absolute adherence to an authority figure and encourages aggressive behaviour in young people already facing a range of behavioural issues.<sup>102</sup> There are also concerns regarding the emphasis on masculinity in military style boot camps which excludes women.<sup>103</sup>

The use of military style boot camps was prominent in the United States of America in the 1980s and 1990s. While other jurisdictions have instituted forms of boot camps the strict military style is most prominent in the US. Evaluations of these camps show little change in recidivism, which was the primary goal of most US boot camp programs. Traditional military style boot camps in Georgia (i.e. run by a drill sergeant, focusing on military training with no therapeutic counselling) showed a three year recidivism rate of 46% for boot camp graduates compared to 45% for a comparison group of young offenders who have not previously been incarcerated.<sup>104</sup>

### **Wilderness boot camp programs**

As highlighted in Figure B - 14 and similar to military style boot camps, wilderness camps that focus solely on physical activity and exclude therapeutic support have been found to be largely ineffective.<sup>105</sup> Evaluations of wilderness camps in Canada and America found that the most effective wilderness challenge programs were those that included:

- Relatively intense physical activity; and
- Therapeutic interventions such as individual counselling, family therapy and group sessions.

These camps may involve solo and group backpacking expeditions as well as nightly group therapy sessions and individual counselling for specific risk factors. A meta-analysis of the Canadian and American wilderness camps found that graduates of wilderness camps experience recidivism at 8 percentage points (29% recidivism) lower than comparison groups (37% recidivism).<sup>106</sup> However, there is significant variation in individual program outcomes largely dependent on the combination of activities included and the extent of physical activity used. Other studies have found American and Canadian wilderness camps to be as effective as traditional incarceration at reducing recidivism.<sup>107</sup> While wilderness boot camps have not been shown to have a net negative effect on youth offending their ability to decrease recidivism is debatable. Table B - 15 outlines the aspects of military and wilderness youth boot camps that are the least effective in reducing recidivism.

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<sup>100</sup> Lynn Atkinson, *Boot Camps and Justice: A contradiction in terms?* (Australian Institute of Criminology 1995) 2

<sup>101</sup> Margaret Bowery, *Shock Incarceration in the U.S.* (NSW Department of Corrective Services 1991) 4

<sup>102</sup> Margaret Bowery, *Shock Incarceration in the U.S.* (NSW Department of Corrective Services 1991) 3

<sup>103</sup> Margaret Bowery, *Shock Incarceration in the U.S.* (NSW Department of Corrective Services 1991) 4

<sup>104</sup> Margaret Bowery, *Shock Incarceration in the U.S.* (NSW Department of Corrective Services 1991) 14

<sup>105</sup> Australian Institute of Criminology, *Wilderness programs and boot camps – are they effective?* (Australian Institute of Criminology 2006)

<sup>106</sup> Mark W. Lipsey and Sandra Wilson, *Wilderness challenge programs for delinquent youth: a meta-analysis of outcome evaluations* (Evaluation and Program Planning, Vanderbilt University 1999) 11

<sup>107</sup> Albert Roberts, Structured Wilderness Experience: camping, environmental and other outdoor rehabilitation programs in Albert. P. Roberts (ed.) *Juvenile Justice Sourcebook: past, present and future* (Oxford University Press 2004) 70-79

Table B - 15: Ineffective features of a Youth Boot Camp

Feature	Description
Net widening	There are often concerns that the introduction of boot camps encourages magistrates to sentence low or moderate risk young offenders to camps where they would normally be sentenced to probation. This has the potential to place some young people in the YJS unnecessarily and puts them in direct contact with young people already engaging in criminal behaviour. Furthermore, research shows that the placement of low or moderate risk young people under high levels of supervision results in a higher rate of recidivism and a lower rate of positive behavioural change than those on probation options.
Large confined population	Co-locating a large number of young offenders can result in less intensive support or care provided to those involved, heightened risk concerns and the potential placement of low risk offenders with high risk offenders who encourage further antisocial behaviour.
Strict punitive measures rather than rehabilitation	Research shows that young people respond better to encouragement rather than punishment. A young person may change behaviour to avoid punishment but often will not change their attitude, so while a young person may change their patterns of antisocial behaviour (i.e. do more to avoid detection) punishment is less likely to encourage pro social behavioural change. This is often reflected in immediately lower rates of recidivism among military style boot camp participants followed by a long term increase in offending behaviour. Further, the atmosphere of intimidation and aggression often experienced in military style training camps often undermines any rehabilitative aspects even if they are present.
Short term programs without aftercare	Young people involved in antisocial behaviour usually have a range of issues that cannot be solved in the typical 3-6 month residential phase. Instead there is a need to provide long-term aftercare as in other youth offending interventions. These programs are necessary to ensure that the positive behavioural changes instituted during the camp are carried forward into the community. In particular there is a need for on-going support to ensure that a young person previously involved in substance abuse maintains a distance from alcohol or illicit substances and re-engages with education and training,

Sources: Benjamin Mead and Benjamin Steiner, *The total effects of boot camps that house juveniles: A systematic review of the evidence* (Journal of Criminal Science 38:1 2010) 842; Michael Peters, David Thomas and Christopher Zamberlan *Boot Camps for juvenile offenders* (Office of Juvenile Justice and Delinquency Prevention) 6-18; Jaime E. Muscar, *Advocating the End of Juvenile Boot Camps: Why the military model does not belong in the Juvenile Justice System* (UC Davis Journal of Juvenile Law and Policy 12:1 2008) 10

### What works?

While military style camps have been proven ineffective and evidence on wilderness style camps is mixed, international experience suggests that the most effective camps are those that incorporate aspects of leading practice youth intervention models such as therapeutic support, a focus on education, cognitive and behavioural therapy, up skilling and community/family integration.<sup>108</sup> These camps fall into the reform boot camp model identified above in Figure B - 14 and have a focus on

<sup>108</sup> Department of Premier and Cabinet, *Youth Boot Camp Trial – Process Evaluation – Gold Coast Early Intervention Youth Boot Camp and Cairns Sentenced Youth Boot Camp* (Department of Premier and Cabinet, 2014, 13-17)

rehabilitation as well as accountability of the young person. Table B - 16 outlines the leading practice features of an effective reform boot camp model.

*Table B - 16: Leading practice features of a youth boot camp model*

Feature	Description
Physical activity that allows for experiential learning	Physical activity that occurs in a positive environment can improve the young person's mental health and their social and emotional well-being through increased self-esteem and resilience. Physical activities and adventure based programs also allow for experiential learning that encourage the young person to develop life skills that when applied outside the program could improve their anti-social behaviour.
Family support throughout the program	Dysfunctional family units are common among young offenders. Family counselling or Family Functioning Therapy encourages new behavioural and communication techniques and can provide the young person with a strong family and community network that motivates and supports positive educational outcomes, improves discipline and supervision, improves community integration and discourages anti-social behaviour.
Cognitive behavioural therapies	An effective youth boot camp would need to include evidence based cognitive behavioural therapy tools that are implemented by specialist staff. These programs can equip participants with positive skills to deal with factors that contribute to their offending behaviour. Cognitive behavioural therapy aims to teach the young person to recognise these factors so that they can avoid anti-social behaviour.
Tailored individual programs	As with other early intervention programs correctly recognising the risk factors contributing to criminogenic behaviour it is vital to identify the appropriate program and support services for the young person. Effective intervention also need to take into account the young person's ethnic, social and cultural characteristics.
Ongoing support through post-release programs	Post-release programs to ensure the young person continues to make positive behavioural changes are integral to an effective youth boot camp model. They are most commonly provided through a mentor service.

Adapted from: D.R Lubans, R.C Plotnikoff and N.J Lubans, *Review: A systematic review of the impact of physical activity programmes on social and emotional well-being in at-risk youth* (Child and Adolescent Mental Health, 2012, 2-13); T. Sexton and C.W. Turner, *The Effectiveness of Functional Family Therapy for youth with behavioural problems in a community practice setting* (Journal of Family Psychology 2010, 339-348); N.J Harper, K.C Russel, R. Cooley and J. Cupples, *Catherine Freer Wilderness Therapy Expeditions: An Exploratory Case Study of Adolescent Wilderness Therapy, family functioning and the maintenance of change* (Child Youth Care Forum 2007, 111-129); R. Harris, *Risk/needs assessment and response to criminogenic factors with young people*, presented at the Young People, Crime and Community Safety: Engagement and Early Intervention. Australian Institute of Criminology International Conference, Melbourne, Australia; D.A Andrews and J. Bonta, *A commentary on Ward and Stewart's model of human needs* (Psychology, Crime and Law 2003, 215-218).

### B.5.4 Alignment with Queensland's Sentenced Youth Boot Camp model with best practice

Queensland's Sentenced Youth Boot Camp model incorporates all five features identified as integral to a leading practice boot camp models. Table B - 17 outlines Queensland's SYBC, based on details contained in their contract with Queensland government, against leading practice features of secondary, tertiary and Youth Boot Camp interventions.

Table B - 17: SYBC alignment with leading practice

Leading practice features	SYBC Alignment	Description
Secondary and tertiary level interventions		
Provision of a range of services	✘	While, SYBC provides multiple services within the program this is not part of an integrated, holistic Youth Justice model which would require a whole of sector change.
Assessment of criminogenic risk and protective factors	✔	The SYBC referral process is extensive (particularly since the failings of <i>Safe Pathways</i> ) and takes into account the young person's risk and protective factors before making a recommendation. This referral process is outlined in Section 3.3. The establishment of effective referral processes will also aid the program in avoiding the net widening issue identified as a key failure of many juvenile boot camps in America.
Targeting of risk factors	1/2	<p>SYBC provides support in regards to all identified risk factors, such as:</p> <ul style="list-style-type: none"> <li>• teaching young people to manage impulsive behaviour, anger and violence prevention skills;</li> <li>• teaching parenting skills such as discipline and supervision (this is still be improving);</li> <li>• providing linkages to programs that can support a young person to deal with substance abuse issues; and</li> <li>• improving attitudes to school, attendance and academic performance (this still needs to be improved).</li> </ul> <p>While the SYBC includes young people displaying certain risk factors, the providers do not include programs to specifically address these risk factors. These include</p> <ul style="list-style-type: none"> <li>• teaching relapse prevention skills; and</li> <li>• practical support for young people and families with financial concerns, particularly ensuring that they are not living in poverty; and improving social skills.</li> </ul>

Leading practice features	SYBC Alignment	Description
Tertiary level interventions		
Risk need responsivity	✓	The referral process requires the development of an individually tailored boot camp program that responds to the needs and risk/preventative factors of the young person (this is included in the pre-sentence report (PSR)). The individual tailoring of the program for SYBC participants is supported throughout by the development of case plans based on the needs of participant identified in the PSR. Youth Justice and Beyond Billabong have identified the need to include more flexibility in the program to allow boot camp orders to be increasingly tailored towards individual needs.
Problem-solving courts	✗	N/A to a Youth Boot Camp setting.
Offence specific programs	✗	Although, the program takes young people with motor vehicle offences, it does not provide services to specifically deal with this crime. An offence specific program includes programs, such as, motor vehicle maintenance, which are designed to address the specific type of offence.  A program specific to motor vehicles offences is delivered by YJ and is mandatory for all MVBCO participants during their community integration phase.
Routine clinical supervision	✓	During the residential phase the SYBC participants are under constant supervision from the service providers, corrections officers and at times Youth detention workers. Once in the community integration phase the young people are under community supervision by the service providers. The contract stipulates the use of staff qualified to provide ongoing clinical supervision.
Desistance strategies	✓	A focus on positive encouragement and behavioural change to assist the young person in making improved life choices.
Therapeutic interventions	✓	ART and CHART programs are provided to participants to rectify anti-social behaviour. The inclusion of therapeutic interventions is particularly important to the success of the program given that their absence has been identified as one of the key failings of military and wilderness style boot camps. It should be noted that therapeutic interventions are provided by Youth Justice rather than the service provider.

