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Transition to Success: Evaluation Report
Department of Child Safety, Youth and Women
September 2018

Contents

Acronyms

Abbreviation	Definition
CCQ	Community Cohesion Questionnaire
CSEI	Coopersmith Self-Esteem Inventory
DCSYW	Department of Child Safety, Youth and Women
HREC	Human Research and Ethics Committee
NGO	Non-government organisation
QASOC	Queensland extension of the Australian Standard Offence Classification
RoGS	Report on Government Services
RTO	Registered Training Organisation
SDQ	Strength and Difficulties Questionnaire
SSI	Semi-structured Interview
T2S	Transition to Success
YJ	Youth Justice
YLS/CMI: SRV	Youth Level of Service/Case Management Inventory: Shortened Research Version

Executive Summary

Background

Transition to Success (T2S) is a service delivered by Youth Justice in Queensland under the Department of Child Safety, Youth and Women (DCSYW), which aims to prevent at risk young people from entering the criminal justice system and reduce reoffending among young people involved in the system. It is a vocational training and therapeutic service, with voluntary participation. The service builds partnerships with local community organisations to aid in delivery of the service and flexibly tailor the service to its community.

DCSYW engaged Deloitte Access Economics to undertake an outcome evaluation of the T2S service, with the intent of facilitating informed decisions about the way the service model is refined and operated in the future. The evaluation consists of an interim report and final report (this document).

The purpose of this evaluation is to:

- Assess the effectiveness of T2S in reducing youth offending and achieving other behavioural and social intended outcomes as identified in the Program Logic;
- Give consideration to the appropriateness, efficiency, sustainability and equity of the T2S program;
- Understand the costs and benefits associated with delivering the outcomes; and
- Identify any unintended impacts of T2S.

This report summarises the key findings of the outcome evaluation of the T2S service model across Queensland, with a focus on service operation of T2S in three of the sites.
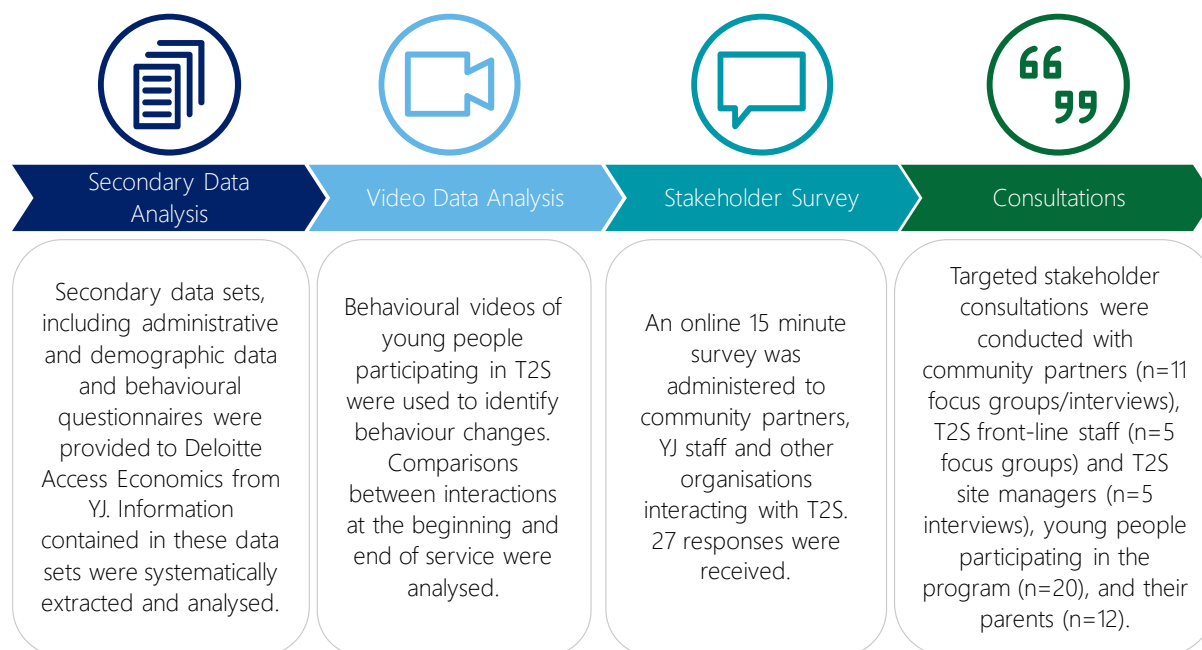
Approach

The evaluation commenced in September 2017. The first stage of the evaluation involved delivering a project plan, establishing governance arrangements, deciding upon T2S site locations to be evaluated and confirming timeframes and structure of deliverables. A literature scan was conducted on relevant literature within Australia and internationally on other programs similar to T2S, and where possible, evaluations that have been conducted of them. This was used to inform the development of the Evaluation Framework. Deloitte Access Economics collaboratively developed an Evaluation Framework that was endorsed by the Youth Justice Evaluation Steering Committee in November 2017, and formed the basis of this evaluation. The Evaluation Framework set out the outcome evaluation questions and how they will be explored through primary and secondary data collection and analysis.

A mixed-methods approach was adopted for this evaluation, drawing on a number of primary and secondary qualitative and quantitative data sources. A schematic overview of this approach is outlined in Figure 1. Given the involvement of vulnerable populations and sensitive data, ethics approval was sought and granted in November 2017 by Bellberry Human Research and Ethics Committee for both the interim and final evaluation.

The final evaluation focused on the outcomes from three T2S sites: Townsville, Caboolture and the Sunshine Coast. These locations were selected by YJ based on the timing of their service start dates aligning to the evaluation timeframes. However the cost benefit analysis and analysis of reoffending outcomes was based on data from all T2S sites.

A quasi experimental design was used to assess criminogenic outcomes. This was achieved through the use of a treatment cohort and a comparator cohort. The treatment cohort were identified by selecting T2S participants who had a YJ offending history and who had completed at least one T2S course on or before 31 December 2017. The comparator cohort were chosen from a pool of the general YJ population who had successfully completed supervision orders between July 2015 and December 2017. They were then matched with the treatment cohort using a number of characteristics such as age, gender, remoteness, offending magnitude, previous nights in custody, and risk rating.

Figure 1 Overview of the approach to data collection and analysis

Secondary Data Analysis	Video Data Analysis	Stakeholder Survey	Consultations
Secondary data sets, including administrative and demographic data and behavioural questionnaires were provided to Deloitte Access Economics from YJ. Information contained in these data sets were systematically extracted and analysed.	Behavioural videos of young people participating in T2S were used to identify behaviour changes. Comparisons between interactions at the beginning and end of service were analysed.	An online 15 minute survey was administered to community partners, YJ staff and other organisations interacting with T2S. 27 responses were received.	Targeted stakeholder consultations were conducted with community partners (n=11 focus groups/interviews), T2S front-line staff (n=5 focus groups) and T2S site managers (n=5 interviews), young people participating in the program (n=20), and their parents (n=12).

This report presents the findings from analysis completed between October 2017 and August 2018. This should be taken into consideration when relying on the findings. Further details on the data collection methods, scope of analysis and any caveats or limitations associated with the evaluation findings are provided in Appendix A. Limitations include the inability to include a matched comparison to measure against social outcomes, as well as the relatively short-term nature of some of the analysis relating to transitional pathways into employment or education. Longitudinal analysis is required to measure these outcomes on an ongoing basis.

Deloitte Access Economics would like to acknowledge Queensland Correctional Services for their support in supplying data to inform the reoffending analysis and cost benefit analysis.

Key Findings

This report focused on the outcomes of the T2S service, with consideration to its appropriateness, effectiveness, efficiency and sustainability. The T2S cohort includes a large number of young people who have been in contact with Youth Justice, and are typically high risk and have high levels of need due to the disadvantage they have experienced. These young people are at significant risk of disengaging from education and training, and of having continued contact with the justice system. With this in mind, the findings outlined below, and throughout this report, highlight the positive impact the T2S program is having on re-engaging these young people into education, employment, and more broadly within the community, as well as leading to a reduction in reoffending.

The following findings should be noted by YJ and used to inform future improvements to the T2S program:

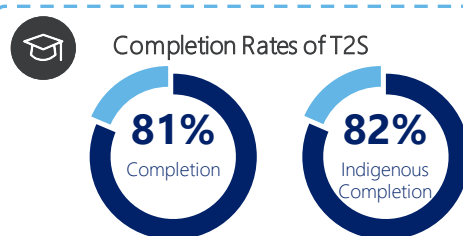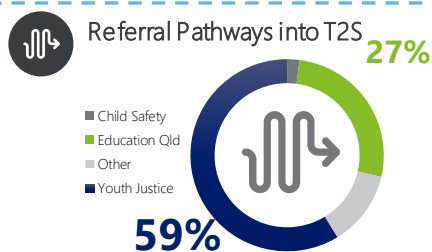|	
Outcomes	• **The completion rate** for young people enrolled in the T2S program is 81% • **The completion rate** for Aboriginal and Torres Strait Islander young people enrolments is 82% • T2S has successfully facilitated **engagement with education, employment and training**, with 95% of young people transitioning into one of these pathways or another T2S course • Transition pathways for Aboriginal and Torres Strait Islander young people show that further participation in T2S and employment is the dominant **pathway with 40% going on to do another T2S course and a further 40% transitioning to employment after completing their second T2S course.** • Evaluation findings indicate that T2S **participants who successfully complete their course have lower levels of reoffending** • Less than half (43%) of the **T2S participants with an offending history (treatment group) reoffended within 6 months of completing their course,** compared with 59% of the comparator cohort. The overall reoffending rate for all T2S participants who completed a course was 25%. • In the 12 months prior to engaging in a T2S course, the treatment group spent an average of 2.2 nights in custody per month. **In the 6 months after completing a T2S course, this reduced to 0.5 nights in custody per month. By comparison, the comparator cohort showed an increase in their average nights in custody from 2.2 to 3.0 nights per month.** • Similarly, the average number of supervision days per month **decreased for the T2S treatment group from 13.6 to 13.2** following completion of the course. **The average number of supervision days increased for the comparator cohort from 7.8 to 11.6 days per month.**
Appropriateness	• The **T2S Service Model demonstrates each of the five best practice features** of an appropriate and effective youth justice intervention identified in the literature (community based, multidisciplinary, individualised, culturally appropriate and facilitates reintegration into community), with some **local variation between service sites**. • Based on the online survey administered, 89% of survey respondents strongly agreed or agreed that the **T2S service model is appropriate for its target cohort.** • 93% of survey respondents strongly agreed or agreed that **the T2S service is appropriately tailored to their community.** • 81% of survey respondents strongly agreed or agreed that **T2S is culturally appropriate**. However, all sites recognise the need for ongoing improvement in this area.
Effectiveness and Equity	• Analysis of referral pathways into T2S sites across Queensland highlight that more than half (59%) of the participants are **referred from Youth Justice** and 27% from **Education Queensland**. • The most common transitional pathway was to another T2S course, followed by further training or education. Transitional pathways differed depending on the number of courses completed. Participants from outer regional Queensland were more likely than other locations to complete another T2S course. Young people without an offending history were more likely to re-engage with education. Participants identifying as Aboriginal and/or Torres Strait Islander had similar transition pathways, with a majority continuing with further T2S training. • There was a self-reported **increase in community cohesion** from the young people's perspective, as well as from the perspective of community partners. There were both positive and negative remarks relating to **connection with family, with parents indicating the young people now have improved attitudes around the home**. All sites recognised that T2S' engagement with parents and families could be improved to facilitate more sustainable outcomes.

Efficiency and Sustainability	• Efforts have been made at service sites to use resources efficiently by **leveraging in-kind support and the facilities of community partners** , as well as **using materials and learnings from previous cohorts**. Between T2S sites there is also **evidence of synergies** by engaging the same RTO, Community of Practice monthly practice meetings, providing standardised training and utilising graduates to act as advocates to attract and motivate new participants.
	• Based on survey responses and consultations, staff and community partners' involvement with T2S had been a positive experience and improved their job satisfaction.
	• However, staff succession planning will be important in ensuring the sustainability of T2S
	• Community partners were most likely to support T2S through **in-kind support** and reported a **willingness for continued participation** in the service.
	• Stakeholders acknowledged several enablers and barriers to the effective and efficient operation of the service.
	• The T2S Program has a net present value (NPV)[1] of $15.6 million (using a 7% real discount rate) and a benefit cost ratio (BCR) of 2.57. In other words, every $1 spent on the program results in $2.57 of benefits. The benefits (avoided costs of custody, avoided costs of supervision and avoided costs of crime) are driven by the reduction in offending outcomes in the treatment group (with a youth justice history) relative to the comparator cohort.

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[1] The NPV measures compares the present value of benefits with the present value of costs. Projects with a NPV greater than zero indicates a positive net social return, with the present value of the stream of economic benefits exceeding the present value of the stream of economic costs. Projects with a NPV less than zero should be rejected because economic welfare is being reduced

Figure 2 Overview of Key Findings from the Evaluation (1/2)

Executive Summary

T2S is a vocational and therapeutic service delivered by YJ at eleven sites across Queensland. An overview of the **effectiveness of T2S in engaging young people and achieving its intended outcomes** are presented below. An overview of the **appropriateness, efficiency and sustainability** of the service is presented overleaf. This uses a combination of state wide and deep dive data (refer to Appendix C).

Referral Pathways into T2S

27%

- Child Safety
- Education Qld
- Other
- Youth Justice

59%

Completion Rates of T2S

81% Completion

82% Indigenous Completion

Has T2S reduced **offending**?

The findings suggest that **T2S participants who successfully complete their course have lower levels of reoffending.**

Offending outcomes were analysed by comparing a sample of the YJ population matched against T2S young people with prior offending history. Matched characteristics included risk level, nights in custody, gender, age, location, Aboriginal and Torres Strait Islander status and offending characteristics.
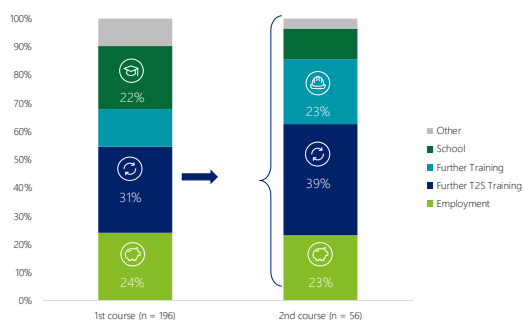
Less than half (43%) of the T2S participants with an offending history (treatment group) reoffended within 6 months of completing their course, compared with 59% of the comparator group. The overall reoffending rate for all T2S participants who completed a course was 25%.

In the 12 months prior to engaging in a T2S course, the treatment group spent an average of 2.2 nights in custody per month. In the 6 months after completing a T2S course, **this reduced to 0.5 nights on average spent in custody per month.** Similarly, the average number of supervision days per month **decreased for the T2S treatment group from 13.6 to 13.2** following completion of the course.

Bar chart:
- Total T2S population who completed a course (n = 151): 25%
- Total T2S population with Youth Justice history who completed a course (n = 88): 43%
- Comparator group (n = 87): 59%

Has T2S facilitated **engagement with education, employment or training**?

The **majority of young people (95%) transitioned into one of these pathways or another T2S course**. Transition pathways depended on the number of courses completed. This data **does not provide an indication of sustained outcomes**.

Transition pathways for Aboriginal and Torres Strait Islander young people show a somewhat similar transitional path for the first 2 courses, with **further T2S being the dominant pathway**.

All T2S completed courses

1st course (n = 196):
- 24% Employment
- 31% Further T2S Training
- 22% School

2nd course (n = 56):
- 23% Employment
- 39% Further T2S Training
- 23% Further Training

Legend:
- Other
- School
- Further Training
- Further T2S Training
- Employment

All T2S completed courses, Aboriginal and Torres Strait Islander young people

1st course (n = 65):
- 25% Employment
- 42% Further T2S Training

2nd course (n = 15):
- 40% Employment
- 40% Further T2S Training

Legend:
- Other
- School
- Further Training
- Further T2S Training
- Employment

Figure 3 Overview of Key Findings from the Evaluation (2/2)

Executive Summary

Appropriateness of T2S

T2S is **evidence-based**, demonstrating each of the five **best practice features of an appropriate and effective youth justice intervention** to reducing recidivism.

Community Based	Culturally appropriate
Multidisciplinary	Facilitate community reintegration
Individualised	

Based on survey responses from T2S staff and community partners:

89% agree T2S is appropriate for its **target cohort**

93% agree T2S is appropriately **tailored to their community**

81% agree T2S is **culturally appropriate**

Cost benefit analysis

The results of the CBA indicate that the T2S program has a net present value (NPV) of $15.5 million (using a 7% real discount rate) and a benefit cost ratio (BCR) of 2.57. In other words, **every $1 spent on the program results in $2.57 of benefits.**

The benefits/avoided costs are driven by the reduction in offending outcomes in the treatment group relative to the comparator cohort.

Has T2S impacted on **staff and stakeholders' satisfaction with their role?**

Based on survey responses from T2S staff and community partners:

89% agree their involvement with T2S has been a **positive experience**

78% agree their involvement with T2S has increased staff and stakeholder satisfaction with their role

T2S partnerships

The interim evaluation considered **community partners' willingness to co-invest** in T2S.

The sites analysed had an average of **15 community partners,** indicating positive collaboration with local agencies.

Has T2S improved **behavioural regulation, social skills and self-esteem?**

Consultations and analysis of video data showed the following:

- Better self-care
- More communication with staff and peers
- Less disruptive in class
- More engaged in activities
- Increased awareness of their triggers
- Teamwork
- Increased use of manners

On the SDQ scale, there was a marked increase in the normal category of the emotional problems scale.

Areas for Consideration

Increasing **engagement with families** could help sustain outcomes and facilitate intergenerational change

The **transitional pathways from T2S** could be more intentional and tailored to the young person to improve sustainability of outcomes, including strengthening partnerships with government agencies. E.g. Education Queensland

Levels of staff resourcing has made it difficult to continue to provide the necessary levels of support

The **cultural appropriateness** of the service was seen as very important and would benefit from further improvement.

There were challenges in balancing the provision of support and **encouraging independence** of the young people

Has T2S improved **connection with community and family?**

The Community Cohesion Questionnaire (CCQ) consists of six domains, capturing different aspects of community cohesion. This illustrates the change observed across each domain, with **feeling welcome and feeling proud of their community showing the greatest increases.**

Introduction

1 Introduction

As a precursor to the findings of the outcome evaluation, this chapter provides an overview of Transition to Success, and the purpose and scope of its evaluation.

## 1.1 Background and program description

In Queensland, Youth Justice Services, under the Department of Child Safety, Youth and Women (DCSYW), is responsible for providing a fair and balanced response to young people within the criminal justice system[2]. As per the charter of youth justice principles, programs and services for young people should 'encourage attitudes and the development of skills' that will help young people 'develop their potential as members of society'[3].

Transition to Success (T2S) is a service delivered by Youth Justice (YJ) with the objective to reduce risk factors for young people associated with disengagement from prosocial activities such as education, training, and/or employment. T2S is delivered by trained staff in a community setting, and is a vocational training and therapeutic service. It aims to prevent at risk young people from entering the criminal justice system and reduce reoffending among young people involved in the system. As outlined in the Program Logic in Appendix A, T2S has the following primary objectives:

- Enhance young people's acquisition of practical skills which will allow them to access employment, education and training opportunities;
- Develop young people's social skills, behaviour and emotional regulation to increase their readiness to access and sustain employment, education and training;
- Improve community perceptions of young people and their ability to overcome personal challenges to engage in prosocial activities; and
- Build community capacity to invest in services and support young people.

With partnerships in secondary schools, businesses, not-for-profit organisations, and registered training organisations (RTOs), T2S is offered in a number of communities across Queensland, illustrated in Figure 1.1. This figure also provides a high-level overview of the service model. The T2S model is designed to respond flexibly to local needs and resources. This means some of the service models and community partners involved in each location may vary.

Figure 1.1 T2S Locations and overview of T2S service model
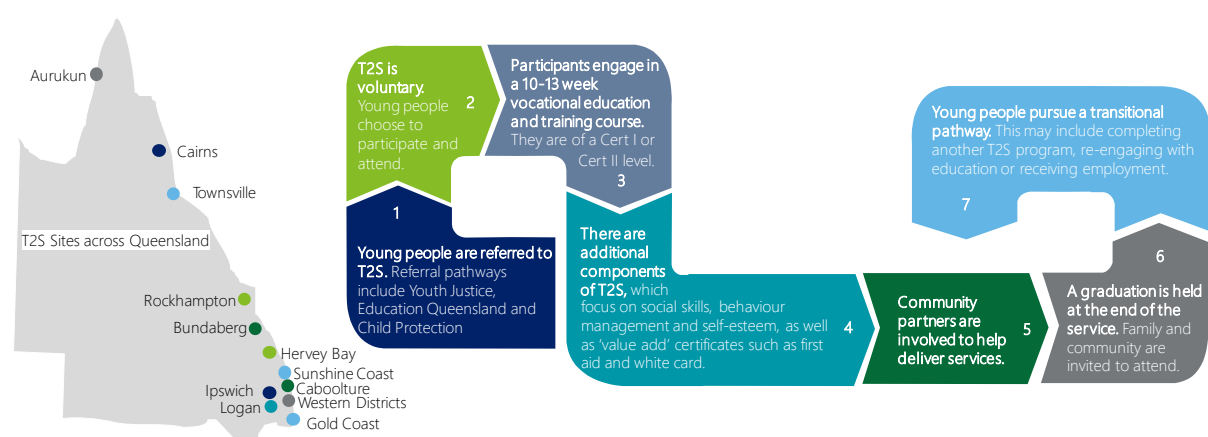
Source: Deloitte Access Economics, stakeholder consultations and program documentation

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[2] Department of Justice and Attorney-General, 2017. Website: Youth Justice. Available: http://www.justice.qld.gov.au/corporate/business-areas/youth-justice
[3] Youth Justice Act 1992. Schedule 1: Charter of youth justice principles, 14(d).