Leading practice features	SYBC Alignment	Description
Throughcare	✓	SYBC includes a community phase. This includes intensive family support, experiential learning, education and training support and health services. This lasts for the remaining period of the young person's Boot Camp Order. The intention of the design of the program was for the community phase to provide the progressively increasing responsibility and freedom vital to an effective throughcare program.
Training and protocol adherence	✓	The strict supervision and daily structure of SYBC ensures adherence to rules and protocols.
Youth Boot camps		
Physical activity that allows for experiential learning	✓	The residential phase of SYBC is based around physical activities that encourage experiential learning. The camp includes physical activities such as running, cycling, personal training, bushwalking and low ropes. Activities are designed to occur in a positive environment that facilitate improved health, well-being and self-esteem.
Family support throughout the program	✓	Family support is ensured in the initial stages of the program. However, the continued inclusion of the family in the residential phase is unclear given the remoteness of the new location.
Cognitive behavioural therapies	✓	ART and CHART programs are provided to participants to rectify anti-social behaviour.
Tailored individual programs	✓	The referral process requires the development of an individual, tailored plan directed at the young person's needs. This is supported throughout the program by individual case plans.
Ongoing support through post-release programs	✓	The post-release program is designed to ensure that the young person and their family carry the pro-social behaviours developed in the program forward. The SYBC program provides linkages to a range to long-term community support programs such a drug treatments. The mentoring aspect of the program is voluntary, provides only fortnightly contact and heavily relies on the provider's ability to develop strong relationships with participants. Consequently, the ability of this program to provide effective, long-term support to all boot camp participants is limited.

Source: Department of Premier and Cabinet *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 125

Queensland's SYBC aligns with:

- one of the three identified leading practice secondary and tertiary interventions, and one partial alignment;
- six of the eight identified leading practice tertiary interventions; and
- all of the five identified leading practice youth boot camp features.

Key strengths of Queensland's SYBC are its ability to provide support that is responsive to the individual needs and risk factors of the young person, its ability to encourage experiential learning and positive behavioural change through adventure based physical activity and training and protocol adherence. It is important to note that the SYBC is not a traditional military style camp run by drill sergeants. This has allowed a greater focus on cognitive behavioural therapy and programs responsive to the needs of all participants regardless of gender or ethnicity.

Gaps between Queensland's SYBC and leading practice tertiary interventions are limited. The largest gap lies in the successful targeting of a range of risk factors where the program provides no additional practical support to the families of young offenders who are likely to be struggling with a range of issues including health or financial problems and does not teach relapse prevention skills. These gaps could be covered in the mentoring program by providing mentors with the skills to link the young person's family with the right support. The SYBC program as described in the contract, did not include the requirement for the provider to ensure that all participants attended offence-specific programs, such as, motor vehicle maintenance, which focuses on a specific type of crime, although this requirement has subsequently become mandatory for those on MVBCOs.

## **B. 6 List of literature reviewed**

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## Appendix C: Eligibility Criteria

### C. 1 Early Intervention Youth Boot Camp eligibility criteria

Youth can be referred to EIYBC through government agencies such as the Queensland Police Service, the Department of Education and Training (DET) or Queensland Health as well as a range of non-government organisations working with vulnerable youth. DET is the largest referrer with 85 per cent of those in the program referred through local schools.<sup>109</sup> To be considered, the young person must be:

- 12-16 years of age;
- exhibiting characteristics known to be associated with a high risk of entering the YJS and becoming an entrenched criminal offender; and
- demonstrating three or more of the risks identified in Table C-1 which outlines the risk factors identified by Youth Justice as contributing to potentially ongoing offending behaviour. It is important to note that a young person displaying these risk factors will not immediately be sent to an EIYBC; consent of the young person and their parents is required.

A young person is considered by the Referral and Assessment Panel (RAP) where the information about the young person's suitability is provided by DET, QPS and Child Safety. The panel takes into consideration information provided by these stakeholders as well the presence of risk or protective factors that may make the individual unsuitable for the program. To be considered eligible a young person must demonstrate risk factors in three or more of the domains outlined in Table C - 1 for a more comprehensive overview of program eligibility see Section B.3.3 in the Literature Review (Appendix B).

Table C - 1: Risk factors taken into consideration when a young person is referred to an EIYBC

Domain	Risk factors
<b>Individual</b>	<ul style="list-style-type: none"> <li>• Engages in substance misuse</li> <li>• No positive social or recreational activities</li> <li>• Inflated self-esteem</li> <li>• Physically aggressive</li> <li>• Tantrums</li> <li>• Short attention span</li> <li>• Verbally aggressive</li> <li>• Anti-social/pro-criminal attitudes</li> <li>• Not seeking help</li> <li>• Defies authority</li> <li>• Callous, little concern for others</li> <li>• Inadequate feeling of guilt</li> <li>• Poor frustration tolerance</li> </ul>
<b>Family</b>	<ul style="list-style-type: none"> <li>• Parent(s) or carer(s) experience significant challenges in managing the young person's behaviour or providing appropriate supervision and discipline</li> <li>• Poor relationship with their parent(s) and carer(s)</li> </ul>
<b>Peer</b>	<ul style="list-style-type: none"> <li>• Engages with a negative peer group</li> </ul>
<b>School</b>	<ul style="list-style-type: none"> <li>• Disengaging from school and/or displaying multiple challenges in the school environment</li> </ul>
<b>Community</b>	<ul style="list-style-type: none"> <li>• Resides in a disorganised community</li> </ul>

Sources: Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 55-56

<sup>109</sup> Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 41.

## **C. 2 Sentenced Youth Boot Camp eligibility criteria**

To be eligible for a BCO, a young person must:

- be located in the catchment area;
- be 13 years of age or older at the time of sentencing;
- not have pending charges or a previous sexual assault or serious violent offence;
- not be serving a period of sentenced detention for other offences; and
- not pose an unacceptable risk of physical harm to other young people in the boot camp or boot camp centre employees.

The young person must have a pre-sentencing report (PSR) completed that contains an assessment of:

- the young person's physical and mental health;
- the suitability of the young person for release from detention under a BCO;
- agreement from the parent or guardian of the young person;
- a statement indicating whether the details of the boot camp program have been explained to the young people in a way that they would reasonably understand; and
- a statement as to whether the young person has consented to participate.

In this process, Youth Justice Staff are required to conduct three interviews with the young person and two interviews with the parent/guardian, and seek information from external agencies (where appropriate).<sup>110</sup>

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<sup>110</sup> Department of Premier and Cabinet, *Youth Boot Camp Trial – process evaluation Gold Coast EIYBC and Cairns SYBC* (Department of Premier and Cabinet 2014) 116.

## Appendix D: EIYBC program implementation

Table D - 1: Gold Coast EIYBC program delivery- matching delivery to service agreement requirements

Delivery aspects	Delivered	Comments
10 day residential camp at the start of the program	✓	The first ten day camp includes physical activities, experiential learning as well as programs and modules based on cognitive behavioural therapy. The Gold Coast EIYBC service provider uses this camp to identify the team dynamics and isolate any of the issues a young person might be facing. This then feeds into the case plans developed for each young person.
Three months of community integration	✓	During the community integration phase the young person participates in formal therapeutic sessions, activities such as photography/art programs and connected to support services where appropriate. Families participate in family therapy, mediation and parenting sessions.
Five day graduation camp at the completion of the community integration phase	✓	A five day graduation camp is provided to all young people and their families at the end of the community integration phase. This camp consolidates the lessons learnt throughout the camp and allows the young people to reflect on how they have changed since the start of the program. The young person's family and/or identified support caseworker or guardian attends the last day of this camp.
Voluntary mentoring for up to a year post program completion	✓	Young people are matched with a mentor from the service provider while on the first ten day camp. The mentoring relationships do not always operate as Youth Justice intended where a one-on-one positive role model relationship is established. Instead it operates similar to the community integration phase with a tapering down of services that the young person is connected to.
Number of mentors	5 mentors	All mentors are provided internally. Youth Justice has indicated that they would prefer the provider use external mentors. However, KYF has indicated difficulties finding a service that can provide strong mentoring relationships and prefers instead to provide a mentoring program internally.

Delivery aspects	Delivered	Comments
Overall a program that:		
<ul style="list-style-type: none"> <li>Includes intensive case management with individualised case plans</li> </ul>	✓	The Gold Coast EIYBC service provider develops individualised case plans for each young person entering the program that identifies the issues the young person has, the goal they wish to achieve post-program, actions taken to rectify this issue and the outcomes. The young person is then provided with specific programming throughout the residential and community integration phase to address those needs (CHART, parenting workshops, focus on conflict resolution skills) or is linked to appropriate support services (alternative education, family psychologists).
<ul style="list-style-type: none"> <li>Provides coordinated programming</li> </ul>	✓	The Gold Coast EIYBC's ability to provide integrated case management that responds to the individual needs of the young person and builds on lessons at each stage of the program has been identified by stakeholders as a key strength of the Gold Coast EIYBC program. In particular, CBT modules are carried on throughout the program to build on lessons learnt from other activities
<ul style="list-style-type: none"> <li>Includes family therapy and support</li> </ul>	✓	<p>The young person's family and/or guardians are formally involved throughout the program. They attend a family session during the residential phase (supports are put in place to ensure family attendance) and also attend the five day graduation camp at the end of the program. KYF has had the family of every young person involved (52 families) in the residential phase and 20 families have attended the graduation camp (of the 48 young people who have completed the community integration phase).</p> <p>During the community integration phase, KYF works with a Gottman-trained family therapist who provides family support, mediation and parenting lessons throughout the program. Mission Australia has been engaged to provide ongoing family counselling to all young people with identified issues.</p>
<ul style="list-style-type: none"> <li>Partners with existing governmental and non-governmental agencies to deliver education, training and employment support, health services and</li> </ul>	✓	Youth Justice stakeholders have indicated that a key strength of the Gold Coast EIYBC program is the strong relationships it has with community organisations and the ability it has to build on these to provide strong services to its young people. Young people are linked to support services where appropriate such as Headspace, Youth Outreach Drug and Alcohol and some alternative education providers. During the community integration phase the service provider engages with Mission Australia, Shed 11 and psychologist John Flanigan who provides family support and training.

Delivery aspects	Delivered	Comments
individual therapeutic support		
• Maintains and connects cultural links	✘	There are no longer specific Indigenous programs.
• Community reparation	✘	Unaware of any community reparation undertaken.

Source: Analysis of Service Agreement and consultations with service provider

Table D - 2: Fraser/Sunshine Coast EIYBC program delivery

Delivery aspects	Delivered	Comments
28 day residential camp that includes an army style training program	✔	The 28 day residential camp includes a range of Army training activities such as drill, fieldcraft and navigational training. Participants indicated that this aspect of the program – the drills and army punishment activities contributed to the development of their consequential thinking.
Three day family workshop at the end of the residential phase	✘	The three day family workshop has been reduced to one day due to resourcing issues. The day includes a parenting skills workshop and provides an opportunity for parents to learn from each other. There are concerns from stakeholders that this does not prepare parents well enough for the changes the young people have experienced

Delivery aspects	Delivered	Comments
Three months of community integration	1/2 ✓	The community integration phase focuses on achieving the goals identified in the residential phase. However, there is limited contact with the provider in the community integration phase which is often limited to a phone call due to the large area the provider is required to cover. Stakeholders have indicated that the working towards the goals is largely dependent on the young person and school guidance counsellors who work with those young people engaged in school. The guidance counsellors on the Sunshine Coast make a significant effort to assist the young people in achieving their goals.
Voluntary mentoring for up to a year post program completion	✓	Voluntary mentoring is available. However, the extent is limited – most mentoring sessions are simply a phone call either to the young person or the parent.
Number of mentors	4 mentors	The mentoring that is provided is done by volunteer retirees. Fraser/Sunshine Coast EIYBC is the only Youth Boot Camp to provide external mentors as required by Youth Justice.
Overall a program that:		
<ul style="list-style-type: none"> <li>Includes integrated case management</li> </ul>	1/2 ✓	Fraser/Sunshine Coast EIYBC identifies case plans for each young person, develops goals and works towards these over the residential and community integration phase. The case plans provided show evidence of concerns raised before where the school counsellor is relied upon to achieve these goals.
<ul style="list-style-type: none"> <li>Includes Indigenous cultural training</li> </ul>	✓	There are no specific Indigenous cultural awareness programs. However, there is a strong emphasis on the contribution of Indigenous people to the Australian Defence forces. It should also be noted that very few Fraser/Sunshine Coast EIYBC participants identify as Aboriginal and/or Torres Strait Islander (see program demographics in Section 0).

Delivery aspects	Delivered	Comments
<ul style="list-style-type: none"> <li>Partners with existing governmental and non-governmental agencies to deliver education, training and employment support, health services and individual therapeutic support</li> </ul>	✓	Jobsmart has been engaged to provide job search training for older participants during the residential phase. This includes training on how to communicate in the workplace, how to work effectively with orders and how to participate in workplace safety procedures. Jobsmart provides two to four of the core modules for a Certificate III in Business. This does not provide the full qualification, but provides a taster for young people to encourage them to continue education afterwards and provide them with something to put on a resume. Young people are also referred to appropriate supports where necessary.
<ul style="list-style-type: none"> <li>Raises community awareness</li> </ul>	✓	Veterans are brought in to highlight their contribution to society

Source: Analysis of Service Agreement and consultations with service provider

Table D - 3: Rockhampton EIYBC program delivery

Delivery aspects	Delivered	Comments
Three day lead in camp designed to prepare participants for change	✓	The three day camp occurs four hours west of Rockhampton and includes small hikes, abseiling and team activities. It is focused on understanding the needs of the individual participants in order to develop case plans and testing the group dynamics.
Nine day adventurous journey two weeks after initial camp.	✓	The nine day camp is run by adventure-based learning coordinators and includes hiking, abseiling and team activities. There is generally a two week gap between the three and nine day camps. During this gap, PCYC works with the young people on an individual and group basis twice a week for three hours

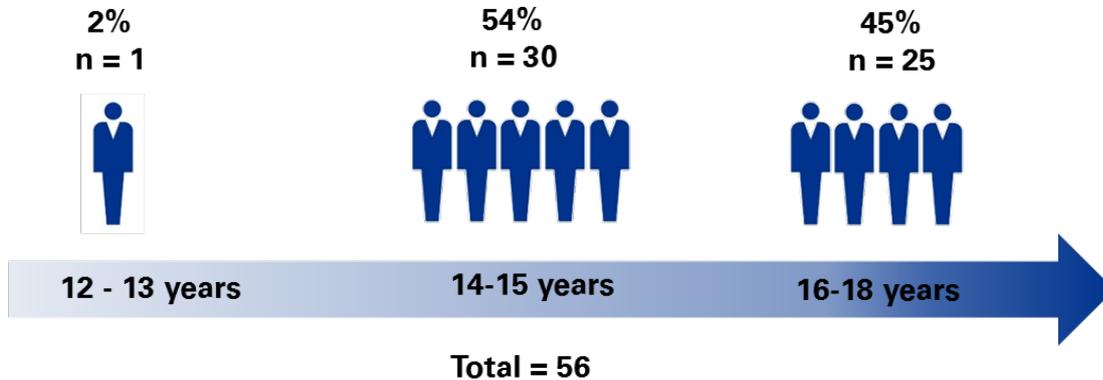
Delivery aspects	Delivered	Comments
Three months of community integration	✓	During the community integration phase the young person has contact with the provider once a week. The program is based on achieving the goals identified in the case plans. The young person continues to attend the services that they have been put in contact with. Case plans are adapted throughout the program depending on the needs of the young person.
Three day leadership camp at the end of the community integration phase	✓	The first two days of the three day leadership camp focuses on leadership activities for the young people. On the last day parents join and are introduced to the changes the young people have made over the camp.
Voluntary mentoring for up to a year post program completion	✗	Rockhampton EIYBC has had trouble engaging an organisation to carry out the mentoring phase partially because of the lack of willingness of the local organisations to work together. Stakeholders have indicated that this is not necessarily a reflection of the provider and instead a reflection of the community organisation operating environment in Rockhampton. Consequently, the providers have had to carry out all mentoring themselves. This has resulted in mentoring occurring at an ad hoc basis usually via a phone call. The providers have recently engaged a family mentor who will take over the majority of the mentoring from May onwards.
Number of mentors	3 mentors	All mentors are provided internally due to the lack of resources.
Overall a program that:		
<ul style="list-style-type: none"> <li>Includes integrated case management</li> </ul>	✓	Case plans are developed and adapted on a need basis
<ul style="list-style-type: none"> <li>Engages in community projects, develops career pathway plans, provides access to gym</li> </ul>	✓	Young people have access to the PCYC gym and leisure centre and tutoring is provided by Kip McGrath. Young people have helped in community reparation activities such as cleaning up after cyclone damage.

Delivery aspects	Delivered	Comments
and fitness activities and family support sessions		
<ul style="list-style-type: none"> <li>Partners with existing governmental and non-governmental agencies to deliver education, training and employment support, health services and individual therapeutic support</li> </ul>	✓	Tutoring support is provided through Kip McGrath Education Foundation, young people are linked to health services where appropriate and PCYC engages with programs such as the Jamie Oliver Foundation and the Duke of Edinburgh Foundation to provide additional services to the young people.

*Source: Analysis of Service Agreement and consultations with service provider*

## Appendix E: EIYBC age ranges of each camp

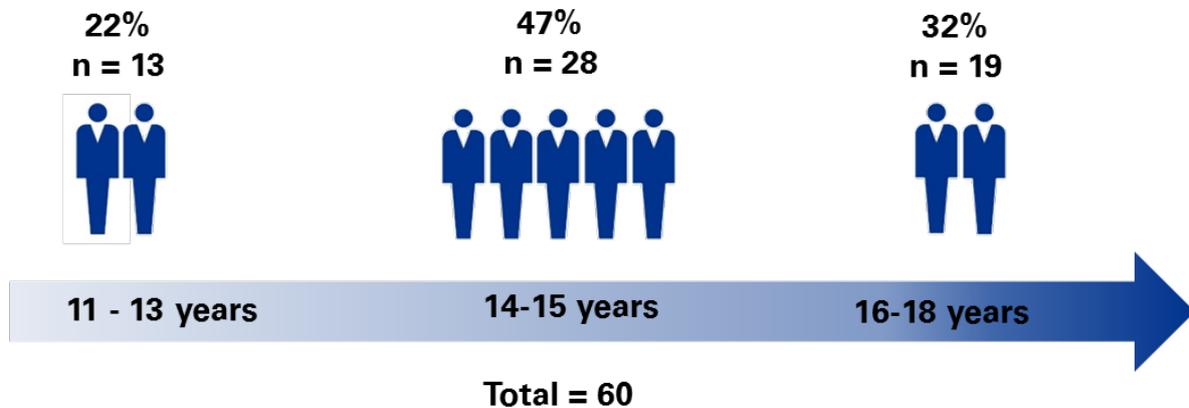
Figure E - 1: Distribution of Gold Coast EIYBC participants by age



Source: Program participation data provided by Gold Coast EIYBC correct as at 31/03/2015 received 24/04/2015

Over half of Gold Coast EIYBC participants (54 per cent) are between 14 and 15 years old. Gold Coast EIYBC participants have tended to be in older age ranges 15-18 years old, partially a reflection of the fact that Gold Coast EIYBC runs camps based on gender and age. Stakeholder consultation findings were that if a young person has not been involved in the YJS by the age of 16 then they are unlikely to become entrenched in it thereafter.

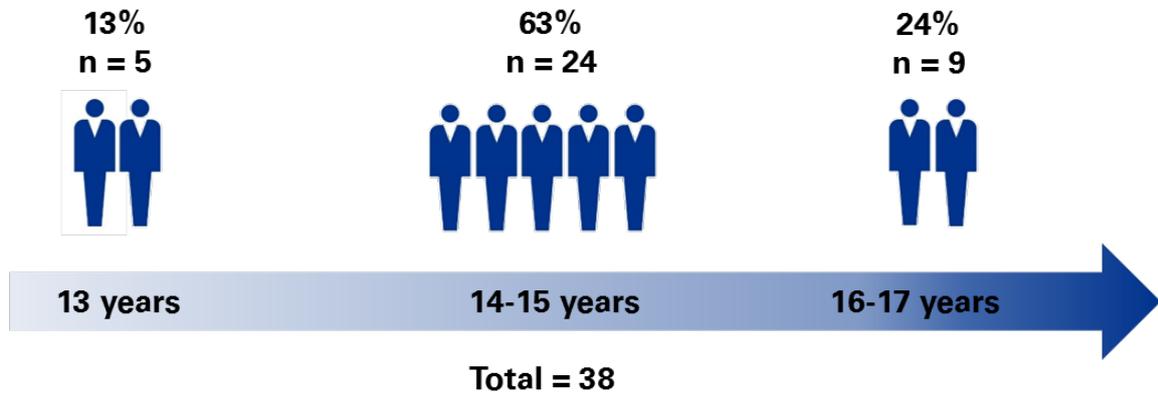
Figure E - 2: Distribution of Fraser/Sunshine Coast EIYBC participants by age



Source: Program participation data provided by Fraser/Sunshine Coast EIYBC correct as at 31/03/2015 received 24/04/2015

Fraser/Sunshine Coast EIYBC participants, like other EIYBCs, are concentrated in the 14 to 15 year age range. However, there are a greater number participants 13 years and under – 10 participants (17 per cent) were aged 13 at program commencement and two young people (3 per cent) were aged 11.