1.2 Evaluation and overview

1.2.1 Objectives and Scope

Deloitte Access Economics was engaged by DCSYW to conduct an outcome evaluation of the T2S service. The evaluation consists of both an interim and final components (including a cost-benefit analysis), to be delivered to DCSYW in August 2018. As per the Queensland Government Program Evaluation Guidelines, programs need to be assessed to ensure they are appropriate and provide value for money[4]. An evaluation of T2S provides an opportunity to enrich the youth offending research area by informing future improvements to service delivery.

The purpose of this evaluation is to:

- Assess the effectiveness of T2S in reducing youth offending and achieving other behavioural and social intended outcomes as identified in the Program Logic;
- Give consideration to the appropriateness, efficiency, sustainability and equity of the T2S program;
- Understand the costs and benefits associated with delivering the outcomes; and
- Identify any unintended impacts of T2S.

The outcomes that T2S is seeking to influence are multi-faceted and include those associated with young people involved in the service, family members of those young people, DCSYW, other government and non-government organisations (NGOs) that may interact with YJ, and the communities in which it operates. For the young people participating in T2S, the anticipated outcomes include reductions in offending behaviour, but also non-crime related outcomes, such as engagement with education, training and employment, enhanced connections with community and family, and improvements in behavioural regulation.

Lessons learned from this evaluation will help to inform decisions about the way the service model is refined and operated in the future. This includes insights about the context in which T2S operates, including specific course activities or community partners involved, length of participation or certain participant characteristics that may be associated with outcomes from the program.

1.3 Purpose and Structure of this Report

This report focuses on the implementation and outcomes of the T2S service, including a cost benefit analysis. The remainder of this report is structured as follows:

Chapter 2 – Appropriateness. This chapter reports the key findings from the outcome evaluation pertaining to the appropriateness of T2S. It considers the appropriateness from the perspective of T2S staff and community partners.

Chapter 3 – Effectiveness and Equity. This chapter discusses the effectiveness of the T2S service model. It also reports the outcomes from an equity perspective, identifying whether T2S has different effects between groups of participants.

Chapter 4 – Efficiency and Sustainability. This chapter reports the key findings related to the efficiency and sustainability of T2S, including the enablers and barriers to supporting the efficient and effective operation of T2S.

Chapter 5 – Cost benefit analysis of T2S. This chapter reports the key findings from a cost benefit analysis of the T2S program.

Chapter 6 – Areas for Consideration and Next Steps. This chapter concludes the evaluation with a summary of key findings, identified unintended impacts of T2S and areas for improvements.

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[4] Queensland Government, 2014. Program Evaluation Guidelines. Available: https://www.treasury.qld.gov.au/publications-resources/qld-government-program-evaluation-guidelines/qld-government-program-evaluation-guidelines.pdf

Appropriateness

"I wouldn't be here without Youth Justice's support. I was a really stubborn kid and I would have to go to programs and I wouldn't really attend. I would just take drugs and I didn't care if I got in trouble and didn't care if I went to detention. YJ and T2S helped me and changed me, I wouldn't be the person I am now without YJ. I am proud of that change. My family are really proud of me, especially my mum. She has seen what I been through and she's proud of me" – T2S participant.

(Source: Case study from T2S)

2   Appropriateness

This chapter evaluates the appropriateness of T2S in terms of its design being based on evidence from literature, level of acceptance from stakeholders and their views on its community and cultural appropriateness.

Key Findings:

- The **T2S service model demonstrates each of the five best practice features** of an appropriate and effective youth justice intervention identified in the literature (community based, multidisciplinary, individualised, culturally appropriate and facilitates reintegration into community), with some **variation between service sites**.
- Based on the online survey administered, 89% of survey respondents strongly agree or agree that the **T2S service model is appropriate for its target cohort.**
- The T2S service model has been designed to be flexible and **community based**, with 93% of survey respondents strongly agreeing or agreeing that **the T2S service is appropriately tailored to their community.**
- 81% of survey respondents strongly agree or agree that **T2S is culturally appropriate**. However, stakeholders recognised the need for ongoing improvement in this area.

2.1   Best practice features

A scan of the literature identified **five key elements of best practice** thought to contribute to an appropriate and effective youth justice intervention. The appropriateness of T2S as a youth justice intervention can be benchmarked against these key elements of best practice. Figure 2.1 summarises these best practice elements and how components of the T2S service model align across the three sites: Townsville, Caboolture and the Sunshine Coast. The T2S Service Model demonstrates each of these best practice features to some extent, although there is some local variation between sites (Figure 2.1).

In 2016, T2S was evaluated at Western Districts by Youth Justice using the Standardised Program Evaluation Protocol, an evidence based tool developed by Mark Lipsey[5] aimed at evaluating the design of programs targeting offending amongst young people. The evaluation showed that T2S was strongly aligned with the evidence base for effective interventions, and was highly likely to reduce recidivism outcomes.

Table 2.1 Best practice elements of youth justice interventions

Community Based	Community based refers to interventions being located within the community or locality that the young person resides, opposed to in a new environment (e.g. boot camps and residential placements). Having a community based program allows for consideration of the young person's external surroundings alongside their risk factors that should be recognised and targeted[6]. Further, it enables the establishment or strengthening of their protective factors, resulting in more sustainable outcomes[7].
Multidisciplinary	Multidisciplinary in the context of justice program design refers to incorporating a number of services or partnerships that are integrated and coordinated to address the contextual factors around the problems that programs are trying to solve[8]. Interventions that aim to reduce youth offending need to focus on the broader contextual factors of young people's lives, and take a more holistic approach at achieving this by collaborating with a number of agencies and organisations. The contributing factors to offending behaviour in young people cannot be addressed without easy and coordinated access to appropriate services[9].
Individualised to target risk and protective factors	Opposed to taking a one-size fits all approach, YJ programs should be highly individualised. This should be with respect to participants' interests and needs, taking into account individual risk and protective factors[10]. These variables are expected to affect the effectiveness of the program in achieving its intended outcomes. The more tailored and adaptable a program, the more effective it is expected to be. Another point in relation to an individualised approach is remaining transparent with the young person and giving them choices, suggested to improve the efficacy of programs through sharing responsibility and empowerment[11].
Culturally appropriate	Programs need to be culturally appropriate, particularly given the overrepresentation of Aboriginal and Torres Strait Islander people in the justice system. Cultural appropriateness may include staff having a deep understanding and awareness of relevant cultures, involving and Torres Strait Islander workers, elders and communities in program delivery, or facilitating whole of community approaches.
Facilitate reintegration into community	Upon completion of a program, young people should be provided assistance to reintegrate into their community. This should occur on two levels – helping them re-engage with their community in terms of participating in the community (education, training or employment) but also helping in turns of their sense of belonging in the community. This may involve having a specific case-plan developed, providing follow up services (across a spectrum of needs), or ensuring that the appropriate protective factors such as prosocial peers and family support networks are available for the young person.

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[5] Mark W. Lipsey, Ph.D. and Gabrielle Lynn Chapman, Ph.D "*Standardized Program Evaluation Protocol (SPEP): A Users Guide.*" Vanderbilt University, October, 2014.
[6] Taylor, C. (2016) Review of the youth justice system in England and Wales, *Ministry of Justice UK,* 1-56
[7] Thomas, S., Liddell, M. & Johns, D. (2016). *Evaluation of the youth diversion pilot program (YDPP: Stage 3),* Victoria, AUS: RMIT University.
[8] Lynch, M., Buckman, J. & Krenske, L. (2003). Youth justice: Criminal Trajectories, *Trends and Issues in Crime and Criminal Justice,* 265, pp.1-6. Available at: http://www.aic.gov.au/media_library/publications/tandi_pdf/tandi265.pdf
[9] Taylor, C. (2016) Review of the youth justice system in England and Wales, *Ministry of Justice UK,* 1-56
[10] Henggeler, S. & Schoenwald, S. (2011). Evidence-based interventions for juvenile offenders and juvenile justice policies that support them, *Society for Research in Child Development,* 25(1), 1-28.
[11] Thomas, S., Liddell, M. & Johns, D. (2016). *Evaluation of the youth diversion pilot program (YDPP: Stage 3),* Victoria, AUS: RMIT University.

Figure 2.1 Alignment of T2S (Site 1, 2 and 3) to best practice as identified in the literature

Community Based	• Each site is community based from both a young person's and community partner's perspective • All sites **delivered T2S within their community**, with young people attending from within that catchment area • Community partners were **local from their area**, which serves in part to explain the extensive variation in community partners between sites, with no two sites having the same partners		
Multidisciplinary	• Each site **incorporated a range of integrated and coordinated services** as part of the model (see Figure 3.1) • The **level of integration** of these services varied between sites		
	Site 1 and 2: Lacked appropriate community partner support in some of these activities making it difficult to provide such a high-level wrap around service. For example, Site 2 was only able to provide breakfast sometimes, and it was up to the youth workers to organize that on a daily basis.		**Site 3:** High levels of integration of services, as there was one primary community partner that worked alongside YJ to deliver all activities.
Individualised	There are three levels of individual tailoring that are evident across the service sites to different extents: • Tailored to its **community** • Tailored to the **cohort/program** delivered • Tailored to the individual **young person** participating in the cohort		
	Site 1: Most flexible in terms of individual tailoring. YJ staff often provided alternative activities to young people who were not engaging.	**Site 2:** Barriers with regards to tailoring, even at a cohort level, due to the level of staff resourcing and (at times) appropriateness of trainers.	**Site 3:** Strong flexibility in tailoring the service to the cohort, altering activities for cohorts depending on prominent 'problem areas'
Culturally Appropriate	**Site 1:** Recognised that more could be done to increase the cultural appropriateness of the program by engaging with appropriate community partners or specific activities.	**Site 2:** Local elder groups were involved with T2S activities, and young people were given the opportunity to engage in men's and women's business weekly. YJ Staff that identified as Aboriginal and Torres Strait Islander were directly involved as YJ youth workers for T2S.	**Site 3:** Engagement with local Aboriginal and Torres Strait islander community partners, and having YJ Aboriginal and Torres Strait Islander staff involved in delivery of T2S. Cultural involvement was recognized as an area for development.
Community Reintegration	There are two levels of community reintegration that are considered with respect to the T2S service model: • **Transitional pathway** of the young person after graduating T2S • **Support networks** available to young person once back in their community		
	Site 1: Strong partnership with a job agency that helped young people find traineeships. Role models made in T2S served as new support networks.	**Site 2:** Strong partnership with local employers. Extensive support networks remain after completing T2S (e.g. still assisting with transport)	**Site 3:** Recognised that developing stronger transitional pathways was an area for development.

Source: Consultation

2.2 Acceptance of T2S by Key Stakeholders

Key T2S stakeholders were consulted through both a survey and small focus groups, to seek their feedback about whether T2S is an appropriate program for young people in their communities, and to capture their views on core components of the program. These stakeholders included T2S managers, delivery staff and community partners.

An online survey was administered to capture the views of stakeholders on the above approaches to reducing youth offending. The survey was administered to key stakeholders involved in delivering the service, as well as other staff from YJ, government organisations and NGOs who may have interacted with the service at some stage of delivery (refer to Chapter Appendix A for more details). A total of 27 participants completed the online survey. The majority (89%) of respondents strongly agreed or agreed that the T2S service model is appropriate for its target cohort (including young people who are at-risk of entering the YJ system, and those who have already interacted with YJ). Figure 2.2 illustrates the findings from the stakeholder survey regarding the appropriateness of components of the T2S service, illustrating stakeholders show strong support with the approach T2S takes in reducing youth offending. Building relations with families showed the greatest support, with 96% strongly agreeing or agreeing. It should be noted that this question refers to their acceptance of these components, rather than a rating of the actual effectiveness of the service achieving these components.

Figure 2.2 Percentage of survey respondents who strongly agreed/agreed with the approach the T2S service model takes to reduce youth offending (n^{12} = 27)

Source: Survey data, select stakeholders

The acceptance of T2S by stakeholders was captured during consultations by gauging the willingness of community partners to participate in T2S, and discussing their views on the appropriateness of different aspects of the service model. Eleven consultations were held with community partners and 10 consultations were held with T2S staff including delivery staff and site managers. Community partners and T2S staff expressed a desire to be involved in the service delivery as well as be involved from a strategy and planning perspective, aligning with the results from the online survey. Some common themes emerged from consultations regarding involvement with T2S:

- Participating in T2S provided community partners with a **unique and exciting opportunity** that differed from their normal responsibilities. For example, at one location the trainer used by the RTO had been in his profession for a number of years, however had never been involved in an initiative akin to T2S. Taking the opportunity with T2S provided a chance for him to experience something new, exciting and rewarding.
- Community partners referred to the **alignment of values** of their organisation and T2S, supporting their willingness to partner with T2S. For example, a number of the community partners involved (across all sites) are not-for-profits that provide youth services to disadvantaged or marginalised people in the community, which is a good fit to T2S.
- T2S was seen as a unique service taking a **new approach to youth offending**, which the community partners had faith in. For example, at one site, one of the employers who had partnered with T2S expressed his extensive experience with the youth justice system but that T2S was the first service he saw to be taking a holistic and effective approach to youth offending, making him more inclined to support the service.
- The involvement of community partners provided **an opportunity for the young people to have more interaction with community members.** This led to a greater understanding of the context of youth offending and the circumstances of the young people from the perspective of the community partners, as well as giving the young people a greater understanding of the support and opportunities available in their local area. An example was given where one young person did work experience for a local organisation that had partnered with T2S, which was likely to lead to ongoing employment in the future.
- In some sites the community partners assisted Youth Justice with obtaining funding for T2S at that site. This was outlined in the context of government not being able to facilitate financial fundraising from local businesses, so instead this was enabled through local community partners.

2.3   Adaption to Community

Having a **community based youth justice intervention** was identified in the literature scan as one of the key facilitators to an effective youth justice intervention, both for reducing recidivism and for diverting at-risk young people from entering the youth justice system[13]. The key features of T2S and its alignment with community-based interventions have been outlined in Figure 2.1. The T2S Service Model was designed in a way that enables it to be **adapted to the needs of the community in which it operates** in relation to the type of activities offered, the community partners who are engaged and the certificates completed by young people.

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[12] 'n' refers to the sample size

[13] Taylor, C. (2016) Review of the youth justice system in England and Wales, *Ministry of Justice UK,* 1-56

As shown in Figure 2.3, the majority of survey respondents believe that the T2S service is appropriate for the community in which it operates, with 93% strongly agreeing or agreeing. Consultations were used to paint a more illustrative understanding of how the T2S service model was adapted and tailored to meet local community needs.

Figure 2.3 Survey respondents who strongly agree/agree that the T2S service is appropriately tailored to its community (n = 27)

93%
Strongly agree/agree that T2S is appropriately tailored to community
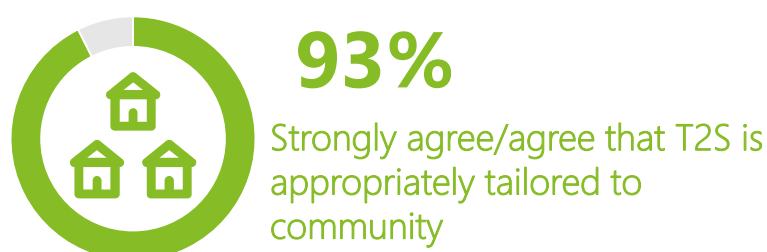
Source: Survey data, select stakeholders

In consultations, T2S staff emphasised the **flexibility they had in terms of the design and delivery of each course. They were able to tailor the program to meet the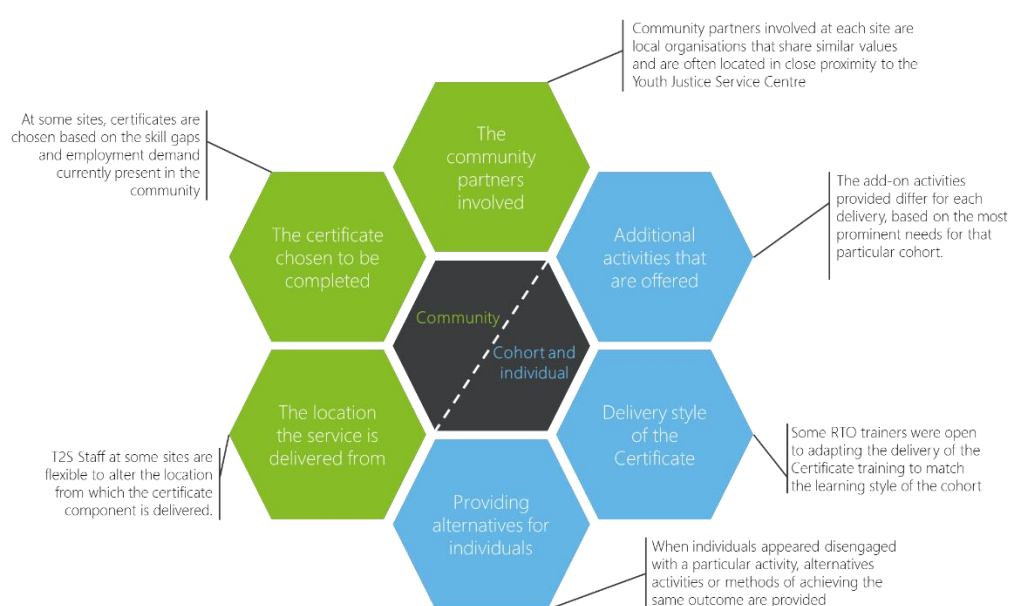 needs of different cohorts and take into account local contextual factors.** Figure 2.4 reflects the key ways in which stakeholders demonstrated the flexibility of T2S to adapt to their **community, cohort and individuals**.

Figure 2.4 Tailoring of T2S at a community and cohort level

Source: Consultation

Another way through which the sites attempted to ensure that T2S met the needs of local communities was by holding **program design days** with **internal and external reference groups**. Internal reference groups included YJ staff (not limited to T2S) while external reference groups included community partners as well as other community organisations that had not necessarily partnered with T2S.

2.4   Cultural Appropriateness of T2S

An intended short-term outcome of T2S is to deliver a service that is a culturally safe and responsive to the needs of Aboriginal and Torres Strait Islander young people and communities. This is particularly important given that **Aboriginal and Torres Strait Islander youth** constitute over 69% of the young people in detention in Queensland on average[14], despite

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[14] Youth Justice (2016) *Youth Justice Pocket Stats 2-15-16*, Department of Justice and Attorney General. Retrieved from: https://publications.qld.gov.au/dataset/452b3f51-064a-4603-90ff-665db93a70a5/resource/edf8f291-37e1-4cc0-a16e-8f9baedaab8b/download/youth-justice-pocket-stats-2015-162.pdf

only representing 7.6% of the Queenslanders between the ages of 10 and 16[15]. Feedback on the cultural appropriateness of T2S was captured through consultations and survey data. Figure 2.5 illustrates the views from survey respondents with respect to the cultural appropriateness of T2S, with 81% of respondents strongly agreeing or agreeing that T2S is culturally appropriate.

Figure 2.5 Survey respondents who strongly agree/agree that the T2S service is culturally appropriate (n = 27)

81%
Strongly agree/agree that T2S
is culturally appropriate
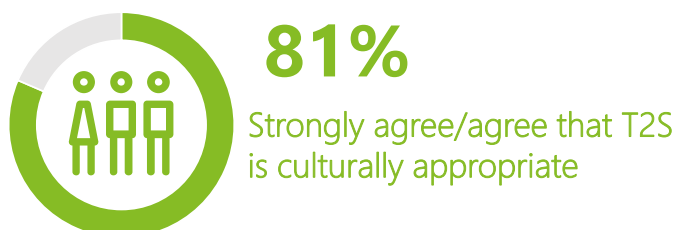
Source: Survey data, select stakeholders

Based on consultations, views from community partners and T2S staff members varied across sites with respect to cultural appropriateness. In some sites, conscious efforts had been made to improve the cultural appropriateness of the T2S service by using Aboriginal and/or Torres Strait Islander case workers, incorporating activities with Aboriginal and Torres Strait Islander organisations and delivering cultural capability training for YJ staff. However, staff acknowledged more consideration could be given to enhancing the cultural appropriateness of the T2S program. Figure 2.6 illustrates what service sites have done to demonstrate cultural appropriateness.
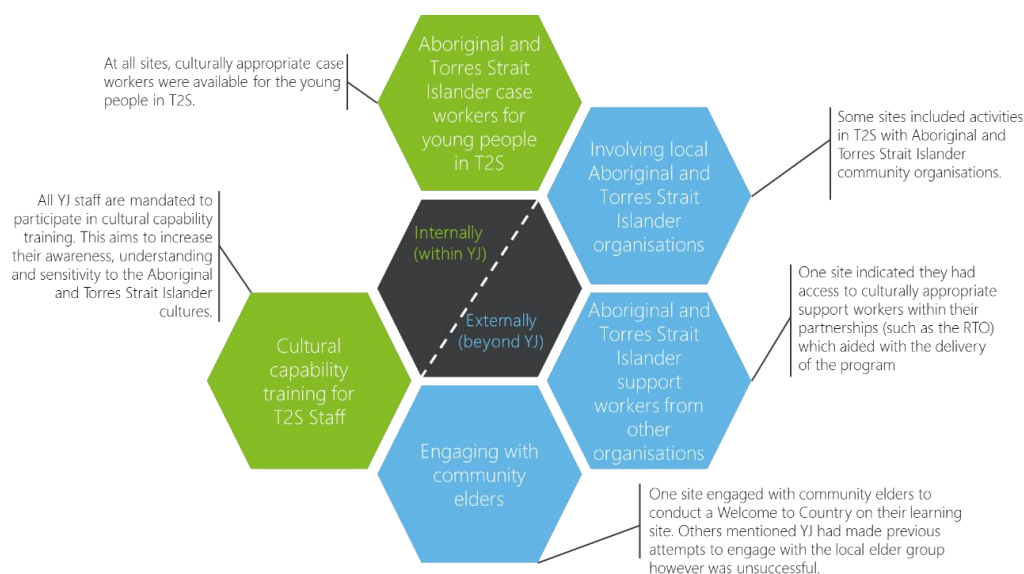
Figure 2.6 Examples of demonstrated cultural appropriateness in T2S service sites

At all sites, culturally appropriate case workers were available for the young people in T2S.