Figure E - 3: Distribution of Rockhampton EIYBC participants by age



Notes: One young person has no stated age

Source: Program participation data provided by PCYC correct as at 31/03/2015 received 24/04/2015

Rockhampton EIYBC is the only camp to not have any 18 year olds or anyone under the age of 13 participating the program. The lack of 18 year olds is likely a reflection of the fact that 100 per cent of referrals are received from DET who are less likely to be in contact with young people over the age of 17.

## Appendix F: EIYBC program targets, measures and objectives

Objective	Target	Measure	Source of objectives and measures
Increase young people's participation in school/employment	<ol style="list-style-type: none"> <li>Percentage increase of 30 per cent or more of young people regularly attending school</li> <li>90 per cent of young people enrolled in school</li> </ol>	<ol style="list-style-type: none"> <li>Number of young people engaged in regular attendance</li> <li>Number of young people with no current enrolment at school by trial site</li> </ol>	<ol style="list-style-type: none"> <li>Service Agreements for all Early Intervention Youth Boot Camp programs;</li> <li>The Evaluation Plan; and</li> <li>Youth Justice Outcomes data</li> </ol>
Enhance the young people's ability to operate in a routine and disciplined environment (such as school)	<ol style="list-style-type: none"> <li>15 per cent increase in resilience scores</li> <li>Percentage increase of 30 per cent or more of young people regularly attending school</li> </ol>	<ol style="list-style-type: none"> <li>Resilience scores - an improvement in resilience is defined as 20 per cent or more increase in resilience score</li> <li>Number of young people engaged in regular attendance</li> </ol>	<ol style="list-style-type: none"> <li>Service Agreements for all Early Intervention Youth Boot Camp programs;</li> <li>The Evaluation Plan; and</li> <li>Youth Justice Outcomes data</li> </ol>
Reduce the likelihood of young people being involved in criminal behaviour	<ol style="list-style-type: none"> <li>50 per cent decrease in average delinquency score</li> <li>90 per cent of young people are not convicted of an offence post program completion</li> </ol>	<ol style="list-style-type: none"> <li>Change in total delinquency score as measured by the delinquency scale</li> <li>Recidivism data of young people in program</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan; and</li> <li>Youth Justice Outcomes data</li> </ol>
Improve health and well-being of young people	<ol style="list-style-type: none"> <li>50 per cent decrease in total average score of drug use</li> <li>50 per cent of participants have clinical improvements</li> <li>15 per cent increase in resilience scores</li> </ol>	<ol style="list-style-type: none"> <li>Change in total average drug score as measured by the delinquency scale</li> <li>Clinical improvements reported in the Youth Outcomes Questionnaire</li> <li>Resilience scores - an improvement in resilience is defined as 20 per cent or more increase in resilience score</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan; and</li> <li>Youth Justice Outcomes data</li> </ol>
Develop young people's family functioning	<ol style="list-style-type: none"> <li>20 per cent of young people's parents show improved discipline skills</li> <li>10 per cent of parents show improved supervision skills</li> </ol>	<ol style="list-style-type: none"> <li>Supervision and monitoring results from the Youth Outcomes Questionnaire and Alabama Parenting Questionnaire</li> <li>Stakeholder consultations (including participant and</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan; and</li> <li>Youth Justice Outcomes data</li> </ol>

Objective	Target	Measure	Source of objectives and measures
		family consultations) and case files	
Develop the personal and interpersonal skills of young people	15 per cent increase in resilience scores	1. Resilience scores - an improvement in resilience is defined as 20 per cent or more increase in resilience score  2. Stakeholder consultations (including participant and family consultations) and case files	1. The Evaluation Plan; and 2. Youth Justice Outcomes data
Increase the self-confidence of young people	Only to be assessed qualitatively	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan
Develop consequential thinking of young people	Young people who have completed program modules aimed at developing consequential thinking	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan

*Source: Youth Justice, Youth Boot Camp Evaluation Plan (Department of Justice and Attorney-General 2015) pg. 14; Youth Justice outcomes data received 15/05/2015, correct as 31/03/2015; Youth Justice, Service Agreement Early Intervention Youth Boot Camp Kokoda Youth Foundation (Camp Isurava) (Department of Justice and Attorney-General 2015); Youth Justice, Service Agreement Early Intervention Youth Boot Camp OzAdventures (Hard Yakka) (Department of Justice and Attorney-General 2015); Youth Justice, Service Agreement Early Intervention Youth Boot Camp PCYC (Horizon) (Department of Justice and Attorney-General 2015);*

## Appendix G: SYBC targets, measures and objectives

Objective	Target	Measure	Identified in
Reduce rates of re-offending among young people	<ol style="list-style-type: none"> <li>50 per cent decrease in average delinquency score</li> <li>75 per cent of young people are not convicted of an offence post program completion</li> </ol>	<ol style="list-style-type: none"> <li>Change in total delinquency score as measured by the delinquency scale</li> <li>Recidivism data of young people in program</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan;</li> <li>Youth Justice outcomes data; and</li> <li>The Contract</li> </ol>
Develop discipline and respect among young people	<ol style="list-style-type: none"> <li>50 per cent decrease in average delinquency score</li> <li>Qualitative evidence</li> </ol>	<ol style="list-style-type: none"> <li>Change in total delinquency score as measured by the delinquency scale</li> <li>Stakeholder consultation (including participant and family consultations) and case files</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan; and</li> <li>Youth Justice outcomes data;</li> </ol>
Engage/re-engage young people in education, training and/or employment	<ol style="list-style-type: none"> <li>30 per cent or more increase in the number of young people regularly attending school</li> <li>75 per cent of young people placed in education, training or employment</li> </ol>	<ol style="list-style-type: none"> <li>Number of young people engaged in regular attendance</li> <li>Number of young people with no current enrolment at school by trial site</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan;</li> <li>Youth Justice outcomes data; and</li> <li>The Contract</li> </ol>
Strengthen and maintain young people's family relationships	Only to be assessed qualitatively	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan
Improve young people's families' ability to supervise and support young people	<ol style="list-style-type: none"> <li>20 per cent of young people's parents show improved discipline skills</li> <li>10 per cent of parents show improved supervision skills</li> </ol>	<ol style="list-style-type: none"> <li>Supervision results from the Youth Outcomes Questionnaire and Alabama Parenting Questionnaire</li> <li>Monitoring results from the Youth Outcomes Questionnaire and Alabama Parenting Questionnaire</li> </ol>	<ol style="list-style-type: none"> <li>The Evaluation Plan; and</li> <li>Youth Justice outcomes data;</li> </ol>
Positively engage young people with their communities	Only to be assessed qualitatively	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan

Objective	Target	Measure	Identified in
Strengthen young people's sense of cultural identity and connection to their cultural communities	Only to be assessed qualitatively	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan
Improve the stability, health and well-being of young people	<ol style="list-style-type: none"> <li>1. 50 per cent decrease in total average score of drug use</li> <li>2. 50 per cent of participants have clinical improvements</li> <li>3. 15 per cent increase in resilience scores</li> </ol>	<ol style="list-style-type: none"> <li>1. Change in total average drug score as measured by the delinquency scale</li> <li>2. Clinical improvements reported in the Youth Outcomes Questionnaire</li> <li>3. Resiliency scores as assessed by the psychometric tests - an improvement in resilience is defined as 20 per cent or more increase in resilience score</li> </ol>	<ol style="list-style-type: none"> <li>1. The Evaluation Plan; and</li> <li>2. Youth Justice outcomes data;</li> </ol>
Increase young people's access to positive recreational and leisure activities	Only to be assessed qualitatively	Stakeholder consultations (including participant and family consultations) and case files	The Evaluation Plan
Improve young people's personal, social and life skills	<ol style="list-style-type: none"> <li>1. 15 per cent increase in resilience scores</li> <li>2. Qualitative evidence</li> </ol>	<ol style="list-style-type: none"> <li>1. Resiliency scores as assessed by the psychometric tests - an improvement in resilience is defined as 20 per cent or more increase in resilience score</li> <li>2. Stakeholder consultation (including participant and family consultations) and case files</li> </ol>	<ol style="list-style-type: none"> <li>1. The Evaluation Plan; and</li> <li>2. Youth Justice outcomes data;</li> </ol>
Provide a consequence for young people's behaviour	N/A	N/A	The Evaluation Plan

Source: Youth Justice, Youth Boot Camp Evaluation Plan (Department of Justice and Attorney-General 2015) pg. 13; Youth Justice outcomes data received 15/05/2015, correct as 31/03/2015; Deed of Variation between the State of Queensland Department of Justice and Attorney-General and Beyond Billabong PTY LTD. (Queensland Government 2013) pg.40

## Appendix H: Early Intervention Youth Boot Camp program stakeholder consultation summary

NB. These notes represent a summary of the consultations undertaken with individuals. They are not intended to be taken as the opinion of the Department.

*Table H - 1: Summary of findings from consultations with Youth Justice (regionally and centrally)*

<b>Was there a need for Youth Boot Camps?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
There was a recognition of the need to implement a program that aimed to prevent youth crime before it began	<ul style="list-style-type: none"> <li>• There is a recognition across Youth Justice for a need to implement early intervention programs based on the logic that those that are effective will limit the need for Youth Justice Expenditure in the future. There is also a limited availability of similar programs throughout Queensland.</li> <li>• Rockhampton and Gold Coast EIYBC had relatively high rates of youth crime (although not substantially higher than some other regions) and consequently there was a justification to place them in these regions.</li> <li>• There is limited availability of alternative services in the Fraser/Sunshine Coast region so while the youth crime rates are not as high as other areas in Queensland there were limited options for parents and schools with anti-social young people.</li> <li>• However, ultimately the decision on the location of the program was a political one.</li> </ul>
<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
Young people involved in the program are too 'soft' i.e. no EIYBC program is reaching the young people that the program was originally designed for	<ul style="list-style-type: none"> <li>• The focus on education referrals has resulted in a large number of young people who are not at high risk of entering the YJS being involved in a program that is being delivered by Youth Justice. Using a majority of DET referrals rules out a range of young people already disengaged from school who are the most likely young people to go on to become youth offenders.</li> <li>• Regional staff indicated that the young people involved in the program are not the types of young people who they would expect to end up in the YJS. In Rockhampton EIYBC they include a limited number of Aboriginal and/or Torres Strait Islander young people who in the region are the most prominent group of young offenders. Instead the program needs to focus on referring young people who may be known to police.</li> <li>• It should be recognised that while Rockhampton EIYBC should be taking more Aboriginal and/or Torres Strait Islander young people the providers are unlikely to be able to support this community – as it would require taking a younger age group and having strong connections with the community which are currently not present.</li> <li>• In particular the focus on older age groups is concerning since those young people who go onto become entrenched offenders are likely to have been offending from a young age. If a young person has not offended by the time he is 16 or 17 he is unlikely to go on to become a repeat offender.</li> </ul>

	<ul style="list-style-type: none"> <li>• Instead early intervention should be defined as working with a young person after their first contact with the YJS or with QPS. This would require changing the eligibility criteria and encouraging a greater number of referrals from QPS rather than DETE.</li> </ul>
Gold Coast EIYBC is the program that has been implemented the most closely to the original design	<ul style="list-style-type: none"> <li>• Youth Justice staff indicated that the Gold Coast EIYBC is closest to the original design of the program and has been the most effectively implemented. It has delivered a strong residential phase that includes therapeutic modules as well as adventure based learning. These aspects have been carried forward into the community integration phase where there is formal programming and frequent contact with the young person as well as family therapy sessions. All these were outlined in the service agreement as being key aspects of delivery and the strong community networks and experience of the Gold Coast EIYBC staff have allowed a program to be delivered that is closely aligned to the original design</li> </ul>
The community integration phase is underdeveloped particularly in the Fraser/Sunshine Coast EIYBC and Rockhampton EIYBC program	<ul style="list-style-type: none"> <li>• All EIYBC providers have designed strong residential phases of the program since this is what they have experience providing. However, by choosing a camp provider who may have limited experience in delivering intensive case management and therapeutic support to young people there has been considerable weakness in the delivery of the residential phase</li> <li>• Fraser/Sunshine Coast EIYBC has an almost non-existent community integration phase, and any programming that does occur is not linked to lessons learnt in the residential phase. Rockhampton EIYBC has more recently focused on linking the residential phase with the community integration phase.</li> <li>• There is some indication of case planning but this is limited and if it occurs it is not delivered by specialized staff with training in intensive case management. In reality, both the Fraser/Sunshine Coast and Rockhampton EIYBC service providers do not really understand how to develop an effective case management plan</li> <li>• The underdeveloped community integration phase is emphasized by the lack of therapeutic support capable of being delivered by appropriately trained staff for Rockhampton and Fraser/Sunshine Coast</li> </ul>
The mentoring phase has not been delivered as originally intended by any of the providers	<ul style="list-style-type: none"> <li>• Originally mentoring was supposed to be a winding down phase of the program, allowing the services to slowly decrease and develop the independence of the young person. However, there has been significant differences in understanding of the term mentoring. It was designed to be linked to the lessons learnt in the community integration and residential phases of the program. However, this has not occurred and it has largely been ad hoc</li> <li>• There is limited evidence of any mentoring occurring at the Fraser/Sunshine Coast EIYBC particularly at the Sunshine Coast which has been hard to deliver given the distance between Hervey Bay and the Sunshine Coast.</li> <li>• Gold Coast and Rockhampton EIYBC provide mentoring internally under the assumption that the mentor as to be someone who can establish a relationship with the young person and therefore has to be involved in the program during the residential phase. Youth Justice has indicated that they would prefer mentoring be provided externally to ensure its long-term sustainability</li> <li>• One concern raised by Youth Justice was that mentoring was not clearly defined at the start of the program and consequently there are significant differences in understanding of how the mentoring aspect should be implemented.</li> </ul>

There is a recognition that the family component of the program is key. However, it has on the whole been under delivered	<ul style="list-style-type: none"> <li>Youth Justice stakeholders both centrally and across the region indicated that in their opinion in the family component of the program (i.e. support provided to positively altering the home environment of the young person) is key to success of the program.</li> <li>However, the family component of the program was largely under delivered. Family engagement at Fraser/Sunshine Coast EIYBC is limited to a one day group family session during the residential phase. There are concerns that this is not extensive enough to support the changes the young person achieves at the end of the program</li> <li>Gold Coast EIYBC is the exception and provides family therapy sessions and has partnered with a family psychologist to encourage positive change in the young person's family environment</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The most visible outcomes have been increases in school attendance	<ul style="list-style-type: none"> <li>Regional Youth Justice staff all noted that the programs have been successful at encouraging greater school attendance and engagement.</li> <li>Regional Youth Justice has noticed the biggest improvements in the participants who went on to engage in Duke of Edinburgh and later completed the Kokoda track</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The program is an excellent investment for DET but not a good investment for Youth Justice	<ul style="list-style-type: none"> <li>The program is achieving positive outcomes (largely) for a group of young people who are not at high risk of entering the YJS, consequently the program is unlikely to represent a long term cost saving for Youth Justice</li> <li>To be more effective the program would need to change the referral process to include young people outside of those referred from DET, encourage referrals from QPS and Child Safety as well as</li> </ul>
The therapeutic aspects of the Gold Coast EIYBC program have been the most effective in achieving outcomes	<ul style="list-style-type: none"> <li>The perceived effectiveness of the Gold Coast EIYBC program is due to the extensive therapeutic training of the staff and the evidence based program they have developed. The Gold Coast EIYBC program is able to encourage long-term behavioural change by using evidence based modules such as the emotional abseil and the family therapy sessions run by a Gottman trained family psychologist</li> <li>Youth Justice staff indicated that a major learning from this program has been the importance of evidence based models that include a therapeutic component</li> <li>The ability of these service providers to constantly learn from their mistakes and to constantly adapt the program as needed has also been a significant benefit of the program</li> <li>Another significant strength of the Gold Coast EIYBC program has been its strong community connections – it is able to refer the young people to a range of support networks as well as encourage a wider range of referrals.</li> </ul>

<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
The program is perceived as being resource intensive for YJ (although not to the same extent as the SYBC program)	<ul style="list-style-type: none"> <li>• The program requires a disproportionate amount of time and resources from Youth Justice than any other funded program</li> <li>• This has decreased since the establishment of the program but the initial stages required significant support from Youth Justice, particularly from regional staff</li> <li>• This was driven partly because of the time pressures on the establishment of the Rockhampton and Fraser/Sunshine Coast EIYBC and partly because of the inexperience of providers on the Fraser/Sunshine Coast and in Rockhampton. They were able to establish the residential camp. However, there was significant investment by Youth Justice in implementing the psychometric testing and in supporting the development of the community integration and mentoring phase.</li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table H - 2: Summary of findings from consultations with Early Intervention Youth Boot Camp Referral and Assessment Panels (RAPs)

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
There has been considerable difficulty engaging the higher end at risk youth who are also Child Safety clients	<ul style="list-style-type: none"> <li>• Child Safety clients have been difficult to engage both because they have a range of complex issues and because of reluctance by Child Safety to refer the young people</li> <li>• Gold Coast EIYBC is the only provider to have attempted to work through these issues and has established a process to try and accommodate the specific needs of Child Safety clients – in particular the Child Safety</li> </ul>
There is a general consensus from members of the RAP that they are targeting the right young people	<ul style="list-style-type: none"> <li>• Rockhampton EIYBC providers suggested that they would struggle to deal with any young people who were any more complex or vulnerable than the cohort being sent to them currently.</li> <li>• The exception to this finding is Youth Justice workers who for the most part believe that the program should target more at risk young people and take those young people who exhibit a greater number of risk factors</li> </ul>
The majority of referrals come from DET, other providers have been particularly reluctant	<ul style="list-style-type: none"> <li>• QPS views its role on all panels as one that provides information on the history of the young person rather than directly referring the young person</li> <li>• There is competition in Rockhampton EIYBC with police referrals going to QPS Rockhampton's own program – Project Booyah</li> <li>• DET provides the vast majority of referrals, even for those young people who are not necessarily chosen for referral by the school, but by the parent's request.</li> <li>• Gold Coast EIYBC has the strongest connections outside of formal government organisations and so is able to generate referrals from a few community organisations. Fraser/Sunshine Coast EIYBC has identified an objective of improving feedback to schools and other groups about the positive outcomes of the program to encourage a greater range of referrals</li> </ul>
The name 'boot camp' has put people off	<ul style="list-style-type: none"> <li>• The labelling of the program boot camp made people wary of referring particularly vulnerable young people</li> </ul>

<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
N/A	
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The RAPs have limited oversight of the outcomes of the program	<ul style="list-style-type: none"> <li>• Most of those on the RAPs (apart from the service provider) have limited oversight on the outcomes of the program. QPS in particular has no oversight over the outcomes of the program.</li> <li>• DET has some oversight through the different behaviour displayed by the young people at school.</li> <li>• Schools have reported both positive and negative outcomes – some complained about the lack of therapeutic support at the Rockhampton EIYBC while others reported significant benefits in that a group of young people have been taken out, made significant changes at the school.</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
The program is resource intensive for DETE	<ul style="list-style-type: none"> <li>• Regional DET officers provide significant support to the program in the early stages (this is particularly true for the Fraser/Sunshine Coast EIYBC). Regional DET offices do most of the pre-referral work, collating information on the young people. On the Sunshine Coast Guidance Officers are also often contacting the young person's family and providing information to encourage the young person to attend</li> <li>• During and post-program DET is uninvolved with the exception of the Fraser/Sunshine Coast EIYBC where guidance officers are largely delivering the community integration phase</li> <li>• The pre-program work has been less intensive for other referrers such as Child Safety and QPS, who both refer less and whose roles on each RAP consist primarily of providing information on the young person's contact with their systems</li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table H - 3: Summary of findings from consultations with Early Intervention Youth Boot Camp service providers (Kokoda Youth Foundation, OzAdventures and PCYC)

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
All providers have extensive experience delivering the residential phase/adventure	<ul style="list-style-type: none"> <li>• All three service providers have extensive experience providing residential camps – Fraser/Sunshine Coast EIYBC is delivered by Bob Davis who runs a separate private program</li> </ul>
The familial component of the program is considered essential by all but is delivered	<ul style="list-style-type: none"> <li>• Gold Coast EIYBC uses an intensive family therapeutic model whereas the other providers only involve the family at short points during the residential phase</li> </ul>

considerably differently across programs	<ul style="list-style-type: none"> <li>The community integration phase of the program at Fraser/Sunshine Coast EIYBC and Rockhampton EIYBC have no family component involvement</li> </ul>
The community integration phase is undelivered at both the Fraser/Sunshine Coast EIYBC	<ul style="list-style-type: none"> <li>Gold Coast EIYBC is the only program to provide formal programming during the community integration phase. This programming includes art/music lessons, photography and once a week contact with the provider</li> <li>Rockhampton EIYBC provides more ad hoc sessions whereby the groups of young people may be connected with various programs such as the Jamie Oliver Food program or Duke of Edinburgh (the young people take a day off school or half a day off school to participate). They also hold ad hoc community/family sessions as they find time or are necessary. The period of time between the first two camps is the only community phase to include formal programming where the young people take an afternoon off school and do team activities or talk about their issues with the provider.</li> <li>The Fraser/Sunshine Coast EIYBC has the least developed community integration phase. The service provider indicated that they are in constant contact with the young person. However, they also indicated that the school counsellors and guidance officers are extensively engaged to support the young person and achieve the goals they set for the community integration phase</li> </ul>
The therapeutic component of the Gold Coast EIYBC program differentiate it from the other two programs	<ul style="list-style-type: none"> <li>Gold Coast EIYBC is the only program to include service providers who have professional training to deliver the therapeutic aspects of the program</li> <li>Consequently the Gold Coast EIYBC service providers are able to deliver a program that includes specialized programming aimed at changing behaviour</li> <li>While the other programs aim to change behaviour of the young people involved in the program their programming is not evidence based</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
N/A	<ul style="list-style-type: none"> <li>All providers as expected emphasized their ability to deliver the program according to the objectives</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
N/A	<ul style="list-style-type: none"> <li>All providers emphasise the positive outcomes of the program</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
There is a significant reporting burden	<ul style="list-style-type: none"> <li>Rockhampton and Fraser/Sunshine Coast EIYBC both reported that the emphasis on recording outcomes and paperwork was cumbersome and time consuming</li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table H - 4: Summary of findings from consultations with Early Intervention Youth Boot Camp participants and their families