Aboriginal and Torres Strait Islander case workers for young people in T2S

Some sites included activities in T2S with Aboriginal and Torres Strait Islander community organisations.

Involving local Aboriginal and Torres Strait Islander organisations

All YJ staff are mandated to participate in cultural capability training. This aims to increase their awareness, understanding and sensitivity to the Aboriginal and Torres Strait Islander cultures.

Internally (within YJ)

Externally (beyond YJ)

Aboriginal and Torres Strait Islander support workers from other organisations

One site indicated they had access to culturally appropriate support workers within their partnerships (such as the RTO) which aided with the delivery of the program

Cultural capability training for T2S Staff

Engaging with community elders

One site engaged with community elders to conduct a Welcome to Country on their learning site. Others mentioned YJ had made previous attempts to engage with the local elder group however was unsuccessful.

Source: Consultation

All sites recognised the importance of improving the cultural appropriateness of future service delivery. For example, one of the sites stated they wanted to improve the local Aboriginal and Torres Strait Islander community's understanding of T2S and how it was suited to young people, while another suggestion was made to increase the level of engagement with cultural leaders, including Aboriginal and Torres Strait Islander Elders, in the delivery of the course curriculum. One site recognised that limited activities were culturally specific as part of their delivery plan, aside from having YJ staff members who could culturally identify with the young people. While they did not deem this a major barrier to the appropriateness of T2S, they acknowledged that this could be an area for future service improvement.

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[15] Australian Bureau of Statistics (2014) Australian Demographic Statistics – Estimates and Projections, Aboriginal and Torres Strait Islander Australians 2001 to 2026 (Cat. No. 3238.0)

Effectiveness and Equity

"I love my job and I'm proud that I can now support myself and am in the process of moving into my own unit. Getting my first pay cheque was the best feeling ever. I will never forget that day. When I first heard that I had a job it spun me out because I am the first male in my whole family to get a job" – T2S participant.

(Source: Case study from T2S)

3 Effectiveness and Equity

This chapter considers the effectiveness of T2S, as indicated by its achievement of intended outcomes identified in the Program Logic. It also considers the outcomes from an equity perspective, evaluating whether T2S has disproportionate impacts based on certain characteristics of the target population (such as age, gender, Aboriginal and Torres Strait Islander status, and offending history).

Key Findings:

- Analysis of referral pathways into T2S sites across Queensland highlight that more than half (59%) of participants are **referred from Youth Justice** and approximately a quarter (27%) from **Education Queensland**. Females and young people living in outer regional Queensland were more likely to be referred by Child Safety.
- 81% of young people enrolled in T2S **complete their course**
- Evaluation findings indicate that T2S participants who successfully complete their course have **lower levels of reoffending**
- **Less than half** (43%) of the T2S participants with an offending history (treatment group) reoffended within 6 months of completing their course, compared with 59% of the comparator cohort.
- In the 12 months prior to engaging in a T2S course, the treatment group spent an average of 2.2 nights in custody per month. In the 6 months after completing a T2S course, **this reduced to 0.5 nights** on average spent in custody per month.
- Similarly, the **average number of supervision days per month decreased** for the T2S treatment group from 13.6 to 13.2 following completion of the course.
- The most common **transitional pathway** was to **another T2S course (34%)**, followed by **employment (23%), education (19%) and training (16%)**. Transitional pathways differed depending on the number of courses completed. Participants from outer regional Queensland were more likely than other locations to complete another T2S course. Young people without an offending history were more likely to re-engage with education. Participants identifying as Aboriginal and/or Torres Strait Islander had similar transition pathways, with a majority continuing with further T2S training.
- There was a self-reported **increase in community cohesion** from the young people's perspective, as well as from the perspective of community partners.
- There were both positive and negative remarks relating to **connection with family, with parents indicating the young people now have improved attitudes around the home**. All sites recognised that T2S' engagement with parents and families could be improved to facilitate more sustainable outcomes.

3.1 Engagement and Participation in T2S

The target populations of T2S are young people at-risk of offending, as well as young people already in the youth justice system. However, given the high level of involvement that community partners have in the delivery of T2S, the engagement and participation of community partners is also an important stakeholder group to consider for the evaluation.

3.1.1 Engaging Community Partners

At each site, various community partners were engaged with T2S to optimise delivery. The sites had an average of 15 community partners. Community partners were **primarily not-for-profit organisations**, but also included local private businesses and international organisations. Their roles differed between sites, but included RTOs delivering training, being a referral agency, providing additional therapeutic interventions, educational courses or activities (external to the certificate training), sourcing food or transport, or assisting T2S graduates to find employment (e.g. recruitment agencies). The majority of partners **provided their services at no cost, or at a subsidised cost** (noting that community partners are likely to receive government funding or grants to deliver these services). Some locations had engaged with a community partner that provided targeted service delivery to Aboriginal and Torres Strait Islander young people; however, this was not consistent across all sites.

Program staff noted that the involvement of community partners was critical to the delivery of the T2S service. Both community partners and YJ staff commented on the potential enablers and barriers to engaging community partners in the delivery and operation of T2S. Figure 3.1 provides a summary of these enablers and barriers.

Figure 3.1 Enablers and barriers to engaging community partners in T2S

Enablers
- Local community networks
- Aligning philosophies and values
- Making the partnership a two-way street by finding a way to fulfill each other's needs
- Nurturing existing community partnerships

Barriers
- Difficult to raise awareness about T2S meaning all partnerships are driven by YJ
- Finding an appropriate RTO that can effectively adapt their program delivery for this cohort
- Communicating the need for a Government service to form partnerships to optimise service delivery

Source: Consultation

Enablers

Some of the factors identified through consultations that helped engage and foster a partnership between community organisations and T2S included:

- **Utilising local community networks.** Some of the T2S sites recognised that a number of their community partners had been engaged through existing networks and referrals in the community, rather than through active recruitment efforts. However more recently, some sites have been actively working with their current community partners to produce 'marketing' materials to distribute across community networks, as well as organising community forums to generate more interest.
- **Finding organisations that shared the same values.** Community partners that successfully and repeatedly engaged with T2S were organisations that shared the same values, and quite often, had similar philosophies such as offering services to disadvantaged youth or wanting to improve their community.
- **Making it a two-way street.** Organisations were more willing and likely to be involved if there were reciprocal benefits associated with T2S. For example, at one site the community partner provided a facility for the young people to engage in training. The partner benefited from the activities that the young people were doing as part of their Certificate through the restoration of buildings and new gardens.
- **Nurturing existing partnerships.** Focussing on existing relations with community partners, as opposed to continuously trying to find new partners, was key to ensuring that the organisations felt valued and acknowledged in their efforts. It was recognised that this involved considerable informal efforts to maintain these relationships, however led to more effective and rewarding partnerships.

Barriers

Factors that emerged through consultations as barriers to engaging community partners in T2S included:

- **Having the relationship always driven by YJ.** YJ staff involved in engaging community partners recognised that finding new community partners was sometimes difficult because the initial contact usually had to be initiated by YJ. This was predominantly due to a lack of community awareness of the T2S service, as it is not actively campaigned in communities. As a result, service sites were limited to the organisations that they had previous relationships with and had to allocate extensive resources towards recruiting new partners.
- **Finding an appropriate RTO.** There are an array of RTOs capable of providing training. However, YJ staff highlighted the difficulties they face in finding RTOs that can effectively adapt their program delivery to be suitable for the T2S cohort. Specifically, they require RTOs that are flexible in their delivery, and able to adapt the training in such a way that it maintains the engagement of young people. Quite often, this means increasing the practical component of the Certificates, and finding alternative methods to deliver the theory component of the program. This gap can be

largely attributed to the funding models of RTOs, and the lack of additional support or recognition they receive for providing training to a high-needs cohort.

- **Communicating the need for partnerships.** T2S staff expressed the challenges they faced in communicating with other organisations about their need for in-kind support or partnerships for the program. There was commonly a misunderstanding from not-for-profit organisations and local businesses, that Youth Justice (as a Government organisation),would have sufficient funding and resources, and not be in need of additional capabilities or resources.

3.1.2   Engaging Young People

Effective engagement of young people by T2S is required if it is to deliver its intended outcomes. This evaluation reports on the engagement of at-risk young people through three key measures: identifying the referral pathways through which young people are entering T2S, analysing completion and attendance data, and lastly, comparing the T2S population to the Queensland YJ population on key demographics.

Referral Pathways

Given T2S is a voluntary service targeting young people who are in the youth justice system as well as those at-risk of entering, there are various referral pathways into the service. Figure 3.2 illustrates the referral pathways into T2S sites across Queensland, with more than half of the young people (59%) referred from Youth Justice and 27% from Education Queensland. Based on consultations, referrals from Education Queensland came from local high schools in the community and Senior Guidance Officers. Differences in referral pathways are also noted based on Aboriginal and Torres Strait Islander young people, gender, location and age.

Figure 3.2 Referral Pathways into T2S (n = 339)
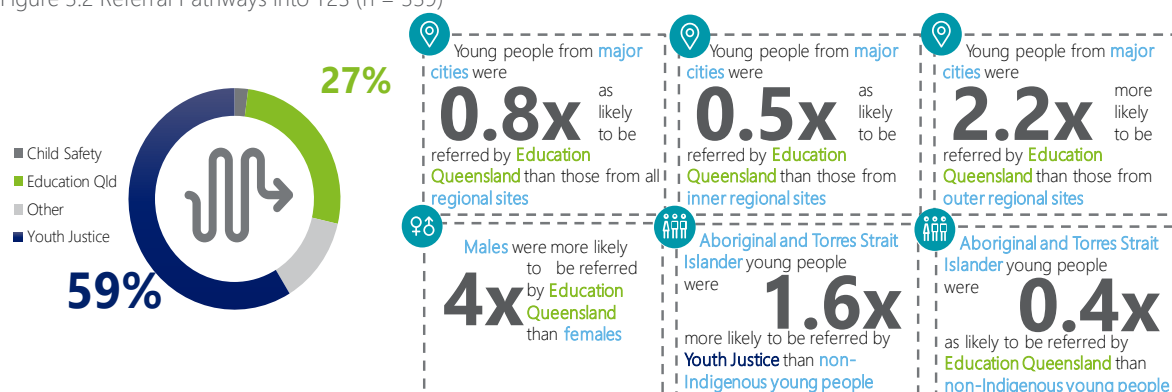
Source: T2S program data, all T2S participations

Completion and Attendance Rates

Completion rates among young people accepted into T2S is 81%[16]. Of those young people who did not complete (or partially completed) T2S, 41% transitioned to further education, training and/or employment, 19% were referred to another T2S program, 5% relocated and 35% were other/unknown. The completion rate among Aboriginal and Torres Strait Islander young people is comparable to that of the entire cohort, at 82%. These findings are shown in Figure 3.3.

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[16] It should be noted that this figure includes all individual course outcomes of young people, including those who may have participated in the service more than once.

Figure 3.3 T2S Completion Rates (n = 339 for all participants; n = 103 for Aboriginal and Torres Strait Islander young people)

81% Completion

82% Indigenous Completion
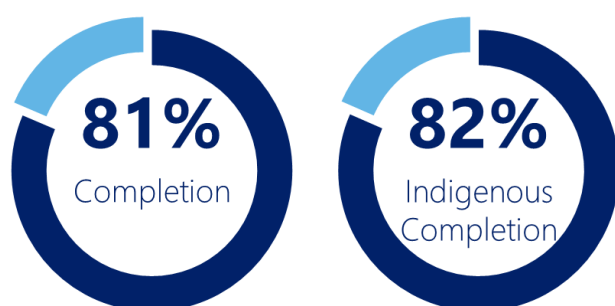
Source: T2S program data, all T2S participations

The **average attendance rate for those who completed T2S across the deep dive sites** (or were still participating in T2S at time the report was written) **was 79%.** It should be noted that this figure is inclusive of authorised absences.

Comparison with the Queensland YJ Population

Figure 3.4 provides a comparison between the T2S population and the general YJ population in Queensland (based on unique young people who successfully completed supervised youth justice orders between July 2015 and December 2017). However, it should be noted that as T2S also targets young people who have not entered the YJ system (but are at-risk), the two populations are not expected to be completely alike. Therefore, another comparison (based on offending behaviour) has been provided with the T2S population excluding participants who have not entered the youth justice system, shown in Table 3.1.
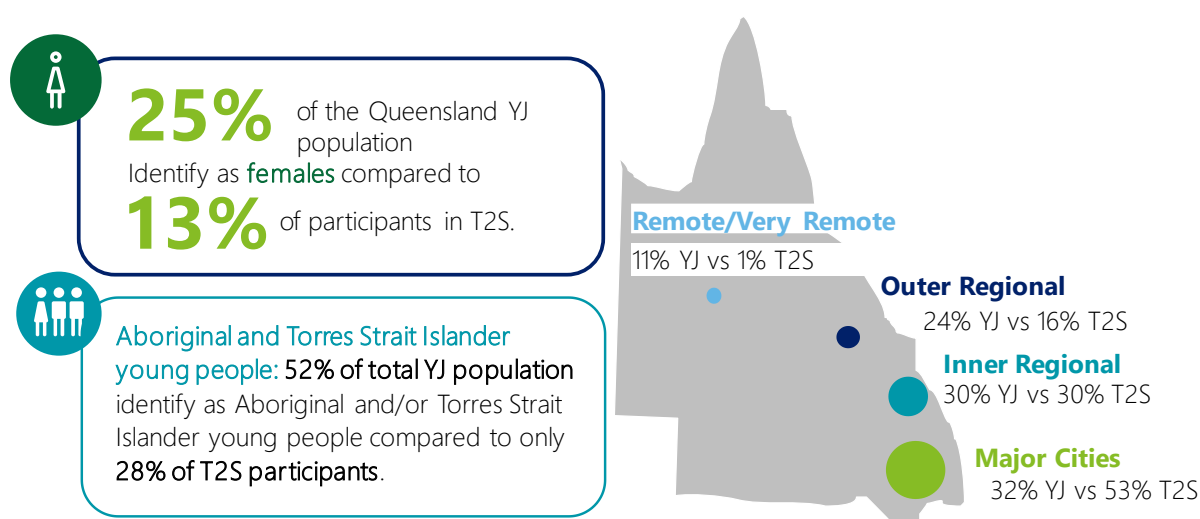
Figure 3.4 Comparison of the unique T2S participant population (n = 191) to the Queensland YJ population (n = 2,187)

25% of the Queensland YJ population Identify as **females** compared to **13%** of participants in T2S.

Aboriginal and Torres Strait Islander young people: 52% of total YJ population identify as Aboriginal and/or Torres Strait Islander young people compared to only 28% of T2S participants.

Remote/Very Remote
11% YJ vs 1% T2S

Outer Regional
24% YJ vs 16% T2S

Inner Regional
30% YJ vs 30% T2S

Major Cities
32% YJ vs 53% T2S

Source: T2S program data, Total T2S Population; YJ data, full YJ cohort
Notes: Locations have been defined using the Australian Statistical Geography Standard Remoteness Structure from the Australian Bureau of Statistics. Locations across the YJ cohort does not sum to 100% due to some unknown locations. The Queensland YJ population is based on unique young people who successfully completed supervised youth justice orders between July 2015 and December 2017.

Most notably, the T2S population has a higher proportion of **participants from major cities** than the YJ population, and less from outer regional and remote Queensland. This is also reflected in the referral pathways data in Figure 3.2 Referral Pathways into T2S (n = 339) which shows that the proportion of referrals from Education Queensland for young people from major cities is more than double that for young people from outer regional sites. One reason for this could be due to the location of the Youth Justice centres that currently offer T2S (see Figure 1.1). There is also a **lower proportion of young people who identify as Aboriginal and/or Torres Strait Islander** in the T2S cohort (28% versus 52% of YJ population). Analysis by location suggests that this is the case across each remoteness category. There is an opportunity to expand the program to neighbouring communities, with large Aboriginal and Torres Strait Islander populations, which would increase the inclusivity of the program.

Additional comparisons were made between the T2S population who have completed the course (the treatment group), with results shown for the total cohort as well as for the proportion who had previous contact with Youth Justice, and a

matched comparator cohort with relation to patterns of offending history, detention history, risk profile, geography and demography. Those in the comparator cohort showed a similar offending history, as indicated by their magnitude of offending[17], nights in detention.

Table 3.1 Comparison of Offending History for T2S Participants and comparator cohort (pre-program)

	Total T2S population who completed a course (n = 151)	Total T2S population with Youth Justice history who completed a course (n = 88)	Comparator cohort (n = 87)
*Average Supervision Days Per Month^*	7.9	13.6	7.8
Average Nights Spent in Custody Per Month	1.3	2.2	2.2
Average Offending Magnitude	Low - Low/Moderate	Moderate/Low - Moderate/High	Moderate/Low - Moderate/High
Overall assessed risk	n.r*	25% high/very high 45% moderate	23% high/very high 51% moderate
Average age	16	16	16
Gender	89% male	89% male	87% male
Aboriginal and Torres Strait Islander status	30% Aboriginal and Torres Strait Islander	40% Aboriginal and Torres Strait Islander	40% Aboriginal and Torres Strait Islander
Remoteness	54% major cities 32% inner regional 13% outer regional 1% remote	55% major cities 28% inner regional 16% outer regional 1% remote	53% major cities 24% inner regional 20% outer regional 3% remote

Source: T2S program data, Total T2S Population who completed a course; T2S program data, Total T2S population with Youth Justice history who completed a course; T2S comparator data

Note: Average offence count refers to the average number of offences per participant over the course of their life.

^ While supervision days were not used as a matching criterion when selecting the comparator cohort, they are included here to give additional context about the profiles of the three cohorts.

3.2 Offending Behaviour and Attitudes

The overarching goal of T2S is to prevent at risk young people from entering the criminal justice system and to reduce reoffending among people involved in the system. Thus, outcomes pertaining to offending behaviour and attitudes towards offending are a key component to determining the effectiveness of T2S.

3.2.1 Offending Behaviour

Changes in offending behaviour can be measured through a number of different indicators, including recidivism rates, offending magnitude, and number of nights spent in custody. The indicators used for offending behaviour in this evaluation provide a comparison of offending behaviour 12 months pre-program to 6-months post-program. A 12-month post-program measurement period was not deemed practical, due to the limited duration of T2S' service operation and hence availability of data. Reoffending results are based on police charges for new offences, including charged offences lodged in the Children's Court or an adult court. The date used to calculate reoffending is the date of the offence. Continuous measures (such as nights spent in custody) are pro-rated to account for the different pre- and post-program measurement period lengths, while binary measures (such as recidivism rates) are not pro-rated as they are not compared to pre-program offending.

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[17] Offending magnitude combines the Queensland offence seriousness rank with the frequency of offences, to reach an aggregated 'magnitude' indicator of offending. There are six points on the scale, ranging from very low to very high. If young people have not previously offended (as is the case for some T2S participants), they are given a ranking of Nil. Further detail on the offending magnitude scale is found in Appendix D.

Analysis of reoffending rates for the T2S treatment group and comparator cohort shows that T2S participants were less likely to reoffend. Less than half of the T2S participants (43%) with a history of offending who completed a T2S course went on to reoffend within the six months following course completion, compared to 59% of the comparator cohort. The reoffending rate for all T2S participants who completed the course was even lower (25%).