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
All residential phases were delivered as intended	<ul style="list-style-type: none"> <li>Activities at all EIYBCs focus on adventure learning (hiking and abseiling), team work and leadership activities as per the Service Agreements. Young people interviewed all stated that they particularly enjoyed these activities. However, some parents did point out that while their children enjoyed the activities, it may not be applicable to all young people</li> <li>All participants were able to explain why they did certain activities all stated that the activities were focused on developing the young person's team work ability, respect for other, leadership skills and behavioral management. Many emphasized hiking and abseiling as improving their confidence and showing them what they were capable of achieving Young people at the Fraser/Sunshine Coast EIYBC emphasized the group punishments as a way of developing team work, respect for others and consequential thinking.</li> </ul>
There is limited support in the community integration phase particularly at the Fraser/Sunshine Coast EIYBC	<ul style="list-style-type: none"> <li>Fraser/Sunshine Coast and Rockhampton EIYBC participants in particular had difficulty recalling activities in the community integration phase. One parent of a Rockhampton EIYBC participant stated that the lack of the family involvement in the community integration phase of the program was an issue and needed to be improved.</li> <li>Participants of Fraser/Sunshine Coast EIYBC indicated that the only contact during the community integration phase consisted of Facebook messages or texts initiated the young person. However, they did emphasise that the provider was always available for a chat if needed.</li> <li>Gold Coast EIYBC participants were able to describe a range of activities they undertook during the community integration phase including music sessions, art/photography sessions and group discussions and directly relate to how these benefitted them.</li> </ul>
There is no evidence of a strong mentoring component in any program	<ul style="list-style-type: none"> <li>The mentoring component was limited in all sites. Most young people described being free to contact the providers (only one participant at the Gold Coast EIYBC felt they would not) as they felt necessary – either via phone call or text. However, most were unaware of whether they participated in a mentoring component of the program</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
Nearly all young people described improved consequential thinking	<ul style="list-style-type: none"> <li>Young people described various activities they undertook that resulted in improved consequential thinking. For the Gold Coast EIYBC these were primarily based on CBT modules such as the emotional abseil while for the Fraser/Sunshine Coast EIYBC these focused on understanding the punishment that follows bad behaviour.</li> <li>Participants from Rockhampton and Gold Coast EIYBC (and some from the Fraser/Sunshine Coast EIYBC) were able to understand the concept that one action will lead to another action and the best way to prevent a negative situation arising is by stopping and thinking first</li> </ul>
Many parents described improved family functioning	<ul style="list-style-type: none"> <li>While not all young people described improvements in family functioning, approximately half of parents at the Gold Coast and Rockhampton EIYBCs described improved family functioning. This was often due to decreased family tension as the young person</li> </ul>

	<p>was able to control their anger better as well as being nicer to younger siblings. A Rockhampton EIYBC participant described teaching his younger siblings how to control their anger.</p> <ul style="list-style-type: none"> <li>• There was little evidence of any change in family functioning from Fraser/Sunshine Coast EIYBC participants</li> <li>• Some young people described not having any change in family functioning due to the fact that there were not any issues to begin with. Only one young person described a deterioration in family functioning since the program. However, this was due to circumstances outside of the program and family's control</li> <li>• Improvements in family functioning were directly related to behavioral improvements in the young person rather than any changes in the parents. This is to be expected for the Rockhampton EIYBC since there is no formal component that aims to rectify problem aspects of the parent's behaviour. Only one parent attributed the family therapy sessions at the Gold Coast EIYBC as part of improved family functioning (they are now able to more easily recognize the triggers for anger)</li> </ul>
Many young people self-reported significant anger issues at school which they have now started to resolve	<ul style="list-style-type: none"> <li>• Young people at all EIYBCs described having significant anger issues that were causing them issues at school and home</li> <li>• All participants described being better able to stop and think before getting into a fight or argument. Other young people also described improved ability to walk away from a potentially volatile situation rather than getting involved</li> </ul>
<b>What are the Youth Boot Camps outcomes?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
All young people described enjoying the program and in particular the adventure components of the program	<ul style="list-style-type: none"> <li>• This is to an extent to be expected given that those who are willing to participate in consults are usually those more engaged in the program and have enjoyed it (people generally participate because they either love or hate the program, those who are ambivalent are less likely to participate)</li> <li>• While all discussed how much they enjoyed the adventure activities part of the program, many parents commented that it worked for their child but the program might not be appropriate for all young people (this was mentioned by parents across all sites)</li> </ul>
Nearly all young people described feeling more positive about life and happy	<ul style="list-style-type: none"> <li>• The majority of young people interviewed described improvements in happiness, confidence and a more positive outlook on life</li> <li>• Older participants (three of the older participants) from Rockhampton EIYBC described long term positive life outcomes from the program – one young person stated that without the program he would have moved to Alice Springs (to live with other family members). Other participants described plans to join the army or take up potential apprenticeships as future long term plans.</li> <li>• Similarly, older participants (two) at the Gold Coast EIYBC described potential future plans to join the army or become an outdoor education teacher neither of which they would be able to achieve without attending the program and "getting back on track."</li> <li>• An older participant at the Rockhampton EIYBC described future plans for gaining employment while others had already engaged in employment</li> </ul>
The young men who participated described developing strong friendships and ability to work in a team	<ul style="list-style-type: none"> <li>• The young men who participated frequently raised the benefits of working in a team and developing team work skills</li> <li>• Multiple participants at all EIYBCs emphasized how much they enjoyed the comradeship of the program</li> </ul>

	<ul style="list-style-type: none"> <li>• There was a group of boys from Rockhampton EIYBC who participated in the program and have remained good friends since. This friendship group has since participated in SYLP, Duke of Edinburgh and the Kokoda Track – maintaining the friendships was identified as a positive driver for taking on new challenges</li> <li>• Other young men at the Gold Coast EIYBC either described remaining strong friends with the boys they went on camp with or being able to develop strong relationships with positive, pro-social peer groups outside of the program. One parent of a Gold Coast EIYBC participant emphasized this as a particularly positive outcome of the program stating that prior to the program, her child has significant anger issues and was drifting towards an anti-social group of boys, since then he has become friends with a group of positive young men who participate in more pro-social activities</li> <li>• The ability to develop strong bonds with other participants and translate these into society outside of the program was not as evident among young female participants. However, it should be noted that both Rockhampton EIYBC and Gold Coast EIYBC have had small numbers of female participants (see Section 4.3) and Fraser/Sunshine Coast EIYBC has had none, therefore only a small number of female participants was interviewed</li> </ul>
<p>Participants described being able to translate positive skills they learned at camp</p>	<ul style="list-style-type: none"> <li>• Two Rockhampton EIYBC participants' parents described the young person's ability to teach their family members and friends at school lessons they learn in the program. For example, one parent described her son as passing the lessons he learnt about consequential thinking on to his siblings and teaching them anger management. Another parent described her son as taking on an unofficial leadership role at school by breaking up fights</li> <li>• One Gold Coast EIYBC parent described similar actions taken by their child, although to a lesser extent</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	
<p>The linkages outside of the programs have been particularly useful</p>	<p style="text-align: center;"><b>Summary observations</b></p> <ul style="list-style-type: none"> <li>• Rockhampton EIYBC participants emphasized their links to the State Youth Leadership Program (SYLP), Duke of Edinburgh and their opportunity to complete the Kokoda track as particularly important in helping them turn their lives around</li> <li>• Gold Coast EIYBC participants described the benefits of being linked to external support systems i.e. mental health or tutoring if needed</li> <li>• Parents at the Rockhampton EIYBC developed a parenting support group</li> <li>• Fraser/Sunshine Coast EIYBC participants found linkages to TAFE and employment programs particularly useful in being able to apply for a wider range of jobs</li> </ul>
<p>Lower educational outcomes</p>	<ul style="list-style-type: none"> <li>• Parents of participants of the Rockhampton EIYBC programs highlighted the difficulty of the program overlapping with school terms and consequently their children missing out on school. There were a few young boys whose parents considered that their grades suffered substantially their term they went on camp and reported that some boys had failed the term</li> <li>• Parents attributed these issues to the school rather than the service provider, they indicated that the school should recognize that the young person is participating in an approved activity and potentially provide additional school work or possibilities to catch up on lessons once they have completed the program</li> </ul>

Source: KPMG analysis of consultations with stakeholders

## Appendix I: Sentenced Youth Boot Camp program stakeholder consultation summary

Table I - 1: Summary of findings from consultations with Youth Justice (regionally and centrally)

<b>Was there a need for the Youth Boot Camp</b>	
<b>Key Finding</b>	<b>Summary observations</b>
Youth crime is high in the region and there is a large number of young people who are entrenched offenders	<ul style="list-style-type: none"> <li>Youth Justice indicated that youth crime is particularly high in the region and there was a group of young people who are entrenched young offenders i.e. they have been repeatedly sent to detention which is having limited to no impact on the young person but is costly to the taxpayer</li> <li>There was anecdotal evidence to suggest that there was a high number of car thefts being committed by a small group of young people in North Queensland that was causing significant disruption to the community</li> <li>There is therefore a need to try an alternative program that could provide intensive support, attempt to build resilience or alter the young person's home life and respond to the individual needs and risk factors of the young person to break the cycle of youth offending</li> </ul>
<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
No one is sure what occurs on the residential phase of the program	<ul style="list-style-type: none"> <li>There is limited understanding both regionally and centrally of what occurs during the residential phase, this is largely due to secrecy on behalf of the provider who is unwilling to share information about activities at the residential camp. Instead Youth Justice staff report that they usually only find out about activities at the residential phase from the young person.</li> <li>There is an understanding that the residential phase consists of horse-riding and stockman skills but apart from that there is limited understanding of what occurs. Youth Justice has not been able to access information from the service provider's counsellor or the residential staff and consequently there is often considerable uncertainty about any changes the young person has made or any information that could help Youth Justice provide more targeted support.</li> </ul>
The residential phase of the program does not deliver the educational or family support aspects as intended in the program design	<ul style="list-style-type: none"> <li>Formal education is completely absent from the residential phase, the service provider has not been willing to provide education programs. This has resulted in young people who were already engaged in school to become disengaged and has provided no support to the young people to re-engage in education. The program also emphasizes the concept that not attending school is OK, given that young people are removed from any forced education for one month. In comparison, a young person in detention would receive education.</li> <li>Youth Justice staff have also pointed out that for the month the young people are out at Lincoln Springs there is potential for them to be developing an employable skill. For example, they could take on some mechanical work with cars. The young person does learn 'stockman' skills</li> <li>The family cannot be involved in the residential phase due to the distance. Support increases in the community phase with the community mentor usually in frequent contact with the young person's family (if possible). However, there have been concerns raised by a range of Youth Justice staff about the type of support being provided. Community mentors are not trained to deliver</li> </ul>

	<p>family therapy and instead support to the family usually revolves around being constantly available to do things for them rather than teaching the family functional independence. Instead a dependency has developed between the service provider and the young person's family.</p> <ul style="list-style-type: none"> <li>• Some Youth Justice staff acknowledged that engaging these young people in education, training and/or employment and assisting them to overcome dysfunctional family environments is particularly difficult given the complexities of the issues. However, there was a feeling that the service provider had not done enough to attempt to deal with these issues particularly in the community integration phase.</li> </ul>
<p>The community integration phase is the most important aspect of the program. However, it is not linked to the residential phase.</p>	<ul style="list-style-type: none"> <li>• There is a belief that the community integration phase of the program is the only aspect that has the potential to deliver positive life changes. During this phase the community mentor provides consistent support to the young person, encouraging them to attend school, look for a job, connecting them to support services, ensuring they attend the required aspects of their program.</li> <li>• However, there are concerns about the way the current community integration phase is run. The community mentors are under resourced and over worked (they are providing services for more than 20 or 30 people at time – the young person and their extended family or friend network). Consequently, they cannot provide the intensive and therapeutic support that was originally envisaged.</li> <li>• There is no link between the residential phase and the community integration phase with any lessons learnt at Lincoln Springs not carried forward into the community integration phase. For example, if the young person has developed a more positive outlook on life during the residential phase there was limited communication to carry this forward. Further, most Youth Justice workers feel that a lot of the work that occurs in the community integration phase (the connection to education and access to therapeutic programming through Youth Justice services) should start during the residential phase and be carried forward. For example, while attending school might be difficult at the residential phase, the program could start basic education through distance education to encourage the young person to start catching up to the rest of their classes and make the transition back into school when they return to the community easier.</li> <li>• There are also concerns about the sudden drop off of support which ends as soon as the young person completes their order (few young people continue into mentoring) and this can sometimes be a shock to the young person and their family who have developed a dependency on the service provider</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
<p>There is considerable discrepancy in whether the program is achieving objectives</p>	<ul style="list-style-type: none"> <li>• Regional Youth Justice staff in particular feel that the young people they work with are not displaying the objectives as had been defined</li> <li>• Youth Justice staff do not feel like the young people have made any cognitive behavioural changes, significant improvements in education or improvements in family functioning</li> </ul>

<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
There is considerable discrepancy in whether the program is achieving any positive outcomes	<ul style="list-style-type: none"> <li>● Regional Youth Justice staff in particular feel like there is little difference between the young people who exit the program and the young people who exit any other Youth Justice program (detention, conditional release)</li> <li>● Most young people who have participated in the program re-enter detention. This is to some extent to be expected given that the young people are entrenched young offenders and not all are expected to be completely changed once the program has finished. However, Youth Justice staff have not indicated that there is any difference between young people in the program and those that complete another order such as detention or supervised community orders.</li> <li>● Other Youth Justice staff have indicated that they have seen some limited improvements in young people who are more positive about life and have been encouraged to make a positive change (i.e. "some young people come out on a positive high"). However, these are often short lived.</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
The program has been hugely resource intensive	<ul style="list-style-type: none"> <li>● The development of a Boot Camp PSR is significantly more time consuming than other PSR's developed due to the need to negotiate with an external provider.</li> <li>● Youth Justice has had to provide extensive support to the program both centrally and regionally. Regionally Youth Justice Service Centres have had to provide offence focused programming as well as ART and CHART programs because of the lack of ability of the service provider to deliver these</li> </ul>
The program has been very costly, significantly more costly than other programs implemented	<ul style="list-style-type: none"> <li>● The program was more costly than originally intended, this is largely because of a range of unexpected costs imposed by taking on a provider who had not provided services to youth offenders before and required extensive support and training (although the provider did turn down most training and support), having a residential facility remotely located and having a program that is designed to be significantly more intensive than any other Youth Justice program.</li> <li>● The decision to place corrections officers at the remote facility in order to give an appearance of community safety while not actually being able to perform any services also increased the cost of the program significantly</li> <li>● All the extra work required because of the high publicity and high profile of the program plus the additional work put into BCO PSRs and the therapeutic programming run by Youth Justice also places a significant time cost on regional Youth Justice staff and detracts from working with other young people. The program has also taken up significant amounts of the central Youth Justice staff and the cost of this is explored in Section 9.3.</li> </ul>

The program places repeat offenders with low level and potentially first time offenders which in some cases results these individuals picking up a range of anti-social behaviours	<ul style="list-style-type: none"> <li>• The nature of mandatory sentencing remove the discretion of a judge to put a first time offender with a range of young people who are repeat offenders and have complex needs. Entrenched offenders and first time offenders then spend a month together at the residential phase.</li> </ul>
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*Source: KPMG analysis of consultations with stakeholders*

*Table 1 - 2: Summary of findings from consultations with all Collaborative Case Panels in Townsville, Cairns and Atherton*

Have the Youth Boot Camps been operated and implemented as expected?	
Key Finding	Summary observations
Mandatory sentencing has resulted in a range of young people not suitable for the program being sentenced to the program	<ul style="list-style-type: none"> <li>• Mandatory sentencing has the potential to send young people who are first time offenders to the boot camp with entrenched offenders increasing the potential for the first time offender to develop other anti-social behaviours</li> <li>• A young person is not sentenced to a mandatory BCO if they have a violent or sexual offence history. However, there is still a wide range of situations where a young person can be sentenced. For example, one young female was pregnant but was being sentenced to a mandatory BCO. Other young people have recorded mental health issues and were still being sentenced to a mandatory BCO. These young people do not usually end up going to BCO, however because young people are only excluded on the basis of being a danger to others there is significant work put into developing a PSR that prevents them from being sentenced to a BCO.</li> </ul>
Has the Youth Boot Camp program met objectives?	
Key Findings	Summary Observations
N/A	<ul style="list-style-type: none"> <li>• Those on the CCP focus on the referral process and have limited oversight of the outcomes of the program (outside of the service providers and Youth Justice whose observations and opinions are included in other sections)</li> </ul>
What outcomes are the Youth Boot Camps achieving?	
Key Findings	Summary Observations
N/A	<ul style="list-style-type: none"> <li>• Those on the CCP focus on the referral process and have limited oversight of the outcomes of the program (outside of the service providers and Youth Justice whose observations and opinions are included in other sections)</li> </ul>
What are the unintended outcomes of the Youth Boot Camps?	
Key Findings	Summary observations
Mandatory sentencing has created significant additional number of referrals	<ul style="list-style-type: none"> <li>• The program was not receiving enough referrals prior to mandatory sentencing. However, the introduction of mandatory sentencing has placed significant pressure on Youth Justice caseworkers who are required to develop a PSR for every young person who might be sentenced to a BCO. This is significantly time costly and detracts from their other work.</li> <li>• There have been no unintended costs or benefits to stakeholders outside of Youth Justice</li> </ul>

*Source: KPMG analysis of consultations with stakeholders*

Table 1 - 3: Summary of findings from consultations SYBC service provider

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
Activities in the residential phase focus on outdoor skills	<ul style="list-style-type: none"> <li>Working with the horses and cattle helps build the confidence of the young people, it takes them out of the comfort zone</li> <li>Animal assisted therapy is present throughout the residential phase with the young person establishing a relationship with one horse and continuing to work with them throughout the program. It teaches them to take responsibility for the animal and encourages them to make positive behavioural changes</li> </ul>
The community mentors are significantly overworked	<ul style="list-style-type: none"> <li>Community mentors are often working with up to 30 people at a time (young people and their extended family network)</li> <li>They are on call 24/7 and never have a weekend off</li> <li>Every time a young person is sentenced to the Boot Camp the community mentor has to drive the young person out to the facility and back this can take almost two days and consequently they cannot provide support to the young people during this time</li> </ul>
The community integration program varies across sites	<ul style="list-style-type: none"> <li>In Townsville, there are significantly more opportunities to connect the young person to services than in Atherton. The young person can take part in animal assisted therapy, be connected to a range of support services (support services have to be approved by Beyond Billabong who only works with specific organisations) and participate in physical training programs with Ian Bone. This is limited in Atherton and to some extent Cairns where there are significantly fewer available services and consequently the community mentors have to attempt to provide the additional support (this is often difficult given the limited resources and time)</li> <li>Young people in Townsville also have access to a range of flexi schools that are unavailable in Atherton</li> </ul>
	<ul style="list-style-type: none"> <li></li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
N/A	<ul style="list-style-type: none"> <li>The service provider as expected emphasized their ability to deliver the program according to the objectives</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The focus on mentoring with care and love provides the young person with a more positive outlook on life	<ul style="list-style-type: none"> <li>Young people often come out of the program believing in themselves and having a more positive outlook on life. However, continuing this once the young person has returned to the community is particularly difficult. Ideally this is where they would provide support to the family to encourage positive behavioural change. However, this has been particularly difficult as the families are not the types who are willing or easy to engage.</li> </ul>
Re-engaging young people in education, training and/or employment has been particularly difficult. However, they have had a range of success stories	<ul style="list-style-type: none"> <li>Community mentors have worked hard to re-engage young people in education, training and/or employment. They encourage the young person every step of the way and are constantly fighting the school system to get the young person back into a school where they are usually not wanted.</li> </ul>

	<ul style="list-style-type: none"> <li>• There have been instances where the community mentor has gotten the young person up every day and followed them on the school bus to make sure they got to school, the young person is now attending regularly and is engaging in school for the first time in years</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
The SYBC service provider is able to tell police about crimes before they are committed	<ul style="list-style-type: none"> <li>• The community mentors develop strong relationships with the young person. The open and trusting relationship means that the community mentor often knows about crimes as they are being committed (there were instances of young person calling their community mentor as they were committing the crime or immediately after. The service provider is therefore able to provide this information to the police to reduce the amount of investigation time and significantly reduce costs for the police.</li> <li>• However, the service provider did indicate a range of circumstances where the young person called and told the community mentor that they were in the process of committing a crime or immediately after and the crime was not reported to the police.</li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table I - 4: Summary of findings from consultations with external stakeholders including governmental and non-governmental organisations who have been involved in the program either in the residential or community integration phase of the program

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
The lack of appropriate training has limited the ability of the provider to deliver a cohesive program	<ul style="list-style-type: none"> <li>• SYBC service provider staff are usually not trained and often have limited experience working with at risk young people. The program at the residential phase is therefore delivered on an ad hoc basis with programs provided by outside organisations with no connection made between the activity and what the young person should learn from it</li> <li>• The staff provide no therapeutic support to the young people involved in the program</li> <li>• Particularly, concerning has been the lack of training the staff have in risk management which is almost nonexistent at the residential facility and limited in the community integration phase</li> </ul>
Outside organisations had particular difficulty working with the SYBC service provider and this hampered the ability for the program to operate as intended	<ul style="list-style-type: none"> <li>• Although, there has been some disagreement with this (one organization had a positive working relationship with the SYBC service provider), the large majority indicated that there were significant disagreements between themselves and the service provider in coordinating services provided to the young person</li> <li>• Organisations that worked with community integration phase raised issues around contradictory services i.e. the young person was being supported by the service provider as well as a community organization and while the community organization may tell the young person they had to do these tasks and achieve these goals, contradictory ones were establish</li> <li>• There was also issues around limited sharing of information, where the service provider may learn something about the young person that another service would be well equipped to deal with i.e. drug and alcohol abuse but the service provider does not pass on the information. Without the constant communication and coordination of services the young person did not receive the intensive and individualized services required for them to rectify their issues</li> </ul>