Figure 3.5 Reoffending rates within six months by select cohorts
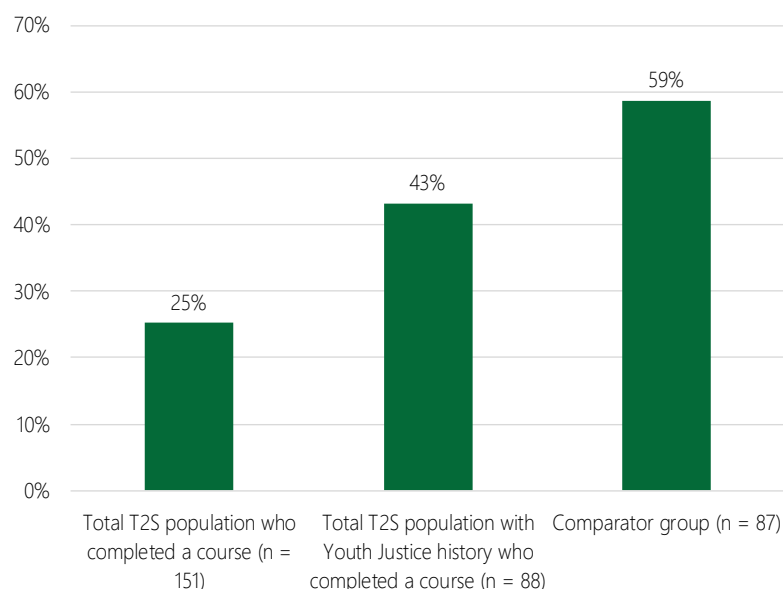
Monthly nights in custody provides a measure of changes in offending behaviour and potential savings to government. In the 12 months prior to engaging in a T2S course, **the treatment group (with a Youth Justice history) spent an average of 2.2 nights in custody** per month (Table 3.1). In the 6 months after completing a T2S course, **this reduced to 0.5 nights in custody per month**. By comparison, the results for the comparator cohort showed an increase in average nights in custody from 2.2 to 3.0 per month. Similarly, the average number of supervision days per month decreased for the T2S treatment group from 13.6 to 13.2 following completion of the course, however for the comparator cohort this increased from 7.8 to 11.6 average days.

Table 3.2 Comparison of offending outcomes for different cohorts summarises the above information as well as demonstrates changes in offending magnitude over the 6 months following course completion compared to the 12-months pre-program. The large proportion of 'equivalent' offending magnitude for the cohort 'Total T2S population who completed a course' is partly due to the low baseline for this group, as this cohort includes young people without an offending history. Therefore, these young people do not have a reduction in their offending magnitude because they enter on the lowest ranking (Nil).

Table 3.2 Comparison of offending outcomes for different cohorts

	Total T2S population who completed a course (n = 151)	Total T2S population with Youth Justice history who completed a course (n = 88)	Comparator cohort (n = 87)
Offended within 6-months	25%	43%	59%
Change in magnitude of offending	24% substantial decrease 15% slight decrease 55% equivalent 5% slight increase 2% substantial increase	41% substantial decrease 25% slight decrease 23% equivalent 8% slight increase 3% substantial increase	37% substantial decrease 26% slight decrease 28% equivalent 5% slight increase 5% substantial increase
Change in average supervision days per month	7.9 to 6.9	13.6 to 13.2	7.8 to 11.6
Change in average custody nights per month	1.3 to 0.3	2.2 to 0.5	2.2 to 3.0
Pre and post program comparison of young people who have not spent a night in custody per month	79% to 92%	65% to 86%	64% to 66%

Source: T2S program data, Total T2S Population who completed a course; T2S program data, Total T2S population with Youth Justice history who completed a course; T2S comparator data
Note:. The change in magnitude of offending is calculated for all participants for each respective cohort, including those who did and didn't reoffend within 6 months of completion. The change in magnitude of offending for all T2S enrolments and all T2S completions show a relatively high proportion of equivalent magnitude as these cohorts include young people who entered without an offending history, and therefore are not able to reduce their offending magnitude.
*overall assessed risk is not reported for the "All T2S completers" cohort because this cohort consists of a large proportion of young people for whom a risk assessment has not been completed.

Analysis was undertaken on the characteristics of those T2S participants (with a Youth Justice history) who completed the course and reoffended compared to those in the comparator cohort (Figure 3.6). This indicated that reoffending rates were higher for certain characteristics, including Aboriginal and Torres Strait Islander young people, participants from outer regional sites, and 16 year olds. This indicates the need to further develop targeted and tailored interventions for these specific cohorts.

Figure 3.6 Reoffending outcomes disaggregated by key characteristics
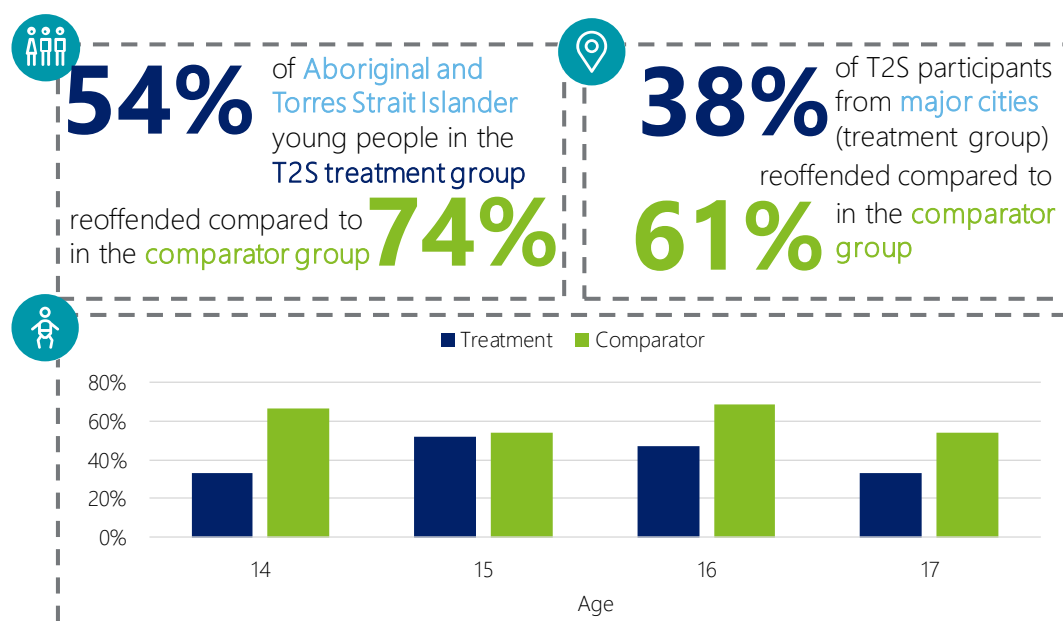
54% of Aboriginal and Torres Strait Islander young people in the **T2S treatment group** reoffended compared to **74%** in the comparator group

38% of T2S participants from major cities (treatment group) reoffended compared to **61%** in the comparator group

Source: T2S program data, Total T2S population with Youth Justice history who completed a course; T2S comparator data

3.2.2 Attitudes towards Offending

A second, but similarly important component of offending, is the attitudes that young people show towards offending. The literature scan conducted shed light upon a number of risk factors contributing to antisocial and offending behaviour. For example, having favourable attitudes towards problematic or impulsive behaviour, having friends engaging in problematic behaviour and showing signs of rebelliousness were all recognised as prominent risk factors[18].

The behavioural questionnaires administered, such as the YLS/CMI: SRV and SDQ provide some insight into the young people's changes of attitudes towards offending across the three deep dive sites. The **attitudes/orientation domain from the YLS/CMI: SRV** scores young people from 0 to 3, with zero indicating that the young person exhibits a very positive and prosocial attitude/value system, while three indicates an extreme antisocial and pro-criminal attitude/value system. Scores of 2 or 3 indicate an antisocial attitude, and a score of 0 or 1 indicate a prosocial attitude. Figure 3.7 summarises the changes that were observed in T2S participants, showing an **increase in prosocial attitudes following program completion**.

Figure 3.7 Scores on the YLS/CMI: SRV attitudes/orientations domain pre (n=50) and post (n=55)
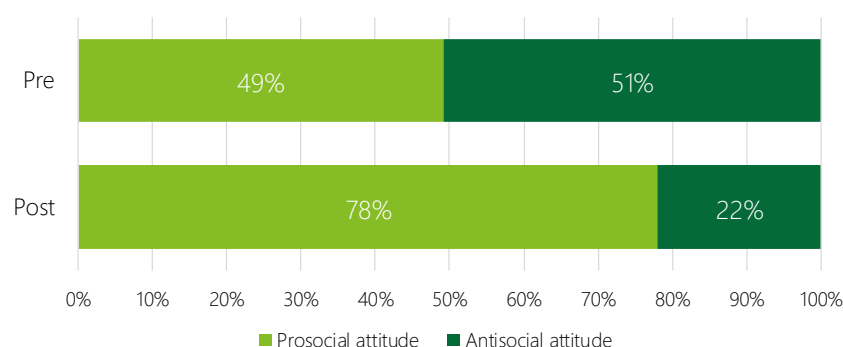
Source: Psychometric questionnaire, T2S participants

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[18] Department of Human Services (Vic) in Alcohol and other Drugs Council of Australia (ADCA) 2003

In consultations, staff and community partners made mention to the changes they had noticed in young people that reflected a shift in their attitudes towards offending, supporting the observed changes in attitudes/orientations score on the YLS/CMI: SRV. These changes were largely attributed to three key factors, as summarised in Figure 3.8.

Figure 3.8 Attributing factors to the observed changes in attitudes towards offending

1 Building positive relationships.

Young people going through the program are building more positive relationships with their peers, leaders and community members. The presence of T2S staff as role models has been a large contributor to this.

2 Becoming involved and occupied.

Being engaged in the program reduces the young people's free time, and their time on the streets making it less likely they will engage in offending behaviour. They are also more exhausted at the end of a day which facilitates this change.
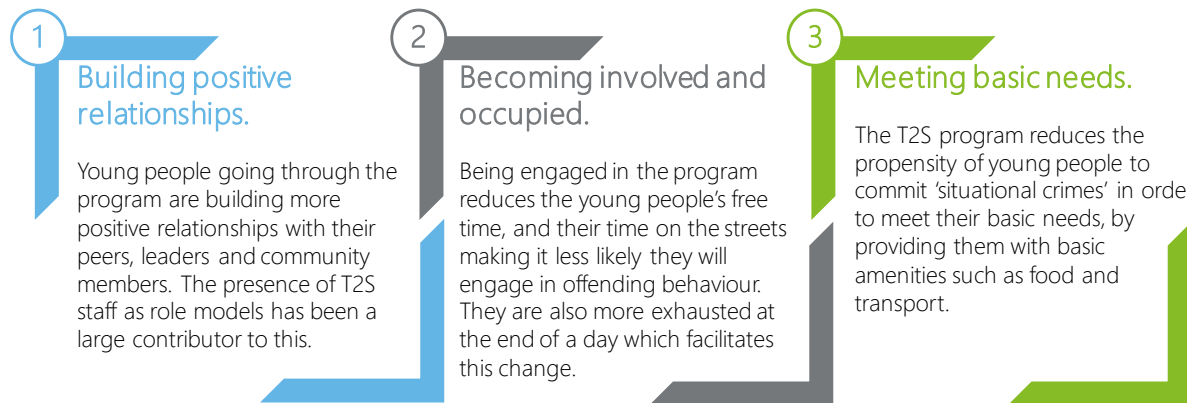
3 Meeting basic needs.

The T2S program reduces the propensity of young people to commit 'situational crimes' in order to meet their basic needs, by providing them with basic amenities such as food and transport.

Source: Consultation

A number of T2S staff explained that these young people typically reoffend when they become disengaged from their school and community, and when they lack support in their home environment. This means that the offences they commit are often 'situational crimes' in order to meet their basic needs, such as hunger. The T2S program therefore reduces their propensity for committing these types of offences by providing basic amenities such as food and transport.

Another significant factor associated with offending, which was reflected in interviews with staff, is that crimes are often committed when the young person is bored or 'has nothing better to do'. The intensive nature of the T2S program engages the young people for a number of hours, multiple days per week, and physically displaces them from environments where they are likely to offend. The setting is more reflective of a workplace environment rather than being delivered in a more traditional school setting. The program provides them with an engaging way to spend their time, rather than being involved in antisocial behaviour.

Thirdly, T2S has likely led to a decrease in offending behaviour by helping the young people to identify their bad influences and build more positive relationships with their peers, leaders and community members. The presence of the T2S staff as positive role models has been a significant contributor to this. One staff member gave the example that conversations among the young people about crime have changed since the start of the program – they don't think it's 'cool' anymore. Staff also commented that when there are discussions about criminal behaviour, they are able to redirect these conversations to more prosocial topics.

Despite these positive factors arising from involvement in the T2S program, T2S staff and community stakeholders acknowledged that this change is often only achieved over the long term, and there are a number of additional factors involved, such as the young person's family situation, court processes, etc. Some stakeholders commented that the length of the program, and the breaks throughout the program, may be impacting on offending outcomes. Longer programs typically don't see positive recidivism outcomes until at least the 8-10 week mark, which falls at the end of the T2S program, and at the point where intensive support may decrease.

The points above were also reflected by the young people themselves, as well as the parents that were consulted in the outcome phase of the evaluation. Common themes included:

- T2S provides them with an engaging way to spend their time, rather than being involved in antisocial behaviour which often occurs as a result of boredom. T2S takes them away from that environment.
- They spend less time with problematic peer groups who were previously encouraging them to become involved in crime. They now spend more time socialising with friends they have made through T2S.
- Many young people and their parents said they believe a reduction in reoffending was a direct result of involvement in T2S.

3.3 Behaviour Regulation, Social Skills and Self-Esteem

Beyond reducing youth offending, the Program Logic in Appendix A identified a broader number of outcomes, including improved self-confidence, increased ability to self-regulate behaviour, and the development of social skills and teamwork.

Consultations suggested that both community partners and YJ staff had noticed **improvements in the young people's communication skills, body language, self-confidence and regulation of behaviour**. Examples of ways in which YJ staff and community partners had noticed these changes are illustrated in Figure 3.9.

Figure 3.9 Changes in behavioural regulation, social skills and self-esteem as noted by YJ staff and community partners

Can better recognise their triggers and prevent themselves from reacting	Shift away from peer communication being competitive, trying to 'one-up' each other in criminal behavior	Become more open to talking about their experiences and troubles	Eager to show their work to peers, staff and family members
	Increased rapport with staff	Better use of manners and appropriate language	Began actively engaging in conversations with not only their peers, but also trainers and external visitors
Peers began to engage in peer to peer learning and helping each other in the classroom	Changed from being non-responsive to beginning to initiate greetings in the morning to staff.	Improved self-care and hygiene such as showering, getting a haircut and dressing themselves more appropriately	

Source: Consultation

Videos of young people partaking in various aspects of T2S (e.g. classroom learning, practical components, outdoor activities etc.) were taken towards the beginning of the course and then again towards the end. Thematic analysis of the videos aligned with reports from consultations, with observed improvements in behavioural regulation. For example, comparing videos of classroom learning from each time period showed that the **young people were less disruptive** (e.g. tapping on the desk, fiddling with pens, making paper aeroplanes), talking over each other less, and being **more respectful towards the trainer** (e.g. waiting to get their attention, shouting less, not talking over them). While some disruptive behaviours were still evident, they occurred less frequently and by fewer young people. One behaviour that did persist was the heavy use of inappropriate language (such as swearing), however, at the end of T2S, the language was used more conversationally than directive and offensive.

Another change that was noted in the videos was the **positive social interaction between peers**. This was evident both in classroom learning, working together in small groups and helping each other, to the outdoor activities where they had to engage in a team-building game. The young people worked constructively together to problem-solve, and were not yelling or getting angry each other. When playing games, they were respectful of the rules, the trainer's instructions and the other team. However, no videos conducted towards the beginning of the course included parallel activities, so it could not be determined whether this behaviour was a function of T2S.

Consultations with young people indicated that they had noticed these changes in themselves, with many commenting that they are **building confidence in their own abilities and in their interactions with others**. They spoke about experiencing an increase in self-esteem, which developed from seeing the physical results of what they are able to achieve in the classroom or TAFE courses, ticking off their goals, and receiving formal recognition at the graduation ceremony. The young people now are now able to **identify their strengths** and have increased **optimism about the future**.

T2S staff commented that there has been a notable change in the young people's attitudes, improvements in their social skills, and respect for others. Examples of behaviour changes included showing empathy for others, showing interest and asking more questions, as well as physical changes such as making eye contact and shaking hands when meeting someone new. These behaviours are indicative of increased self-esteem and are **important for gaining and sustaining employment**.

The positive changes were attributed to a number of components of the program, and closely align with the enablers to engaging young people, discussed in Chapter 3.1.1. Common aspects that were mentioned included the **role modelling of 'appropriate' adult interactions**, particularly between males and females by having staff members of both genders

present. The **positive peer group** fostered by encouraging everyone to do things together, such as everyone (staff, trainers and young people, as well as any special visitors for the day) eating together, was also mentioned as a key facilitator to building their social skills. This was reflected by a number of the young people who commented that T2S had given them a 'sense of belonging', by being part of a group with common experiences and goals, where they felt comfortable to be themselves and were away from negative influences. All staff involved, including community partners, made a concerted effort to get to know the names of the young people and interacting with them as an equal, and not an authoritative figure. The **physical activity** component of T2S, such as their involvement in cross fit, boxing or gym classes, had positive remarks and was reported to increase their self-esteem through improving their fitness and body image.
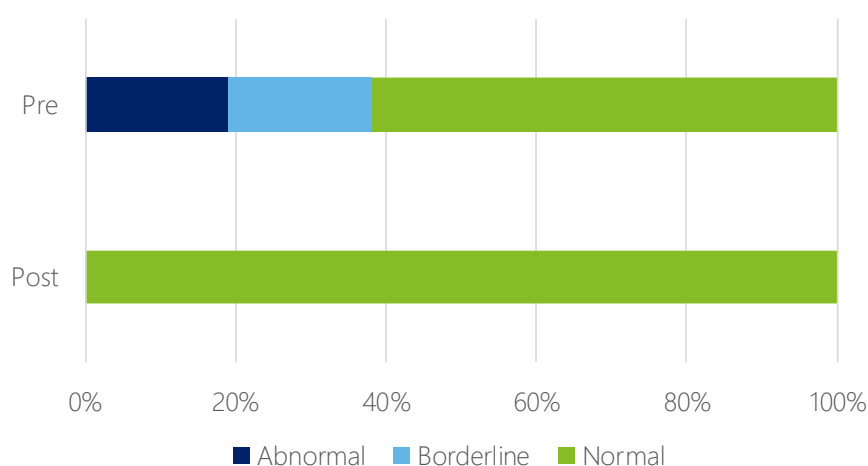
3.3.1 Behavioural Questionnaires

Triangulated with consultations, data from the behavioural questionnaires were used to quantitatively measure changes in aspects of a young person's behaviour. Scores from both the YLS/CMI: SRV and SDQ were analysed, as well as the CSEI as an indication of self-esteem. Based on their responses, young people are categorised by the assessment tool as having "no serious" or "serious" personality or behavioural problems. On beginning T2S (n = 55), 42% of young people were categorised as having serious personality or behavioural problems, however **following the program (n = 50) this had reduced to 30%**. Based on the same sample size, participants also showed a **reduction in school/employment problems**, with a reduction from 80% of young people reported to have problems pre-program to 36% post-program. No major changes were observed in levels of self-esteem, however caution should be taken when interpreting these results as it employs a dichotomous scale making smaller changes in self-esteem difficult to detect, particularly with small sample sizes.

The four difficulty scales on the SDQ (peer problems, hyperactivity, conduct problems and emotion problems) completed by both young people and their parent/carer were analysed. As per the findings reported from the prosocial scale in Chapter 3.2.2, these results should be interpreted with caution as there were small sample sizes (as low as n = 19 for young people and n = 10 for parent/carer), and therefore, may not provide an accurate depiction of the T2S cohort.

There were no major differences observed on the **conduct or emotional problems scales** when completed by young people; however, there was a **marked increase in the normal category** on the emotional problems scale (62% to 100%) when completed by parents/carers (see Figure 3.10).

Figure 3.10 Pre (n = 21) and post (n = 10) comparison of scores on the emotional problems scale from the SDQ (Parents/Carers)

The **peer problems scale** captures the young person's friendships and connections with other people as reported by the young person. The findings on this scale were similarly modest, but did show an increase in the number of young people in the 'normal' threshold (from 14% pre-program to 21% at the follow-up). The increase in the 'normal' category could be a reflection of the focus that T2S had on facilitating group connection and positive peer relations.

The **hyperactivity scale** saw an increase in the number of young people scoring in the 'normal' category, when completed by young people (from 63% pre-program to 74% at the follow-up). This view was also shared by the parents/carers, reporting an increase in 'normal' and a decrease in 'abnormal' behaviour. A potential explanation for this could be that, through participating in T2S, young people are better able to focus, and hence there is an increase in reports of

hyperactivity. As previously highlighted, the findings in this section are based on small sample sizes and should be interpreted with caution.

3.4 Engagement with Education, Training and Employment

A core component of T2S is engagement with an RTO to deliver a Certificate I or II to participants, with Certificates II constituting 77% of completions, and 23% being a Certificate I. One intention of incorporating this component is to reengage young people with education and set them up for employment opportunities in the future. For this evaluation, engagement with education, training and/or employment was measured by analysing the transitional pathways that young people took upon graduating from T2S, as well as using stakeholder consultations to identify the attitudes young people showed towards engagement and the potential enablers and barriers towards their engagement in these activities.

T2S staff involved in the program emphasised the outcome that the **majority of young people completing T2S transition into another avenue of education, training, work or service of some description**. A number of young people chose to complete another T2S certificate, whilst others transitioned into full time employment, re-engaged with school or another youth service, such as initiatives run through Skilling Queenslanders for work. Administrative data confirms these comments, with outcomes pertaining to education, training and employment upon completing T2S up to August 2017 summarised in Figure 3.11.

Figure 3.11 Transitional Pathway from T2S (n = 276)
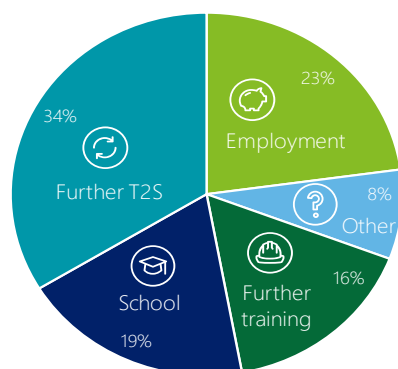
Source: T2S program data, all T2S completed courses
Note: Course outcome is the outcome noted by staff upon graduating from T2S, and no formal record is kept of long-term outcomes, for example, indicating whether employment or engagement in education is sustained.

All participants who graduated from T2S completed the certificate component of the service. **Completing another T2S course was the most common transition**, with over a third of participants pursuing this avenue (34%). Other notable outcomes were transition into education (19%), employment or a traineeship (23%) or engaging in vocational training (16%). This pattern was similar across the number of T2S courses previously completed by the young person. Young people completing their third course were more likely to transition to further T2S training, than those completing the course for the first or second time. Whilst this result may seem surprising given the objective of T2S to enable eventual transition into further education or employment, this may reflect that there are a cohort of young people requiring more long-term intensive support, who participate in a number of T2S programs before transitioning into formal education or employment. These findings are summarised in Figure 3.12.

Figure 3.12 Transition pathways disaggregated by number of T2S course completions

All T2S completed courses

All T2S completed courses, Aboriginal and Torres Strait Islander young people
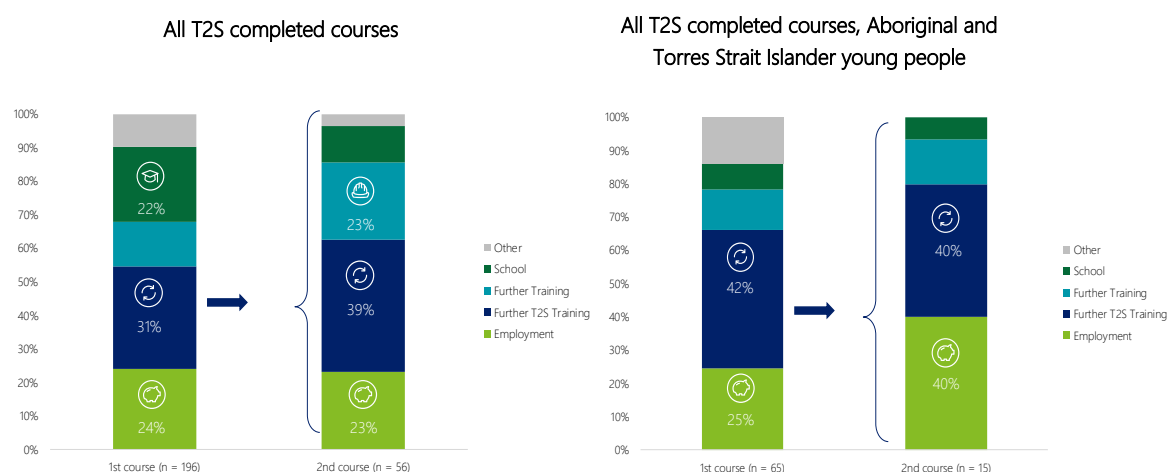
Source: T2S program data, all T2S completed courses

Figure 3.12 also considers the transition pathways for Aboriginal and Torres Strait Islander young people. This highlights that participation in T2S is a common pathway. It is also worth noting that transition into education is relatively lower, while transition into employment is relatively higher (40%) after completion of a second T2S course (Figure 3.12).

Evidence from consultation with stakeholders confirms the finding that the most common pathway is continuing with T2S. However across the sites consulted, there was a level of variability in terms of the ongoing support provided to young people following course completion. Some sites have a more established structures in place for offering more continuous support, including putting the young people in touch with future employers. However this was more evident in sites that had been operating for longer, and therefore had been working with the young people for a more significant period of time.

3.4.1 Disaggregated Transition Pathways

Transition pathways were also analysed from an equity perspective, identifying whether the pathways after graduation differed for different groups of participants. The four key characteristics that were analysed included age, Aboriginal and Torres Strait Islander status, location and offending history. **The data indicates that referral pathways may impact on transitional pathways. For example, young people who were referred by education were most likely to transition into school (56%), while young people referred by YJ were most likely to transition into employment (35%)**.

Figure 3.13 summarises the key findings, however it should be noted that the findings are also subject to broader socio-economic trends, and may not be entirely a function of the T2S service.

Figure 3.13 Transition pathways disaggregated by four key characteristics

Participants from outer regional locations were more likely to transition into **further T2S** compared to major cities and **2.1x** more likely to transition into **further T2S** than inner regional cities **2.5x**

Those without an offending history were more likely to transition into **school (42% v 7%)** than young people with an offending history and less likely to transition into **further T2S (20% vs 41%)**

14-15 year olds were more likely to transition into **school** than young people aged 16-17, who were most likely to transition into **further T2S** or **employment**

Source: T2S program data, all T2S completed courses

A caveat of this data set is that it **records transition pathway at time of graduation**, and thus does not capture longer-term outcomes such as the sustainability of the employment or reengagement with education 6 or 12 months after participation. Currently, there is no formal follow-up service to capture this outcome. Some of the sites mentioned staying in contact with the young person and their employer to see how they were progressing, however this was not necessarily standardised nor routine, but occurred on an ad-hoc basis. Some employers noted that the T2S graduates sustained their employment for several months (and in some cases for years). However, it took considerable effort and flexibility to sustain their employment. Retention might be lower with 'regular' employers who were less tolerant of misconduct in the workplace.

A second caveat of the data is that it does not capture young people who may be currently **seeking employment** after graduation (aside from those who are signed with job agencies at graduation) but may take a month or two before commencing. Thus, another important reflection of reengagement is not only the avenue taken at graduation, but also the attitudes that young people show towards engagement in education, training and/or employment during participation in T2S.

Consultations with staff reflected that the young people showed **increased positive attitudes towards engagement** in education, training and/or employment. For example, many of the young people began to see more potential in future training and job prospects, and the young people's interest and participatory efforts in the Certificate component of T2S increased as time progressed. Further, YJ Staff noted it was the first time that a number of these young people had begun to look at their future and some trainers mentioned that the young people were approaching them to discuss either potential opportunities for them, in terms of further training or job opportunities. However, it was noted that this was not necessarily true for all young people involved, and not all showed a change in attitude. Several factors and initiatives were mentioned throughout consultations as key contributors to facilitating engagement and improved attitudes towards education, training and employment, and facilitating the transition into these pathways. These are summarised in Figure 3.14. Engagement with education, training and employment has increased upon graduation from T2S, supporting YP in the **process of transitioning to other** education, training and employment **was recognised as an that could be strengthened**. Some staff commented that the length of the program isn't necessarily enough to demonstrate long term

outcomes such as achieving ongoing employment, but that it's more about changing attitudes and perceptions around education and getting a job.

Figure 3.14 Factors attributing to increased engagement with education, training and employment

Source: Stakeholder consultation

Interviews with young people and their parents indicated that many of the young people now have more positive attitudes towards future learning or employment, and are making a proactive effort to achieve this. They believe the skills they have developed through participating in T2S will enable them to get a job or transition into mainstream education pathways. There were, however, different views regarding the format of the courses in enabling learning that will translate into pratical workplace skills and employment readiness. Sites which offered a number of short courses across a variety of domains, e.g. coffee making, first aid, allowed the young people to try different activities and work out what they might be interested in pursuing. Whilst this format caters to a more diverse range of interests, it does not support the development of areas of deep expertise. On the other hand, at sites where the young people completed a TAFE course over a number of weeks focussing on one topic, e.g. mechanics, they were able to build more meaningful and practical skills, however some young people said that despite this not being a topic they were interested in they had decided on another career area they would like to pursue.

Case study:

Sam* has just finished his second T2S course. Prior to participating in T2S, Sam was often getting into trouble with the law and, although he was enrolled in education, his attendance was variable, and he often became bored and disruptive in class.

Since participating in T2S, Sam's attitudes have changed and he has developed more confidence. He enjoys going to classes and learning new skills, including getting his barista training certificate and his learners licence. The program has provided him with support and connections in the community, including an opportunity to do work experience with an electrician. From this experience, Sam has enrolled in an electro-technology TAFE course, and once completed, his current employer will take him on as an apprentice. Sam says he now has more direction in his life and is motivated to keep learning so that he can achieve his dream of being an electrician.

Sam's relationships with his family and peers have also changed since participating in T2S. He has developed more positive relationships with other young people, including his T2S peers, and no longer associates with the people he was getting into trouble with previously. The T2S staff have helped him to develop more positive social behaviours and attitudes, including looking others in the eyes when talking to them, and being more helpful around the home.

Sam said that he has been committed to the T2S program, which has been different to programs he has done in the past. He has enjoyed going along and now has optimism about the future. He has more direction in his life and is motivated to stay out of trouble. Sam said he will recommend the program to others so that they can have the same positive experience he has had, and get their lives back on track.

* Name has been changed

3.5 Connections with Community and Family

As identified in the literature scan, various risk and protective factors for engaging in youth offending and antisocial behaviour are related to community and family. For example, low neighbourhood attachment and community disorganisation were both identified as risk factors, while connectedness, opportunities to make meaningful contributions and strong relationships with adults outside of immediate family were all identified as protective factors. With respect to family, a sense of connectedness to family was identified as a protective factor while harsh/coercive parenting, family conflict and favourable parental attitudes towards risk taking behaviour were all identified as risk factors.

As illustrated in the program logic, there are a number of outcomes pertaining to both family and community connections which T2S intends to achieve. Connection to community and connection to family will be discussed in turn, drawing on a combination of results from behavioural questionnaires and consultations.

3.5.1 Community Engagement

For the purpose of this evaluation, community engagement as an outcome was interpreted as a **two-way relationship**. That is, young people have more positive views and show increased engagement with their community, but also that the community improves their perceptions of young people and have a better understanding of situation of young people who are at-risk or involved in the youth justice system.

From the young people's perspective, connection with community was measured quantitatively through the CCQ. There was a self-reported **increase in community cohesion** from an average score of 3.44 (maximum score = 5) to 3.77 post-program, equivalent to a 10% increase, these findings should be treated as indicative given the small sample size as outlined in Figure 3.15. The **leisure/recreation problems score** from YLS/CMI: SRV also provides an indication of engagement with community, as capturing young people's engagement in organised or otherwise positive leisure time activities. This showed an increase from 33% engaged in positive leisure activities pre-program, to almost half post-program (48%).

The CCQ consists of six domains, capturing different aspects of community cohesion. Figure 3.15 illustrates the change observed across each domain, with feeling welcome and feeling proud of their community showing the greatest increases.

Figure 3.15 Change in domains of CCQ pre (n = 35) and post (n = 19)

Connected: pre 3.3, post 3.6
Belong: pre 3.5, post 3.7
Feeling Welcome: pre 3.5, post 4.3
Proud: pre 3.2, post 3.6
Feeling Safe: pre 3.4, post 3.6
Enjoy Living: pre 3.7, post 3.8

pre ■ post

Source: Psychometric questionnaire, select T2S participants

Evidence gathered from consultations supported these findings, with reports from community partners on the more positive attitudes that young people showed towards **actively participating in their community**, and showing an **increased awareness of opportunities** that are present in their community. Another key theme that emerged from consultations was the extent to which young people were **developing pro-social networks** with the community partners, and the role that community partners played as **positive mentors** for young people. This was reported by staff as a significant point of change that had not previously been observed.

Community engagement was also considered from the community partners' perspective. As per the Program Logic, it was expected that if T2S was successful in increasing community connections, community partners would also show a better understanding of young people involved in youth justice. From consultations, there were mixed responses; however, they could be classified into three distinct categories:

- **Already had a good understanding –** This was particularly true for community partners who had a background in justice or had previously been involved in working with at-risk young people. Stakeholders expressed they already had a good understanding of young people in T2S. For example, some of the trainers or employers that partnered with T2S had been involved in justice programs for several years, equipping them with appropriate knowledge and skills to engage with young people effectively.

- **Developed a better understanding -** Several community partners made mention to the role that T2S played in developing favourable attitudes towards the young people involved in the program. For example, one of the trainers mentioned how their involvement in the program changed their perspective of at-risk young people, and developed a greater appreciation for the troubles and conflicts they faced in their family lives and from community. Specific mention was made to the Trauma Informed Practice training that a number of community partners received; being seen as a key enabler to developing a better understanding of at-risk young people, and what they may have encountered in the past that influences their lives today.

- **Did not show a good understanding –** Contrast to the two prior categories, some community partners did not appear to develop a good understanding of young people in T2S. This was particularly evident in partners who were not involved in the day-to-day delivery of T2S, but were more engaged in the management aspect of partnering with T2S. For example, some partners did not demonstrate a clear understanding of the lives these young people lived. There were also reports that some of the trainers from the RTO that were involved in delivering the Certificate component of T2S, showed a similar lack of understanding. Some trainers did not adapt their teaching methods to complement the learning styles of the cohort, resulting in reduced engagement and poor relations between the class and trainer. The number of community partners who did not show a change in their understanding may explain the relatively small increase in the 'belong' scale on the CCQ (5.5%).
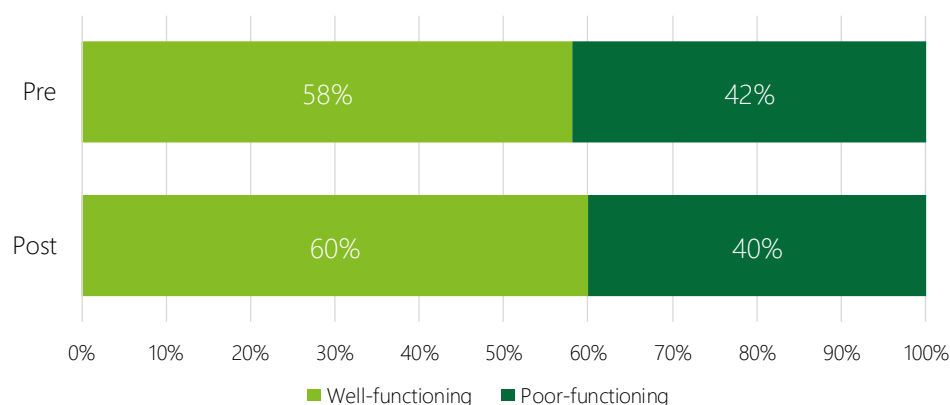
3.5.2   Family Connections

A long term intended outcome of T2S is that young people show stronger family connections and contribute to an improved household. A second intended outcome states that positive role modelling creates a flow on effect to peers and siblings. For this report, these outcomes were only captured based on consultations with YJ staff and community partners, as well as the young people and their parents.

With respect to family connections, specific mentions were made about how the young person's improvements in behaviour and engagement with employment or education had **flow-on effects to their families**. For example, stakeholders mentioned how parents began to see their children in a positive light for the first time, which made them develop a **more positive relationship with their child**. Mention was also made to the parents' **attendance at the graduation ceremonies** and how proud and supportive they appeared of their child engaging and completing their Certificate– particularly for parents who have tried to engage their children in something 'productive' previously. Other themes that emerged was that the child's participation in T2S was actually **motivating and encouraging the parents** to change aspects of their life, by engaging more with community or seeking employment.

The **family circumstances/parenting score** on the YLS/CMI: SRV reflects these themes from the consultations. A score of 0 indicates a positive, supportive and generally well-functioning family/parenting situation, while a 3 indicates very poor functioning (such as abuse and neglect, frequent conflict and inadequate supervision). As illustrated in Figure 3.16, there was only a small improvement in family functioning with 58% of young people having a well-functioning family situation pre-program, compared to 60% of young people post-program.

Figure 3.16 Pre (n = 55) and post (n = 50) comparison of Family Circumstances/Parenting Problems Score on the YLS/CMI: SRV

Source: Psychometric questionnaire, select T2S participants

Despite a number of positive themes emerging regarding family connections, and the overall attitudes of families towards T2S appearing positive, there was mention of some unintended impacts as well. For example, some stakeholders mentioned that T2S was facilitating a positive change in the young people that developed and emerged faster than the young person's **family could 'keep up'**. This resulted in families feeling left behind, or unaware of how to cope with and support the change. Other mentions were made to the families being a **barrier to enabling sustainable change** in young people's behaviour, as they constitute such a large part of their environment outside of the program. Thus, the young person shows improved behaviour and willingness to engage when they are participating in T2S, however, when they return home at the end of the day they are returning to the same environment, making lasting change difficult to establish. Despite this, a number of the parents consulted in the outcome evaluation commented that their children had been demonstrating more positive relationships at home since starting T2S, and had improved attitudes to participating in household activities.

Stakeholders across all three sites recognised that **more could be done in the future to engage parents and families in the service**, to counter negative outcomes, particularly with respect to facilitating long-term intergenerational change. There is opportunity to develop a wraparound support system for young people and their families. However this may divert attention away from the primary focus on the young person.

Efficiency and Sustainability

"I work fulltime in my traineeship and am in the process of moving out into my own unit. I feel comfortable about where I am heading in life and feel as though I can tackle most obstacles that might get in my way" – T2S participant.

(Source: Case study from T2S)

4 Efficiency and Sustainability

This chapter considers the efficiency and sustainability of the T2S service, qualitatively from the YJ perspective with survey data. It also discusses some of the key enablers and barriers to the efficient operation of T2S.

Key Findings:

- Efforts have been made at service sites to use resources efficiently by **leveraging the facilities of community partners** and **utilising work from previous cohorts**. Between T2S sites there is also evidence of synergies by **engaging the same RTO** and **providing standardised training**.
- Based on survey responses and consultations, staff and community partners' involvement with T2S was a positive experience with improved job satisfaction. Several contributing factors have been highlighted in the details of this chapter.
- Staff succession planning will be important for the sustainability of the program.
- Community partners were most likely to support T2S through **in-kind support** and reported a **willingness for continued participation** in the service.
- A number of enablers and barriers to the effective and efficient operation of the service were acknowledged by stakeholders. Enablers included providing a wrap-around service, implementing a consistent routine, being workplace based, having the right staff, setting short-term goals, and building rapport and a group mentality. Barriers included a lack of motivation and 'readiness', a range of influences from the external environment such as family difficulties or mental and physical challenges, being out of education for a prolonged period, variability in skill levels, cultural appropriateness, and community investment..

For this evaluation, the efficiency of the T2S program is considered from a technical perspective, through a cost-benefit analysis, as well and qualitatively from a service delivery perspective.. Likewise, the sustainability of the service has been qualitatively considered in terms of the level of support provided by community partners and their willingness to participate in the service, as well as the impacts that T2S has had on other services. Evidence of Synergies

One aspect of efficiency captured in this evaluation is the extent to which synergies are evident across components of T2S. Synergies were considered concerning the efficient use of resources as indicated by consultations with T2S staff. Despite the service model being highly customisable and tailored to each community, it was recognised there were **efforts being made to streamline components of T2S**, particularly within each T2S site and with their interactions with community partners. One opportunity to further enhance collaboration and learning across sites would be to hold forums for T2S delivery staff to come together as a group. Staff indicated they would benefit from more communication across sites to share learnings and experiences. Currently this only occurs at the management level.

Examples of ways in which synergies are evident at some of the T2S sites are illustrated in Figure 4.1. Figure 4.1 Examples of Synergies in T2S

Between T2S Sites	Within T2S Sites
• **Engaging the same RTO** - allows efficiencies to be gained from only having to make major tailoring adjustments once. This was seen as very important given the amount of customisation needed for T2S cohorts (e.g. different learning styles, changed learning environment) • **Provision of training** - to T2S staff members and community partners across service sites. Allows efficiencies to be gained from being able to deliver the training to a larger group of people, and developing fewer sets of unique training material.	• **Leveraging community partners' facilities** – by using the facilities that are readily accessible allows additional activities to be included in T2S at a lower cost to YJ. This was evident for both the delivery of the Certificate component of T2S and the therapeutic services offered. Each site averages 15 community partnerships. • **Utilising work from previous cohorts** – Some sites showed evidence of leveraging what previous cohorts had 'produced' as part of their Certificate to aid the training or therapy of the succeeding cohort (e.g. using facilities that a previous cohort had built).

Source: Consultation

One aspect of service delivery that was noted as an area that could improve its efficiency was the **two-way delivery of training between the RTO and YJ**. Under current operation, RTO trainers receive trauma-informed practice training and cultural capability training from DCSYW to improve their appropriateness for engaging with the T2S cohort. More, however, could be done to communicate and engage staff in training related to teaching practice, so they could be of greater assistance in the classroom, reducing the need for additional support workers.

4.1   Engagement and Satisfaction of Youth Justice Staff

With high levels of satisfaction from the workforce comes lower levels of turnover and greater work efforts, and hence, improved efficiency. Therefore, the **satisfaction and engagement of youth justice staff** in T2S was a key evaluation question for this evaluation, captured through the stakeholder survey and consultations. The stakeholder survey was also used to gauge the impact that T2S had on the job satisfaction from community partners, as this could provide an indication of their willingness to continue engagement with T2S, and hence similarly result in greater efficiencies.