The program is not delivering the education, training and/or employment aspects that it is required to deliver	<ul style="list-style-type: none"> <li>The service provider was provided with a range of options to deliver education during the residential phase. This included a specialized distance education program that was individualized for the young person's capability. The young person would undergo and assessment to understand their needs level and then participate in the program (that was stripped back to only literacy and numeracy) for six or more hours a week. This could then be continued in the community integration phase with young people continuing distance education from SYBC service provider offices before they transition back to other education programs. The residential site would only need computers and a supervisor (does not need to be a trained teacher). However, they have refused to provide this program due to costs.</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The program is not achieving the vast majority of objectives	<ul style="list-style-type: none"> <li>The program is not achieving the education, training and or employment objectives as required (as discussed above)</li> <li>The program has not worked collaboratively to deliver the services needed by the young person</li> <li>The program creates dependency rather than independence, between both the young person and the provider and the family and the provider</li> <li>Most young people re-enter detention and a large portion of young people are reoffending to get back on the program</li> </ul>
The program does not act as a deterrent to future offending	<ul style="list-style-type: none"> <li>The young people really enjoy the program and are willing to reoffend to get back on the program and receive the constant support from the SYBC service provider</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
There is some discrepancy between organisations as to whether the program is achieving any positive outcomes	<ul style="list-style-type: none"> <li>Some community organisations have reported that young people are more positive about life and are more willing to engage in the community</li> <li>However, the large majority have reported limited to no change in the young people they have worked with and in particular no difference between young people who participate in the BCO program and those young people who have been to detention</li> </ul>
The residential phase of the program was not holistically developed and activities occur on an ad hoc basis, limiting the ability of the program to achieve any real outcomes	<ul style="list-style-type: none"> <li>There is a belief that because staff are unskilled and program delivered on an ad hoc basis there is no continuity in services or lessons built on, consequently the program has a limited ability to achieve positive long-term outcomes.</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
N/A	<ul style="list-style-type: none"> <li></li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table I - 5: Summary of findings from consultations with the Judiciary

Key Finding	Summary observations
There is a recognized need for some kind of intervention for the entrenched young offenders	<ul style="list-style-type: none"> <li>While the Magistrates did not indicate that they had experienced a spike in workload or a particular spike in motor vehicle offences they did indicate that they were increasingly seeing a group of repeat young offenders and that there was a need for a program that provided an alternative to the traditional methods of sentencing that were clearly not working.</li> <li>All members of the Judiciary indicated that whatever program was provided it needed to include ways of addressing the young person's family life, either be ensuring they stayed away from the pro-criminal behaviour of their family, providing the family a stable place to live or improving family functioning in general.</li> </ul>
<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
Key Finding	Summary observations
There is limited understanding of what occurs at the camps	<ul style="list-style-type: none"> <li>Unlike any other sentenced Youth Justice order, the Judiciary have had limited communication on the operation of the boot camp. Knowledge of the program is provided by Youth Justice through pre-sentencing reports. The Judiciary have not been to visit the site although they have visited other the Youth Detention Centres.</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
Key Findings	Summary Observations
N/A	<ul style="list-style-type: none"> <li>The Judiciary have no oversight of the program objectives</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
Key Findings	Summary Observations
The Boot Camp has had a limited impact on some	<ul style="list-style-type: none"> <li>The Judiciary would not see the positive outcomes of a program since, a positive outcome would mean they would not return in front of the Magistrate again.</li> <li>Magistrates in Townsville, Cairns and Atherton all reported seeing the same young people and having to repeatedly sentence them to the same boot camp order an indication that the boot camp was not working for those young people</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
Key Findings	Summary observations
There is considerable inequity in mandatory sentencing	<ul style="list-style-type: none"> <li>Mandatory sentencing removes the discretion of the Magistrate to determine an appropriate order given the circumstances. A young person may be a first time offender but be sentenced to an order on the same hierarchy as those who are repeat offenders.</li> <li>The geographic restrictions although understood as necessary as part of the trial also created significant concerns of inequity. As a young person within the area who is a low level or first offender may be sentenced to a high order sentence while a young person just outside of the catchment area would be prescribed to a low level sentence. It also prevents young people from rural areas who may benefit significantly from a program that includes stockman skills from being sentenced to the program.</li> </ul>

Source: KPMG analysis of consultations with stakeholders

Table 1 - 6: Summary of findings from consultations with SYBC participants and their families

<b>Have the Youth Boot Camps been operated and implemented as expected?</b>	
<b>Key Finding</b>	<b>Summary observations</b>
Participants had limited knowledge and expectations of the SYBC camp	<ul style="list-style-type: none"> <li>From the perspective of the participant, there was little understanding of how the camps were intended to operate.</li> <li>The limited understanding held by SYBC participants and their families was based on what they had heard in the media and from others who had attended camps before them. Young people knew that they were going to a remote cattle station to work with horses, but little else. There were mixed views on whether enough information had been provided to families prior to the camp.</li> <li>Parents and families in Cairns and Atherton had less of an understanding about the program than those in Townsville.</li> </ul>
The educational programming provided at the SYBC residential camp was seen as inadequate, but most participants were connected to some form of education in the community integration phase	<ul style="list-style-type: none"> <li>The program was considered to be ad hoc with little structure and support for young people following the residential phase. Many young people went on to reoffend once placed back into their community.</li> </ul>
The post-residential camp appears to have little structure	<ul style="list-style-type: none"> <li>There was no formal educational programming at the Lincoln Springs camp.</li> <li>Nearly all participants were connected to some form of education in the community integration phase, either high school or TAFE courses. Some of these individuals quit or discontinued these programs/courses. When the first attempt was unsuccessful, the SYBC service provider connects participants to alternative courses.</li> <li>Participants reported undertaking horse riding and stockman activities, music and painting, and leatherwork, but had trouble articulating the value and purpose of these activities. Participants said that stockman activities were about learning stockman skills for future work, rather than learning about responsibility, trust or therapeutic benefits.</li> </ul>
The offense-focused programming was well received by parents	<ul style="list-style-type: none"> <li>The Police and Fire Service programs provided by Youth Justice rather than the SYBC service provider are considered highly emotive due to the graphic nature of the messages.</li> <li>Parents commented that they would like to see more of those types of activities as they seem to have an impact on their children's behaviour.</li> </ul>
<b>Has the Youth Boot Camp program met objectives?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
The SYBC does not appear to be an appropriate 'consequence' to offending behaviour	<ul style="list-style-type: none"> <li>Participants seemed to enjoy the camp even though some parts of it were difficult. This raises a question about the SYBC as a 'consequence' to offending behaviour.</li> </ul>

	<ul style="list-style-type: none"> <li>Family members referred to Lincoln Springs as a 'holiday camp' and the camp is becoming a 'social club' for entrenched young offenders. In some cases, participants sent knew all of the others at the camp. This is leading to a culture of solidarity and 'leaders' have emerged who are influencing others.</li> <li>Participants preferred the SYBC to CYDC for various reasons, namely that it is more relaxed and outdoors (more freedom).</li> </ul>
SYBC participants are reoffending, and those that have not reoffended attributed this to factors other than the SYBC program	<ul style="list-style-type: none"> <li>Interview numbers were low because several participants were either at the watch house, in remand or had returned to Lincoln Springs. These individuals were represented by their families who agreed to the interview.</li> <li>Eight of 13 participants (61.5 per cent) who were involved with the evaluation (either themselves or their families) have reoffended since attending the SYBC.</li> <li>Participants who stated that they have changed and will no longer offend have not attributed that to the SYBC program, rather to a decision they made within themselves to change. Reasons given to instigate the change were family and an approaching 17<sup>th</sup> birthday (which was expanded upon to mean a fear of going to Lotus Glen Correctional Centre for adults).</li> </ul>
SYBC is meeting some of the intended objectives for participants	<ul style="list-style-type: none"> <li>Participants have been connected to pro-social supports in the community and have developed interpersonal skills as a result of the program's focus on team work.</li> <li>None of the participants associated the exercise or work undertaken at the camp with better health, and only one participant felt that her mental health had improved as a result of the program (specifically, as a result of discussions with the psychologist).</li> <li>No participants reported that the program assisted with substance abuse, which may also be the result of being in remand at CYDC prior to being sentenced to the SYBC. Some interviewees have recommenced their drug use since returning home after the camp at Lincoln Springs.</li> <li>No participants reported engaging in community reparation (community service) programs or activities that were facilitated by Beyond Billabong.</li> </ul>
SYBC is not achieving its objectives of building parenting skills and family connections, or re-engaging young people with their culture and with respected community members/elders	<ul style="list-style-type: none"> <li>Participants and their families reported that there was little to no cultural aspects to the program, but young people could choose to share their stories during the residential phase.</li> <li>There was strong criticism from parents and families about the lack of Aboriginal and/or Torres Strait Islander involvement both during and after the residential phase. In particular many felt that community mentors would make the best mentors to the young people.</li> <li>There is little family involvement in the program at any stage. Families are phoned by their children from the Lincoln Springs camp twice a week but are not able to visit the camp. In the community, support for families is provided on an as needed basis, when this is requested by the family. This seems to be the exception rather than the rule.</li> </ul>
<b>What outcomes are the Youth Boot Camps achieving?</b>	
<b>Key Findings</b>	<b>Summary Observations</b>
Young people are being linked to mainstream and alternative supports in the community	<ul style="list-style-type: none"> <li>SYBC participants are being connected to supports in the community, from education and training to recreational activities. However, the extent to which these supports are taken up or continued on an ongoing basis is limited for some participants. This varied by participant and was dependent upon the young person's attitude and determination to engage.</li> </ul>

	<ul style="list-style-type: none"> <li>• SYBC participants are supported by Beyond Billabong to attend activities associated with their order. This was considered a key benefit across the sites, as it prevented young people from breaching due to non-attendance.</li> </ul>
Improved interpersonal skills and improved attitudes were the most common outcomes reported	<ul style="list-style-type: none"> <li>• Changed attitude was the most reported improvement by the young people themselves and by parents. In some cases, this outcome was for young people who had reoffended and returned to CYDC or SYBC.</li> <li>• Several participants attributed their changed attitude to their Aggression Replacement Therapy (ART) which is offered by Youth Justice rather than Beyond Billabong. This is seen to enable young people to control their impulsive behaviour.</li> <li>• Rating behaviour at the SYBC residential camp was well received and was the basis for some reports for improved attitude.</li> </ul>
The community doubts the effectiveness of the program	<ul style="list-style-type: none"> <li>• The community is concerned that young people aren't impacted by the program because many have reoffended. Parents did not believe their children were exposed to tools to improve consequential thinking.</li> <li>• There are concerns about the level of ongoing support for young people after the residential camp. Families are concerned that when the young person returns to community that they will return to old patterns of offending.</li> </ul>
<b>What are the unintended outcomes of the Youth Boot Camps?</b>	
<b>Key Findings</b>	<b>Summary observations</b>
The SYBC program is a social club for young people who have offended	<ul style="list-style-type: none"> <li>• Participants were interested in attending the SYBC program for a range of reasons, citing that it is 'fun', 'relaxing', and because their mates are there. This demonstrates that the program is not considered a 'consequence' to offending behaviour. Some participants' families feel that it is more of a holiday camp than it is a form of punishment and consequently there is an incentive to reoffend in order to return to the program,</li> </ul>

Source: KPMG analysis of consultations with stakeholders