Survey respondents (n=27) reflected positively on their involvement with T2S, as shown in Figure 4.2. The considerable majority expressed having a positive experience when being involved with T2S, with **89% of respondents strongly agreeing or agreeing with the statement**. Similarly, **78% strongly agreed or agreed that their involvement with T2S and its outcomes increased their job satisfaction**. While these findings are positive, it can be expected that there are a multitude of factors contributing to staff retention, and hence efficiency. Resultantly, these findings (in terms of efficiency) should be interpreted with caution.

Figure 4.2 Survey respondents satisfaction with their involvement in T2S

Positive experience

89%
Strongly agree/ agree

Increased job satisfaction

78%
Strongly agree/ agree
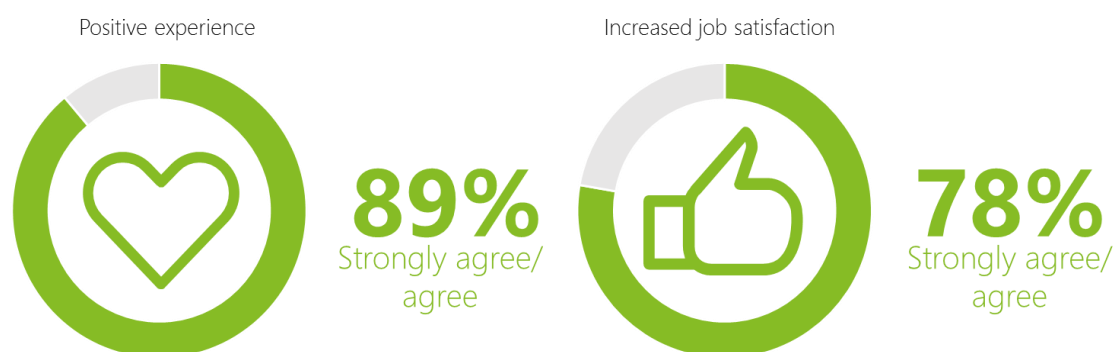
Source: Survey data, select stakeholders

Consultations with YJ staff and community partners largely support the findings from the stakeholder survey. Importantly, YJ staff that have been involved in the planning and delivery of the T2S service across all sites suggested that the program

had helped in staff retention, engagement of staff and their morale. The staff are aligned with the vision of the program, and their passion and commitment is key to its success. The young people have developed strong relationships with the staff and see them as role models. Some common themes emerged as potential explanations for increased staff job satisfaction from participating in T2S. These are illustrated in Figure 4.3.

Risk to the program is staff leaving

Figure 4.3 Contributing Factors to Increased Staff Job Satisfaction from T2S

Hearing the success stories

Feeling like you're making a real difference

Willing to put in more effort because you can see incremental outcomes everyday

Attending the graduation ceremonies is inspiring

Changes occurred so rapidly making it easy to stay motivated and engaged with the job

Two-way modelling of behaviours, where staff can also learn a lot from the young people not just vice versa

More satisfying than other YJ programs because you're working towards an end goal that can be kept in sight the whole time

Changing the definition of what youth workers are – being able to play a greater role than just a statutory requirement

Observing changes beyond the young person and into the family

Source: Consultation

The value and commitment of the T2S staff in contributing to the success of the program also means that there is a risk to the program's success if staff leave. Maintaining a high level of job satisfaction will be key to the effective delivery and sustainability of the program. There is also a need to develop a robust succession management plan to mitigate this risk. One potential opportunity to maintain staff engagement and facilitate ongoing professional development opportunities would be to provide a mentoring program whereby more experienced long term staff mentor staff who are newly involved in the T2S program.

4.2   Sustainability of T2S

Sustainability is an important facet of any service model, however with one of the primary objectives of T2S being to **build community capacity to invest services and provide support to young people**, sustainability is an imperative component of T2S. For this evaluation, the sustainability of T2S was captured through the willingness of community partners to co-invest in the service model (either in terms of in-kind or financial support), both from consultations but also by considering the extent to which they may already contribute to current service delivery in the sites evaluated. The impact of T2S on other services was also considered.

4.2.1   Involvement of Community Partners
Based on administrative data of the three sites evaluated, it was apparent that the **majority of community partners contributed to the service through in-kind support**; however, one of the sites noted they received donations from one of their community partners. There were four prominent categories of in-kind support being provided by community partners:

- **Subsidised costs to access facilities/services** (e.g. training rooms, transport hire, gym classes, education programs);
- **Free delivery of programs** (providing both trainers and training materials; e.g. motivational speakers, training for staff, resume writing, substance use, health education); and
- **Donations of goods to host agencies to support the young person's engagement** (e.g. training materials, food)
- **Student placements or referrals** (e.g. employers providing opportunities for T2S students to have a placement, permanent employment, traineeship, or be placed with a job agency)

Reported views from community partners on their willingness to co-invest in the service into the future was also considered. Consultations with the community partners across sites showed common themes, which broadly reflect the

statements and examples provided in Chapter 3.1.1 on engaging community partners. For example, community partners **recognised the value of T2S**, had become **invested in the service**, and were **eager for continued involvement** in its delivery.

One important note that came out of consultations with T2S staff was the reliance they had on community partners, and the fundamental role that their current community partners played in the delivery of T2S. While this is a positive feature, as it illustrates how the site has been successful in engaging the community partners and integrating each other's features to deliver a cohesive service, it can pose high levels of risk to the service operation in the event that the community partner no longer wishes to be involved. For example, a key community partner of one of the service sites recently changed their business strategy and are reducing their involvement with T2S. The high-support and resource-intensive model of teaching that the T2S service model employs poses potential risk to the sustainability of the service, as it depends on high levels of involvement from several community partners, as well as government funding.

4.2.2 Impacts of T2S on Other Services

Survey respondents were prompted to identify whether their service's interaction with T2S had affected their own service delivery, and if so, whether it was a positive or negative impact. Three notable themes emerged from their responses, both positive and negative, depending on how they were involved in the service:

- **Positive promotion of service** – community partners involved in delivering some of the activities (both Certificate and non-Certificate) of T2S noted that their association with T2S had promoted their service to similar young people in a positive light, resultant of positive feedback and use. This in turn increased the demand for their service, and a positive view from community.
- **Improved education and awareness for their staff** – community partners that interacted with the young people in T2S highlighted how it was a beneficial opportunity for their staff who had misconceptions about young offenders, and did not understand their level of need, disadvantage and negative stereotypes they face. The young people were able to break down these barriers, resulting in a two-way educational opportunity.
- **Negative promotion of service –** there were mentions that T2S had negatively impacted on some services through negative promotion. This was evident in community partners who had provided their service site as a location for T2S to operate from, and was related to their service being misconceived in the community if the young people were misbehaving during participation. These community partners mentioned their involvement with T2S could threaten to be a reputational risk, and attributed it to insufficient supervision or control of the cohort. Despite these comments, it should be noted that they still acknowledged how T2S was a positive program.

4.3 Effective and Efficient Operation of T2S

For the consideration of sustainability in the future, it is important to identify the **current enablers and barriers to the effective and efficient operation of T2S**, such that areas for improvement or refinement can be prioritised.

The stakeholder survey captured respondents' belief on the effectiveness of various components of T2S. These included:

- The educational/training component of completing the Certificates;
- Other activities focussed on improving their job readiness (such as implementing routine and work ethic);
- Job placement (such as work experience or site visits);
- Social-skills training (such as role modelling);
- Setting working agreements for behaviour management; and
- Provision of incentives, rewarding behaviour management.

Based on findings from the stakeholder survey, **all listed components were deemed by the majority (more than 70%) as effective or highly effective**. The educational/training component of completing the Certificates was deemed the most effective component, with 96.3% responding it was highly effective or effective.

In addition to these options posed to survey respondents, they were given the opportunity to share unique activities from their service site that they had noted particularly contributed to the effective or ineffective operation of T2S. The themes that emerged from this have been considered alongside the key enablers and barriers that were recognised from consultations across all sites. These are summarised in Figure 4.4, with each discussed in more detail.

Figure 4.4 Enablers and Areas for Improvement for the Effective and Efficient Operation of T2S

Enablers	Barriers
• Providing a wrap-around service • Implementing routine and consistency • Workplace based learning • Having the right trainers and staff • Program management • Setting short-term goals • Building rapport and a group mentality • Mentoring, relationship building and role modelling • Community fit	• Lack of motivation and 'readiness' • Range of influences in their external environment • Being out of formal education for a prolonged period of time • Variability in the skills and abilities of the young people • Cultural appropriateness • Engagement with families • Course length

Source: Consultation

Enablers

The most prominent enablers to the effective and efficient operation of T2S across all service sites were:

- **Providing a 'wrap-around' service** seen as particularly important for this population as these young people faced many barriers to participating in the program (e.g. lack of transport, family conflict, and poor nutrition). Each initiative will be discussed in turn:
  - **Incorporating an exercise component –** the particular physical exercise activity varied between sites, however all sites included it on a weekly basis at minimum. It was highlighted to improve their self-esteem, group mentality, concentration during the day and improving their stamina to engage in the physical components of the Certificates they were completing.
  - **Additional support outside of hours –** T2S has a highly intensive service model where support is provided to the young people outside of the days or hours where they are expected to attend. For example, counselling sessions were made available for the young people if they desired. One site also had a dedicated mobile number for the cohort to contact whenever they needed, or vice versa. Staff always made themselves available to the young people if they had additional needs, such as helping them attend appointments or organising financial matters.
  - **Providing transport –** helped young people get to and from the service, and being picked up made it less likely that they were not going to attend. Provision of transport was done at all sites evaluated, usually with a bus hired at subsidised price from a community partner. One site placed considerable emphasis on the role that the bus pick-up played in facilitating a group mentality and encouraging attendance.
  - **Providing breakfast and lunch –** seen as "a massive buy-in" for the young people, but also a way of ensuring that the young people had a nutritious meal that improved their concentration. The extent of this component varied extensively between sites. At one of the sites, providing food to the young people was also used as a group building exercise, through the involvement of cooking and/or cleaning together. At another site, lunch was always provided to young people however, the provision of breakfast was less consistent.
- **Implementing routine and consistency –** building routine and consistency into many facets of the service model was identified as an enabler, both in consultations and the survey, to **making the young people more job-ready**, as they got exposure to regular expectations that are set in a work environment.
- **Workplace based –** in all sites, at least some components of the service were workplace based providing on the job learning with theoretical modules integrated. This was seen as better suited to the cohort, and helped with the application of theory, improving their concentration, and exposing the young people to future opportunities, either in terms of additional vocational training, a traineeship or employment.
- **Having the right staff –** all sites emphasised the influence that staff had on the success of the service. It was valued to involve trainers that **wanted to see change and willing to be role models** for the young people. Some sites reflected on negative experiences in previous service deliveries, having had RTO trainers who were unsuited to the cohort, and resultantly noticed considerably less engagement and hence positive outcomes from the cohort. Another aspect of staff appropriateness that was noted in the survey was having culturally appropriate staff available for the young people.

- **Program management** – related to having the right staff, is having a passionate program manager who is dedicated to achieving the best outcomes for the young people. Managers at a number of the sites went 'above and beyond' the confines of their role, to ensure the highest level of support was being provided to the young people. This included driving to a young person's house to pick them up if they were otherwise unable to attend the course, engaging with families, and continuing to maintain contact with the young people following course completion, including putting them in touch with prospective employers.
- **Setting short-term goals** – helped young people maintain their motivation when the goal was in sight and reduced to manageable activities. There is also focussed attention given to each young person in the cohort to help him or her **identify goals, set action plans and provide reminders** throughout the course. This close attention is easily overlooked in other services that may have larger cohorts, longer durations or different priorities, providing a point of difference for T2S.
- **Building rapport and a group mentality** – the service model has a considerable focus on building rapport and a group mentality in the cohort, including with staff and trainers, to **facilitate the building of social skills and positive peer relations**. This helps them remain engaged in the service, opens up different topics of conversation which can facilitate the effectiveness of the therapeutic components of T2S, and assists with role modelling of social behaviours. Across sites, staff and trainers would usually involve themselves in all of the same activities as the young people, breaking down the notion of 'us' and 'them'.
- **Community-fit** – the flexibility of the model based on the community context is key to its success at individual sites. Allowing each site to determine their own program based on the profile and needs of the young people, as well as the resources and community partnerships available at each location.

Barriers

Three prominent barriers to the effective operation of T2S were acknowledged:

- **Lack of motivation and 'readiness'**. Due to the voluntary nature of T2S, and its large focus on job-readiness and employment, a major barrier to engaging young people and maintaining their participation in the program lied within their own motivation and willingness to change. A number of stakeholders mentioned that the service was most effective for those who had identified that they wanted to change the course of their life and just needed the guidance to take the next step, however the success relied heavily on this motivation to change.
- **Range of influences in their external environment.** Beyond the young person's motivation to change himself or herself, a major contributor to disengagement is the events that occur outside of the time they are at T2S. This could include a number of factors including family difficulties, their peer group, mental or physical challenges, or other responsibilities that have fallen on them, posing as barriers to their engagement with T2S. Stakeholders noted it was common for the young people to come to the program with 'excess baggage' that had largely been 'unpacked' meaning they faced a range of challenges in working through these issues, and trying to understand the broader story that underlies their disengagement.
- **Being out of formal education for a prolonged period.** A number of young people who were being referred to T2S had been out of formal education or schooling for several months, and in some cases years. It was noted that this was both a mental barrier (having the self-belief they could engage in education) but also in terms of maintaining attention throughout the day, and adjusting to a life with more routine and regularity.
- **Variability in the skills and abilities of the young people.** Both T2S delivery staff, as well as young people and their parents, commented that the course materials are only delivered at one level, and are not tailored based on individual ability. This means that some young people who may have significant learning difficulties such as limited reading and writing ability, or on the other hand, more advanced students who may be at a year 11 or 12 level, are not receiving the support they require from a learning perspective. This can lead to some young people being bored or disruptive in class.
- **Cultural appropriateness.** There is an opportunity to increase the cultural appropriateness of future T2S service deliveries. Stakeholders commented on the need to offer more culturally specific activities in the course content, such as engagement with cultural leaders or community groups.
- **Engagement with families.** Despite the support being offered through the T2S program, many of the young people lack support in their home environments, which can lead to difficulty engaging these young people over sustained periods. Now that the program is more established, there is a potential opportunity to facilitate a more wrap-around support service by engaging with parents and carers.
- **Course length.** Some stakeholders feel that the length of the program is a barrier to long term engagement with services, and is not long enough to enable meaningful transition into further education or employment. Additionally, a reduction in recidivism outcomes is unlikely to be achieved within a 12 week program.

Cost benefit analysis of the T2S Program

5   Cost benefit analysis of T2S Program

This chapter measures the net benefits of the T2S Program considering costs and benefits from the perspective of Queensland society

Key Findings:

- The T2S Program has a **net present value (NPV) of $15.6 million** (using a 7% real discount rate) and a **benefit cost ratio (BCR) of 2.57.** In other words, every $1 spent on the program results in $2.57 of benefits
- The benefits/avoided costs are driven by the reduction in offending outcomes in the treatment group relative to the comparator cohort.
- The T2S Program results in benefits to the government and society, including avoided costs of custody (**$18.3 million** in PV terms over the evaluation period), avoided costs of supervision (**$5.1 million** in PV terms) and avoided costs of crime (**$2.2 million** in PV terms)
- Other benefits that could not be quantified/monetised are described qualitatively, including increased education, employment, happiness and quality of life, as well as positive impacts on family members and the wider community
- The value of the benefits is expected to vary if there are significant changes to the profile of the treatment cohort (e.g. if the proportion of young people referred by Youth Justice increases the benefits may also increase).
- The T2S Program has a total cost of **$10.0 million** in PV terms over the evaluation period. This includes payments of wages and salaries to staff as well as any other program operating costs.

5.1   Overview

The T2S program provides vocational training and therapeutic services to young people at risk of offending and engaging in negative social behaviours. One of the key outcomes of the program (as discussed in Chapter 3) is the reduction in the rate of reoffending in the T2S treatment cohort compared to the comparator cohort. Closely linked to the reduced rate of reoffending is the reduced contact with the Youth Justice (YJ) system, which provides benefits (or avoided costs) to the government and the wider community. These include the avoided costs of custody nights, avoided costs of supervision and the avoided costs of crime. The associated costs are related to running and administering the program including labour input from both paid staff members as well as others in the community who volunteer their services (the latter costs are described qualitatively).

The rest of this chapter is presented as follows:

- The methodology section outlines the specification of costs and benefits
- The data and assumption section discusses the datasets and assumptions underpinning the analysis
- The results section presents the findings of the CBA, and Appendix F has a sensitivity analysis of the main assumptions.

5.2   Methodology

A Cost Benefit Analysis (CBA) provides a rigorous framework to evaluate the net benefits of the T2S program from the perspective of the Queensland community.

The approach taken is to estimate the costs and benefits of the T2S against the most realistic alternative, which, in this case, is a 'business as usual Youth Justice response'. The reason for this is threefold:

1. We are not comparing incremental benefits of programs (if we were doing that we would use a cost effectiveness analysis)
2. It is difficult to ascertain that in the absence of T2S there would or would not be another program
3. It is prohibitively difficult to obtain data for comparable historical programs.

The 'project option' assesses the costs and benefits associated with the T2S program, which are then measured incrementally to the 'business as usual youth justice response'. The business as usual youth justice response, commonly referred to as the base case, does not include the cost of supervision as this is already captured in the benefits under the avoided costs of supervision.

The costs and benefits for each option are then identified. The measurement of the costs and benefits are based on assumptions and data provided by YJ and other literature (discussed in more detail in the data and assumptions section). The costs and benefits are monetised where possible/feasible, however, where this is not possible, the non-financial or intangible costs/benefits are discussed qualitatively. The program costs and benefits were determined in consultation with YJ and in line with the program and its key outcomes.

Figure 5.1: Framework for developing cost benefit analysis
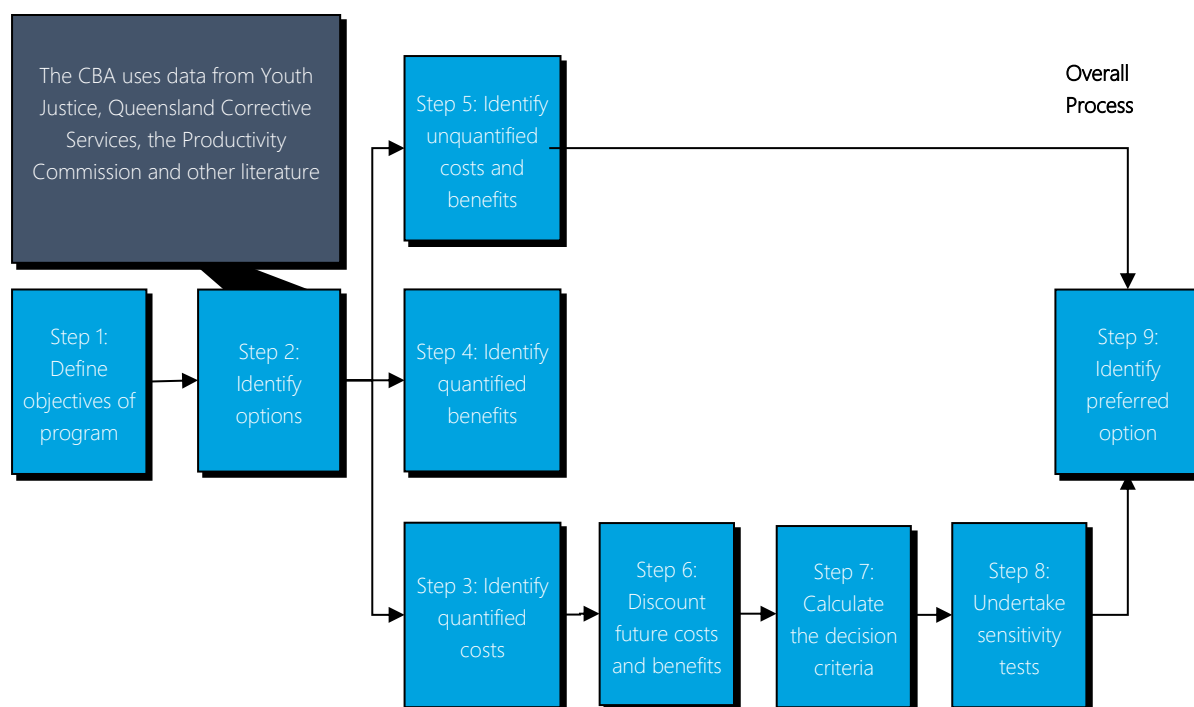
Source: Deloitte Access Economics

The evaluation timeframe is 5 years over the period from 2016-17 to 2020-21. Although the program commenced in 2015-16, the evaluation period begins in 2016-17 and program was cost neutral in the first year and there was no allocated budget or actuals available for that period[19].

The decision criteria calculated is the net present value (NPV) of the benefits and costs over this time-period and the benefit cost ratio (BCR). The costs and benefits are discounted at a real discount rate of 7% in line with Queensland Government guidelines.

5.2.2   Benefits and Costs
The costs and benefits associated with the T2S Program are included in Table 5.1 with a brief discussion of each.

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[19] Based on information provided by the Department

Table 5.1: Summary of costs and benefits

Program Impact	Description of potential benefits and costs
Avoided costs to the government/justice system due to lower reoffending. Benefits/avoided costs will be driven by the reduction in reoffending due to the T2S program compared to the comparator cohort. Avoided nights in custody and supervision days are quantified.	• Nights in custody (detention, prison) • Supervision days • Police time in responding to crime • Court costs
Avoided costs of crime due to reduced reoffending. The reduction in crime due to the T2S program is obtained by comparing the per category offences in the treatment group and comparator cohort and applying an average weighted cost of crime using cost estimates from AIC (2011).	• Cost of damaged property • Health cost related to physical injury • Lost output
Productivity impacts due to less time spent in custody, enhanced education pathways and reduced criminal history. Due to attribution issues, and as discussed with the Department, this is described in qualitative terms.	• Improved education and employment prospects • Avoided long-term stigmas due to criminal history
Health and well-being improvement for the individual and the relatives. This is described in qualitative terms.	• Self-confidence building • Stronger connection with family and friends
Direct costs of the program that are required to operate the program on a day to day basis. These are quantified.	• Labour costs • Other operating costs such as purchase of material, rent of offices, training of the staff
Indirect costs of the program that are not directly funded by T2S but has an opportunity cost of time. These are discussed in qualitative terms.	• Opportunity cost of time spent in the program for attendees and staff (e.g. volunteers)

Source: Deloitte Access Economics

This analysis attempts to quantify the major benefit and cost streams of the T2S program. On the benefit side, this includes benefits to the government/justice system including avoided costs of detention nights and supervision days. It also considers the benefits to society as a whole, taking into account the avoided costs of crime that no longer occurs as a result of the program. While the analysis attempts to quantify and monetise all key benefits, sometimes this is not feasible given data or other constraints (such as difficulty with attribution). One such benefit that was not directly quantified is the benefit to individuals participating in the program in terms of improved education and/or employment outcomes. It was discussed with the Department that attribution issues would be difficult to overcome. Therefore, it should be noted that this analysis is potentially conservative, as benefits to these individuals are not quantified. On the cost side, the operational costs of the program are readily obtained from financial budgets. The fixed costs (capital costs) attributable to the program were not readily available. Furthermore, reliable data on volunteers and in-kind support was more difficult to attain so this category is discussed qualitatively.

Benefits

The benefits fall into four broad categories including direct, secondary, productivity and other indirect impacts:

Direct impacts - The first round impacts are those associated with avoiding a youth justice cost from reduced re-offending leading to a reduction in custody nights including both detention nights (Youth Justice), prison nights (adult system) and

supervision days (both youth justice and adult). Furthermore, if an offender avoids getting charged and going to court, this results in lower police time and court time resulting in commensurate cost savings.

Secondary impacts - The second round impacts result from a reduction in subsequent re-offending. This has benefits to the Queensland community through a reduction in the cost of crime associated with the victims of crime including loss of damage and property to the victim, intangible costs and any medical costs incurred by victims of the crime.

Productivity impacts - Productivity impacts occur for three reasons. Firstly, if an offence that would have involved incarceration is avoided, this allows the participant to use that time to work and be engaged in productive activity. Secondly, if a program helps to boost educational attainment, pathways and increase employment opportunities (which is an outcome of T2S) this will potentially result in higher wages in the future. Finally, if a program results in someone not receiving a criminal record they may have a greater employment rate in the future from avoidance of the stigma associated with a police record.

Other indirect impacts - The program is likely to have positive impacts on the health and wellbeing of the individual and families of T2S participants. This is a result of reduced contact with the criminal justice system for those individuals involved in the T2S.

Costs

The costs associated with T2S includes direct costs and secondary cost impacts:

Direct costs - include the funding of any staff involved in T2S, on-costs for these staff, as well as operational costs (office space, cars) and training costs.

Secondary costs - includes the opportunity cost of time for the individuals involved in the program but not directly funded by the program and other costs such as referrals to and from the program.

5.3   Data and assumptions

5.3.1   Evaluation of the avoided costs due to the program

Youth Justice provided two data sets to evaluate the benefits (or avoided costs) attributable to the T2S Program:

- A treatment group data set, containing demographic, psychologic and offending records of T2S attendees over a 2.67 year period between 2015 and 2017. The main outcome variables - number of nights in custody, supervision, and number of charges by category - were recorded 12 months before and up to 12 months after the program. In order to maximize the number of observations (and representativeness of the sample) the analysis used 6 months post-program outcomes (and where re-offending is quantified 6 months after completion of the program[20]). Furthermore, when a T2S participant attended more than one program, only the outcomes of the last participation was considered. In addition, only those participants who successfully completed a course were considered (as this is what the comparator cohort was matched against). Finally, as the comparator cohort relates to Youth Justice only young people in the T2S treatment group with Youth Justice history were included in the sample, giving a total of 88 observations.

- A comparator cohort data set of 87 individuals, was matched to the characteristics of the young people in the T2S treatment group, which allows for a comparison across the two groups to isolate the effects of the T2S Program. It records the same information as the treatment data set, for young people who did not attend the T2S program. This comparator cohort was matched based on sociodemographic and contextual characteristics such as age, Aboriginal and Torres Strait Islander status, sex, offending history and risk profile to make the two data sets comparable.

Given the similar sample sizes across the treatment group (n = 88) and comparator cohort (n = 87), the comparison between these groups were completed without adjusting to a per capita basis. The matching between the two cohorts allows us to calculate the effect of the program on the main outcome variables namely, custody nights, supervision days and number of charges (by ASOC charge type) 6 months post the completion of the individuals last T2S program. The analysis assumes that in the absence of the project the change in outcome variables would have been the same in the treatment group and comparator cohort. This is illustrated in Figure 5.2 below, which conceptualises how the treatment

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[20] The post 6 months outcomes were used as it is a larger sample size and annualised to make comparable with the pre 12 month outcomes.

group and comparator cohort are used to obtain the incremental benefits. It is the incremental benefits that are attributable to the T2S program.

Figure 5.2: Calculating the incremental benefit
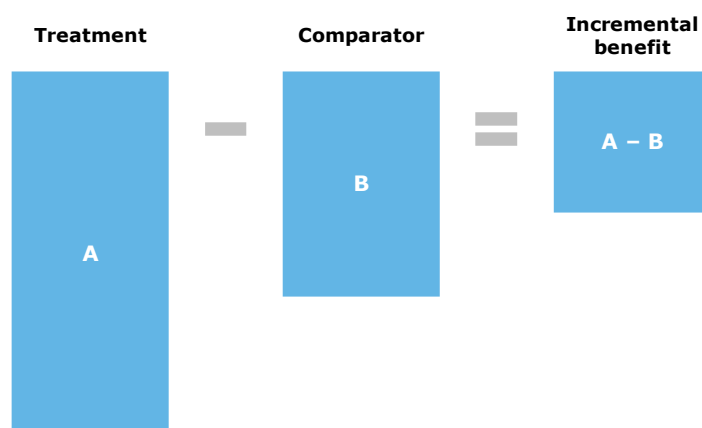
Source: Deloitte Access Economics

The approach to applying values to offending outcomes is highlighted in Figure 5.3. It allows for the quantification of the benefits attributable to the T2S program.

Figure 5.3: Approach to quantifying the benefits of the T2S Program

Benefits to government/justice system		Benefits to society
Avoided cost of custody	Avoided cost of supervision	Avoided cost of crime
Avoided cost of custody nights (Youth Justice and adult system)	Avoided cost of supervision days (Youth Justice and adult system)	Avoided cost of crime
= *Cost of custody night per person per night X*	= *Cost of supervision day per person per day X*	= *Weighted average cost of crime X annual change in offence count*
annual change in custody nights	*annual change in supervision days*	The weighted average cost of crime is calculated by weighting the composition of pre offending outcomes of the T2S cohort by the AIC cost of crime estimates (based on ASOC and broadly mapped to the AIC costs).

Source: Deloitte Access Economics assumptions

The analysis shows an improvement in key outcomes including custody nights, supervision days and charge counts classified using ASOC (see Chart 5.1). It should also be noted that, for these key outcomes, the change is analysed on the cohort level (across all ages given small sample sizes for some ages). It should also be noted that as the offending outcomes, which are used to derive the avoided costs/benefits, relate only to young people with Youth Justice history (which represents approximately 70% of all T2S participations), the benefits presented in this analysis are conservative.

Chart 5.1: Annual change in custody nights, supervision days and charge count (treatment relative to comparator)
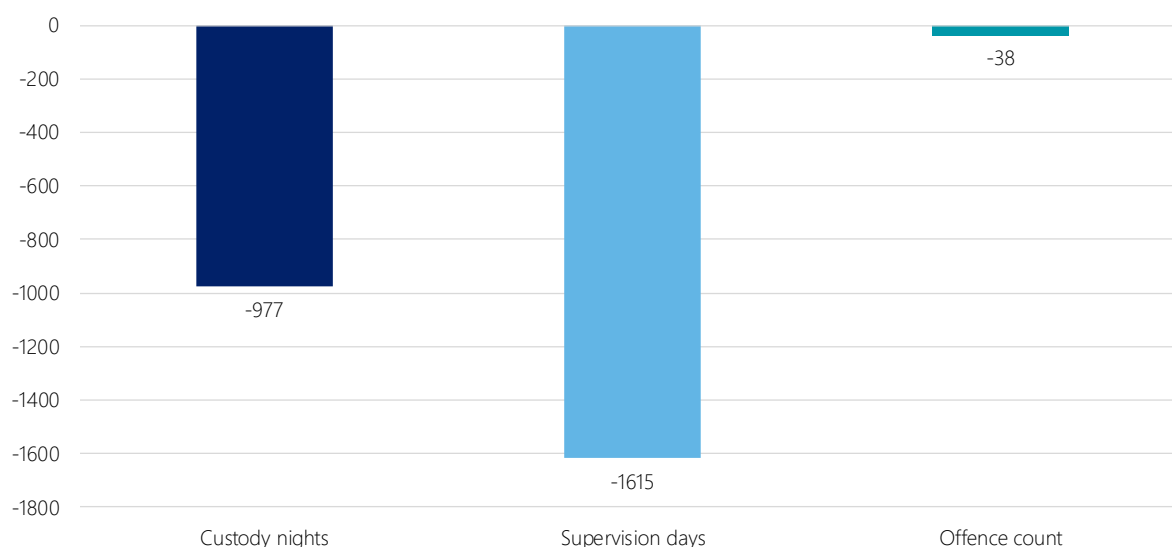
Source: T2S program data, Total T2S population with Youth Justice history who completed a course; T2S comparator data

The outcome for custody nights shows an improvement in the treatment group relative to the comparator. It should be noted that custody nights is the sum of detention nights (YJ) and prison nights (adult). Looking at the aggregate change in custody nights (YJ and adult) for all ages across the 2.67 year period, these have reduced by around 2,600 nights (or about 980 nights per annum).

There is also a reduction in supervision days in the treatment group relative to the comparator cohort. Supervision days are the sum of supervision days for YJ and adults. Looking at the aggregate change in supervision days (YJ and adult) for all ages across the same 2.67 year period, these have reduced by around 4,310 days (or about 1,620 days per annum).

In terms of charge count, there was similarly a reduction compared to the comparator cohort of around 100 charges over the 2.67 years (or about 38 per annum). The average reduction is highest for 14 year olds and 15 year olds, which potentially highlights the benefits of early intervention to change behaviours.

The cost of custody and supervision, along with the cost of crime was calculated using data from the Productivity Commission Report on Government Services report 2018 and AIC Report Counting the Costs of Crime in Australia 2011 (indexed to 2016-17 dollars). This provided information on the cost of youth detention, adult detention along with community supervision days and the cost of crime to be able to monetise the benefit streams (see Table 5.2). The weighted average cost of crime is calculated by weighting the composition of pre offending outcomes of the T2S cohort by the AIC cost of crime estimates (based on ASOC and broadly mapped to the AIC costs). While the ASOC and AIC crime categories do not map perfectly, it is possible to obtain a reasonable estimate based on these two datasets. Using the T2S program data, the two most common crimes committed by the T2S cohort before the program were identified as theft (30%) and unlawful entry with intent (19%), accounting for approximately half of all crimes. The remaining 51% spanned a range of crimes, including (but not limited to) public order offences, offences against justice, property damage and environmental pollution and illicit drug offences. Using the AIC cost of crime estimates (and indexing to 2016-17 dollars), which provides per incident cost estimates for a range of crimes, the weighted cost of crime (per incident) was calculated based on the composition of the cohort's previous offences, yielding a value of $3,054 (see Table 5.2).

Table 5.2: Estimated costs to the justice system and cost of crime

		Value	Source
Detention night (detention based supervision)	Per person per night	$1,492	PC RoGS 2018, chapter 17
Prison night	Per person per night	$294	PC RoGS 2018, chapter 8
Community-based supervision for young people[21]	Per person per day	$163	PC RoGS 2018, chapter 17
Weighted average cost of crime	Per incident	$3,054	AIC 2011 and Deloitte Access economics calculations

Source: PC, AIC and Deloitte Access Economics calculations

5.3.2 Discussion on the persistence of benefits

The benefits of the T2S program are captured both 6 and 12 months following the completion of their last T2S program. However, the benefit of the program (in terms of re-offending behaviour) is likely to persist longer and potentially last for a number of years following completion of the program.

To assess the impact of the program (in terms of the benefits) relating to the program expenditure over the period from 2016-17 to 2020-21, some assumptions are required to determine an average length of time that the benefits of the program are sustained.

The analysis of benefits is based on Allard et al. (2013), which identifies offender trajectories based on an Australian (Queensland) offender cohort of individuals born in 1983-84, tracing their offending behaviour until they reach age 25 (See Chart 5.2). They found the optimal model contained six trajectories of offenders, with each containing a membership probability. These trajectories are statistically determined. Of the six trajectories, it is considered that the most relevant offender trajectories for the T2S program given the mix of participants would be:

- Early onset- chronic
- Adolescent onset- chronic
- Adolescent onset- moderate

Taking the early onset- chronic offender trajectory, the number of offences increases from 2.5 per annum to 3.5 per annum for ages 14 to 16 and declines back to 2.5 per annum by age 19. Applying this offender trajectory, the T2S Program (with its outcome of reducing the re-offending rate) could lead to a cumulative reduction in offences over that period. A similar argument holds for the adolescent onset- chronic (offender trajectory) where the number of offences per annum continues to increase from the age of 14 to 21 years of age. In this instance, based on the offender profile, the benefits could be larger and sustained for a longer period (i.e. 7 years). This approach also applies to adolescent onset- moderate. On balance, the persistence of benefits is set to 5 years and a sensitivity analysis is conducted with the more conservative assumption of 3 years.

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[21] It is assumed that community-based supervision for adults is the same as community-based supervision for young people.

Chart 5.2: Offender Trajectory, Offences per annum by age
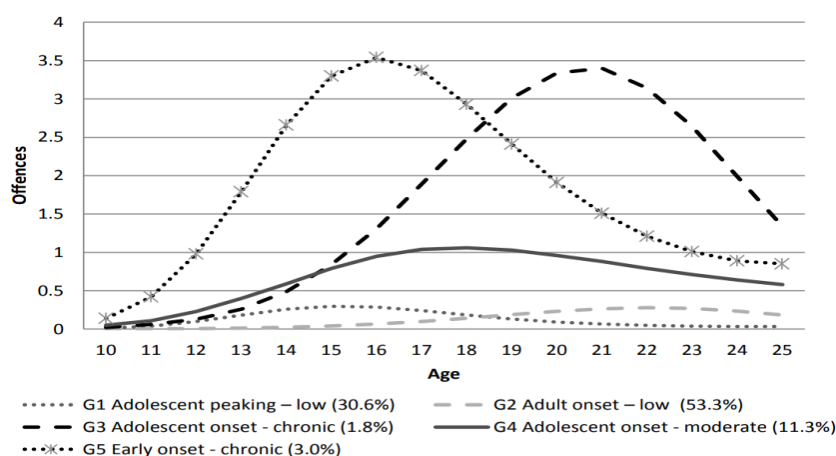
Using a stock/flow relationship approach to extrapolate the benefits (conceptualised in Figure 5.4) allows us to calculate the benefits over the evaluation period from 2016-17 to 2020-21[22] (see Chart 5.3). This stock/flow relationship assumes that the benefits persist for 5 years, based on the finding from Allard et al (2013). For example, the cost associated with running the program in 2016-17 delivers benefits to that respective cohort, and these persist for 5 years until 2020-21. This pattern continues each year until 2020-21, which is the final year of the evaluation period (and therefore, the last year of program expenditure). As the cost is incurred in this year (i.e. 2020-21), the benefits are sustained over a 5 year period until 2024-25. Since the evaluation period is over 5 years from 2016-17 to 2020-21, the benefits occurring subsequently from 2021-22 to 2024-25 are included in the analysis as a residual benefit and appropriately discounted. The 'total cumulative benefit' column in Figure 5.4, aggregates and summarises the total avoided cost associated with the reduced offending outcomes across the cohorts over time.

Figure 5.4: Calculating the incremental benefits (assuming benefits persist for 5 years)

Year	2016-17 cohort	2017-18 cohort	2018-19 cohort	2019-20 cohort	2020-21 cohort	Total cumulative benefit
2016-17	X decrease					X decrease
2017-18	X decrease	X decrease				2X decrease
2018-19	X decrease	X decrease	X decrease			3X decrease
2019-20	X decrease	X decrease	X decrease	X decrease		4X decrease
2020-21	X decrease	X decrease	X decrease	X decrease	X decrease	5X decrease
2021-22		X decrease	X decrease	X decrease	X decrease	4X decrease
2022-23			X decrease	X decrease	X decrease	3X decrease
2023-24				X decrease	X decrease	2X decrease
2024-25					X decrease	X decrease

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[22] This includes some residual benefits from 2021-22 to 2024-25

Chart 5.3: Benefits of the T2S program over time, $m real 2016-17 (undiscounted) based on program investment from 2016-17 to 2020-21
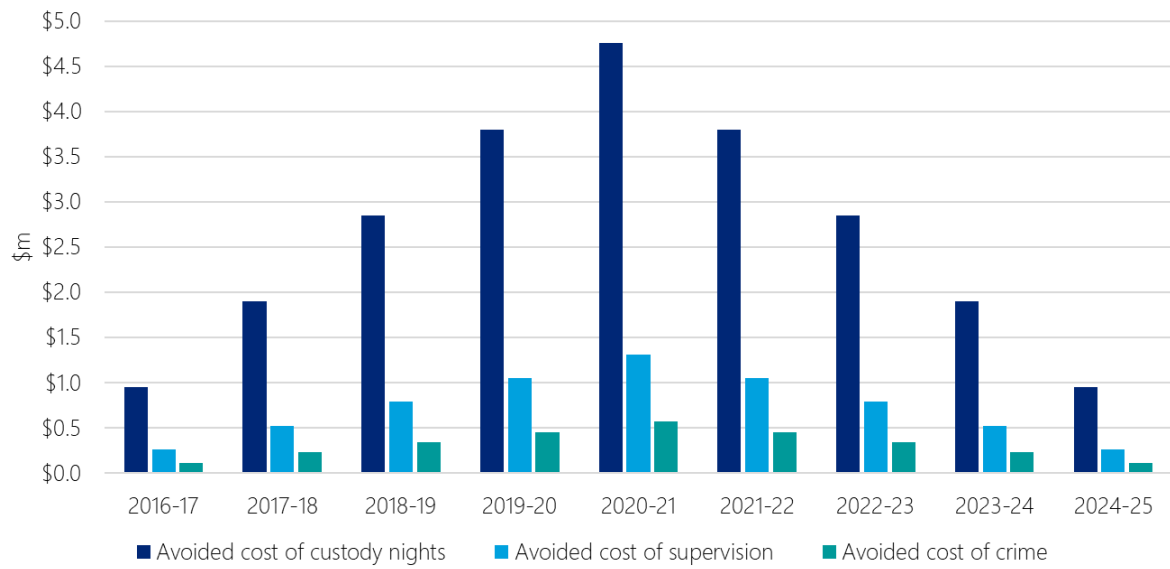
Source: Deloitte Access Economics calculations

5.3.3　Evaluation of the costs of the program

The measurable costs of the T2S program reflect the cost of operating the T2S program, which includes labour and any other operating expenditure (see Table 5.3).

Table 5.3: T2S Program Costs

	2016-17	2017-18
Transition to success[23]	$1,806,606	$1,549,670
T2S CQ[24]	$83,576	$313,578
T2S BNGC	$79,026	$360,626
T2S FNNQ Remote	$21,215	$138,217
T2S Cairns	$43,718	$72,082
T2S Atherton	$15,476	$79,785
T2S Townsville	$42,604	$120,458
T2S Western Districts	$37,236	$923
T2S Logan	$32,245	-
Total	$2,161,702	$2,635,339

Source: Department of Child Safety, Youth and Women
Note: Figures may not sum due to rounding.

Financial year 2017-18 included a number of one-off payments including an external evaluation ($176,200), the salary of a transition services director which will now be shared across other teams moving forward ($100,099), a department wide app 'Bubblesnap' ($85,000) and the Cherbourg Reinvestment Program ($50,000). As a result, when forecasting the costs forward, these one-off payments are subtracted from the 2017-18 total (yielding a total of $2,224,040) to derive the future costs of the T2S program in real terms (see Table 5.4). Moreover, since the Bubblesnap app and Cherbourg Reinvestment Program did not relate directly to the T2S program, these were also removed from the 2017-18 operational costs.

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[23] Relates to all staff wages, both regionally and central office, as well as additional costs for dedicated projects such as the external evaluation, Cherbourg Reinvestment Project and training/development activities.

[24] Relates to non-employee wages/operational costs at each region/site.

Table 5.4: T2S Program Costs

	2016-17	2017-18	2018-19	2019-20	2020-21
Operational costs	$2,161,702	$2,500,339	$2,224,040	$2,224,040	$2,224,040

Source: Department of Child Safety, Youth and Women

Capital costs in this instance are negligible as the program makes use of existing facilities, often free of financial cost. The Department also estimates that the T2S program has an average of one volunteer per location per program, and while this does not constitute a financial cost (i.e. wages in a budget), there is still an opportunity cost of this time. However, compared to the operational expenditure, this amount is likely to be small and would not materially change the outcomes of the analysis.

5.4 Results

The results of the CBA indicate that the T2S program has a net present value (NPV) of $15.6 million (using a 7% real discount rate) and a benefit cost ratio (BCR) of 2.57. In other words, every $1 spent on the program results in $2.57 of benefits (see Table 5.5).

The benefits/avoided costs are driven by the reduction in offending outcomes in the treatment group relative to the comparator cohort. The T2S Program results in benefits to the government and society, including avoided costs of custody ($18.3 million in PV terms over the evaluation period), avoided costs of supervision ($5.1 million in PV terms) and avoided costs of crime ($2.2 million in PV terms).

Other benefits that couldn't be quantified/monetised were discussed qualitatively, including increased education, employment, happiness and quality of life, as well as positive impacts on family members and the wider community.

The T2S Program has a total cost of $10.0 million in PV terms over the evaluation period. This includes payments of wages and salaries to staff as well as any other program operating costs. There are also other costs associated with volunteers opportunity cost of time, however, this is likely to be small.

Table 5.5: Cost benefit analysis results

	Present value (2016-17$)
Costs	$10.0m
Operational costs	$10.0m
Benefits	$25.6m
Avoided costs of custody nights	$18.3m
Avoided costs of supervision	$5.1m
Avoided costs of crime	$2.2m
Net present value	$15.6m
Benefit cost ratio	2.57

Source: Deloitte Access Economics
Note: Figures may not sum due to rounding.

A sensitivity analysis on key variables is included in Appendix F.

Areas for Consideration

6 Areas for Consideration

This chapter concludes the report by outlining considerations for YJ on areas of improvement

6.1 Areas for Consideration

Based on consultations with T2S staff, community partners, young people and parents, eight key areas of the service model were recognised as priority areas for consideration in future service deliveries. These are summarised in Table 6.1.

Table 6.1 Areas for Consideration

Engagement with Families	Stakeholders noted that some observed **changes in young people could not be sustained due to complex home environments** that were not being addressed by the service. To produce sustainable change with flow-on effects to either siblings or other family members, would require **more intentional engagement of family members** in the service delivery, as well as connections with other agencies to provide a wrap-around service. However, it was also cautioned that it might be not be sustainable for family functioning to become a responsibility of T2S. Incorporating this component **may divert their attention** too much from their current focus on the young people.
Transitional pathways out of T2S	Despite having individualised case-plans as part of the service, all sites acknowledged they could be **more intentional with the transition from T2S into education, training or employment**. Components recognised by stakeholders as key areas for development with respect to improving the transition include: • Increasing site visits to employers; • Placing more emphasis on implementing basic work conduct in T2S; • Breaking down community stigma of T2S young people; • Formalising follow-up procedures after graduation; • Increase young people's awareness about opportunities; and • Stronger links with Education Queensland to improve transition pathways for Aboriginal and Torres Strait Islander young people.
Staff resourcing	Staff resourcing was mentioned as a barrier to the effective operation of T2S, particularly in locations of larger cohorts and fewer resources. Staff were **no longer able to provide the same level of support they provided in** previous years because T2S had increased its presence across Queensland, resulting in resources being stretched. While it appeared as though this was a new concern at both sites, it was clear that staff saw it as a barrier that could escalate in difficulty if not addressed.
Opportunities for staff	Maintaining a high level of job satisfaction will be key to the effective delivery and sustainability of the program. A major enabler of the program's success is the dedication of the staff and the positive relationships they form with the young people. Consideration needs to be given to succession planning should staff leave. There is also an opportunity to improve development opportunities and engagement with staff by offering forums for delivery staff to meet with their counterparts from other sites, as well as mentoring programs run by the more experienced T2S managers.
Cultural Appropriateness	As discussed in Chapter 2.4, some efforts at sites have been made to improve the cultural appropriateness of the T2S service. These include having culturally appropriate case workers available, incorporating activities with Aboriginal and Torres Strait Islander organisations and delivering cultural capability training for YJ staff. However, staff acknowledged that the **cultural appropriateness of T2S could be furthered improved**. Some suggestions included: • Actively engage with local Aboriginal and Torres Strait Islander community for program design; • Building more partnerships with Aboriginal and Torres Strait Islander organisations; and • Increasing the number of culture specific activities delivered as part of the service.
Balancing Independence	Stakeholders noted that **in some cases T2S reduced the independence of young people due to the support-intensive nature of the service**, despite it intending to achieve the opposite. For example, providing transport was a key enabler to engaging young people in the service and reducing barriers for participation. However, it also resulted in young people, who were otherwise independent, wanting to receive similar levels of attention (e.g. also being picked up, despite them being able to make their

	own way to the service centre), as not to feel excluded. Resultantly, some service sites highlighted the difficulty in finding the optimal balance between facilitating and encouraging independence within the young people and providing support to improve their engagement.
Expansion to other sites	In determining the rollout of T2S sites in the future, consideration should be given to the current **lower proportion of young people who identify as Aboriginal and/or Torres Strait Islander** in the T2S cohort. There is an opportunity to expand the program to more remote and disadvantaged communities, based on consideration of identified need, which would increase the inclusivity of the program to more Aboriginal and Torres Strait Islander young people.
Community investment	Some sites lack investment from community partners due to a lack of community awareness about the program. Sites have to rely on YJ to initiate community involvement, or their existing relationships with local organisations. **Development of community campaign materials for use by all the sites, which can be customised based on circumstances and priorities**, would reduce the requirement of individual sites to allocate extensive resources to developing their own materials and recruiting partners.

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Appendices

Appendix A: Evaluation Approach

This appendix provides a high-level overview of the approach undertaken by Deloitte Access Economics to evaluate the outcomes of T2S, particularly with respect to the data collection, analysis and limitations.

A mixed methods approach was used, including semi-structured interviews, focus groups, an online survey, T2S administrative data, additional primary data analysis and thematic analysis of video recordings. The figure below illustrates an overview of the methodology, with key components described in more detail below.

Methodology Overview for the Evaluation
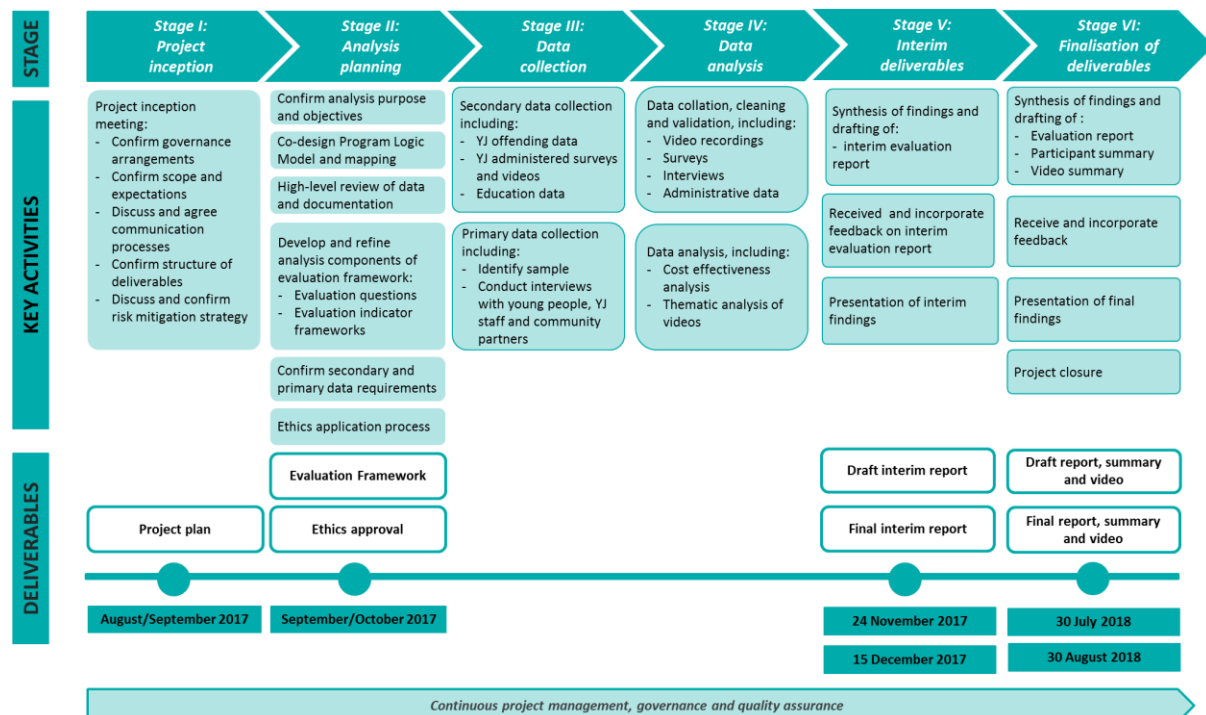
Source: Deloitte Access Economics

The approach taken in the final evaluation built on the interim report, with additional components to provide a more in-depth and rigorous evaluation, including:

- Interviews conducted with young people and their parent/carer (separately) to gain insights on the appropriateness and effectiveness of the service from the perspective of those participating rather than delivering the service;
- A cost-benefit analysis was conducted to provide a more detailed indication of the service's efficiency.

A.1.1.   Project Inception

The evaluation commenced in September 2017. The first stage of the evaluation involved delivering a project plan, establishing governance arrangements, deciding upon T2S site locations to be evaluated and confirming timeframes and structure of deliverables. It was agreed that the interim evaluation would focus on the interim outcomes from three T2S sites: Bundaberg, Townsville and Western Districts, and the outcome evaluation focussed on Caboolture, Sunshine Coast and Townsville. These were selected by YJ based on the timing of their service start dates aligning to the evaluation timeframes.

A.1.2.   Analysis Planning

A literature scan was conducted on relevant literature within Australia and internationally on other programs similar to T2S, and where possible, evaluations that have been conducted of them. This was used to inform the development of the Evaluation Framework. Deloitte Access Economics collaboratively developed an Evaluation Framework that was endorsed by the Youth Justice Evaluation Steering Committee in November 2017, and formed the basis of this evaluation. The

Evaluation Framework set out the outcome evaluation questions and how they will be explored through primary and secondary data collection and analysis. The key components of the Evaluation Framework are summarised below.

Ethics Approval

As this evaluation concerns vulnerable populations and sensitive data, ethics approval is required. An ethics application was submitted to Bellberry Human Research and Ethics Committee (HREC) to cover both the interim and final evaluation. The ethics application contained details on the evaluation approach. This included the identified stakeholders, number of participants, proposed analysis methodologies and alignment with considerations for research with Aboriginal and Torres Strait Islander and juvenile populations, outlined in the National Statement on Ethical Conduct in Human Research. Supporting documentation included data collection and analysis processes, participation information sheets, consent forms, semi-structured interview and focus group scripts, and survey questions. HREC approval for the evaluation was granted in November 2017. Young people could not be approached for interview by DAE until ethics had been approved, and therefore their views are not included in this report, however this will be included in the final evaluation report.

Program Logic

The program logic outlines the major components of the T2S service model. This program logic was co-designed with YJ through a program-logic mapping workshop. The program logic confirmed and contributed to the development of the evaluation questions and the subsequent data requirements for undertaking the outcome evaluation.

This evaluation considers a number of short, medium and long-term outcomes of the T2S service. For this evaluation, outcome indicators measure a change in an identified state associated with the operation of T2S. Underpinned by a theory of change, these outcomes are understood to contribute towards a longer-term impact of changing the profile of youth offending and creating intergenerational change. The terminology used to construct the Program Logic and guide the evaluation is outlined in the table below. The final T2S Program Logic is shown on the following page.

Program logic – Key concepts

Term	Definition
Goals	High level, long-term outcomes or benefits to which policy makers and the community aspire. This provides the reason for the existence of T2S
Inputs	The resources invested to produce outputs.
Process	The activities completed to produce outputs.
Outputs	The short term, tangible products delivered by the activities.
Short to Long Term Outcomes	The specific outcomes desired by stakeholders of T2S Outcomes may be achieved over time – in the short, medium or longer term. For the purpose of this evaluation, outcome time frames were dictated by YJ. Short term was considered to span the duration of the program, medium term was within 6 months of completing the program and long term was 12 months post completion. Outcome indicators measure a change in an identified state associated with the implementation of T2S (such as a reduction in offences).
Impacts	Impacts are what the long-term outcomes inevitably work towards. They should resonate with the goals of the program.
External Influences	Factors external to T2S and beyond the control of service providers, which may affect/contribute to the achievement of outcomes.

Program logic model for T2S

Transition to Success Service Model

Goals:
- Prevent at risk young people from entering the criminal justice system; and
- To reduce reoffending among people involved in the system

Objectives

- **Enhance young people's acquisition of practical skills** which will allow them to access employment, education and training opportunities
- **Develop young people's social skills, behaviour and emotional regulation** to increase their readiness to access and sustain employment, education and training.
- **Improve community perceptions of young people** and their ability to overcome personal challenges to engage in prosocial activities
- **Build community capacity to invest services and support to young people**

Inputs

- **Human resources**
  - T2S Staff
  - Community Partnerships
  - Young people
- **Education, training, and employment support materials**
- **In-kind support and time**
- **Financial Resources:** currently $5 million over 2016/17 – 2017/18
- **Promotional and communication material**

Activities

Social skills:
- Modelling of appropriate behaviour
- Incremental goal setting
- Therapeutic engagement and referrals

Job-related:
- Vocational counselling
- Job training
- Job placement
- Value add and short course certificates

Behaviour management:
- Expectation setting
- Reflective behaviour
- Positive reinforcement
- Working agreements

Employing a positive-believe approach:
- Strength based support
- Tailored to individual needs and skills
- Reflective practice
- Developing a mindset that is ready to transition
- Graduations and incremental celebrations to recognise achievements

Community/family Involvement:
- Establish external reference group
- Meetings and design workshops with local businesses "Design days"
- Identify local issues and crime context
- Consider the cultural context

Internal and external training:
- Cultural capability
- Trauma informed practice
- Classroom management

Outputs

- Graduates share stories to future potential participants
- Graduation ceremony
- Delivery of Cert I & Cert II
- Employment, education and training placements
- Vocational and job-readiness counselling
- Working agreements for behaviour management
- Adventure Based Learning
- Social skills training
- Reflection and redesign process
- Co-Design Days with External Reference Group
- Community partners to provide resourcing opportunities
- Internal and external training and communication
- Organisational engagement and communication
- Internal and external communication strategies

Outcomes

Short term (during T2S program)	Medium term (completion – post 6 months)	Long term outcomes (12 months post completion)
Outcomes – young people and their families		
Young people and their families attending and engaging with T2S	Young people are completing and graduating from the program	Young people show stronger family connections and contribute to an improved household
Culturally safe and responsive program for Aboriginal and Torres Strait Islander as well as Culturally and Linguistically Diverse families	Families are attending and participating in the graduation	
Young people develop increased awareness of pro-social supports	Young people are more connected with pro social support, such as families and community, and are more willing to access these support networks	Positive role modelling creating a flow on effect to peers and siblings
Young people engage in educational, vocational and therapeutic opportunities	Young people increase relevant competencies in area of education	Young people are contributing members of the community
	Young people seek additional education, training or employment	Young people are employed or engaged in education.
Young people reporting improvements in self-confidence and belief in self	Young people develop a more positive outlook of the future	Young people progressing towards short term goals and identifying long term goals
Young people increase their knowledge of wellbeing and understanding of health and well-being	Improved health outcomes resulting from better lifestyle choices	
Young people develop a routine for daily life	Young people show improved levels of mental and emotional well-being	
Young people develop a sense of mastery and accomplishment	Young people develop social skills and a sense of teamwork	Young people are confident in their abilities
Young people start engaging in pro-social behaviour, and develop an awareness of community expectations of positive behaviour	Young people show increased social responsibility and improved consequential thinking	Reduced recidivism of young people in terms of frequency and severity
	Increased ability of young people to self-regulate behaviour	
Outcomes – Community and local businesses		
Community and program partners participate in graduation	Communities co-invest in the program with resources, referrals and in-kind support	Reduction in stigma attached to at-risk youth and young offenders
Improved community awareness of the approach that T2S takes to youth offending	Improved perceptions of service model which moves away from a punitive approach	
	Community partners develop a philosophical investment in the program	Stakeholders understand young people and their needs, including the impact of trauma
Communities become aware of the possibility of increasing sustainable employment pathways for young people	Increased collaboration between YJ, community and program partners	Communities and service centres have the knowledge, skills, relationships and infrastructure to sustain the T2S approach in their local communities
Outcomes – DJAG		
Staff observe changes in young people and are exposed to positive youth justice stories	Increased staff satisfaction with job and role in YJ	YJ attitudes towards working with young people outside the justice system changes
	Staff engagement with the program and YJ increases	
	Reduction in staff attrition, resultant of improved satisfaction	Reduction in costs on administration resultant of a reduction in community and detention-based supervision orders
	Staff measure effectiveness of service based on outcomes rather than compliance with statutory orders	Reduced burden on the youth justice system with a reduction in recidivism
Outcomes – Other Government Agencies: Local, State and Federal		
An awareness of T2S is built	Increased confidence in the T2S process	Participation and collaboration from other government agencies
		Program effectiveness is recognised in other jurisdictions

Impacts

- There is intergenerational change noticeable in families with respect to recidivism, trauma and pro-social behaviour
- Young people, their families, the community and government all see young people in a different light and change the narrative surrounding youth offending
- Reduced burden on other crisis driven services such as child protection and health services
- Communities and local businesses jointly contribute to T2S and share successes to result in co-investment and co-ownership: social impact investment models
- Approaches towards young people by DJAG, other government agencies, businesses and community becomes integrated and collaborative, removing current barriers

External Influences

Access to services	Social/ Cultural	Economic and Environmental

• Factors impacting on access to T2S (e.g. location of program, continued demand for program's existence)
• Number of complementing or competing alternate services
• Lack of resources available to the program to enable implementation and hence ability to achieve the same outcomes as would have been possible with adequate resourcing
• Supply and capability of youth workforce
• Capacity and capability of local businesses to assist with providing job opportunities
• Availability and appropriateness of alternative education and registered training organisations to assist with education and skills development
	• Change in young people's risk and protective factors that occur over the course of time irrespective of involvement in T2S
	• Change in family and peer-relations of young people during T2S
	• Change in racial views of the community
	• Presentations of youth justice in the media
	• Young person involved in T2S interacting with other at-risk young people, not involved in T2S
		• Demographic make-up of the local population in communities where T2S is offered
		• Fluctuations and pressures on economic viability of the community:
		  - Degree of unemployment
		  - Impact of economic conditions on local industry
		• Timing, frequency and seriousness of local community disasters
		• Changes to funding arrangements or contractual agreements (positive or negative)
		• Legislative changes to the youth justice, police or Court system and the scope in which each operates (e.g., the age of youth offenders and policies around diversion)

Outcome evaluation questions

The outcome evaluation aimed to assess whether the T2S service is achieving its intended outcomes, considering this with respect to the following key outcomes:

- Offending and reoffending;
- Behavioural, social skills and self-esteem;
- Family and community relations; and
- Education and employment.

Beyond effectiveness, it also sought to identify its appropriateness, efficiency, sustainability, equity and unintended impacts. These domains have been aligned with the Report on Government Services (RoGS) Performance Indicator Framework[25]. The definitions of these domains are provided in the table below.

Definitions of outcome evaluation domains

Domain	Definition
Effectiveness	Refers to how well the outputs of a program achieve the stated objectives of that program.
Appropriateness	The program is appropriate if it meets the participants' needs. Appropriateness indicators seek to measure how well programs meet needs and identify the extent of any underservicing or over servicing.
Efficiency	Refers to the effectiveness with which a given set of inputs is used to produce an output (technical efficiency). Cost benefit analysis is also included, which assesses a given set of inputs against the outcomes achieved.
Sustainability	Involves assessing the capacity of the program to sustain workforce and infrastructure, to innovate and respond to emerging needs.
Equity	Equity is the absence of avoidable or remediable differences among groups of people, whether those groups are defined socially, economically, demographically or geographically.
Unintended Impacts	Any unexpected impacts of the program, either positive or negative.

The table below presents the outcome evaluation questions for the evaluation that were co-designed with Youth Justice, grouped by the domain of the evaluation.

Outcome evaluation questions

Outcome Evaluation Domains	Outcome Evaluation Questions
Effectiveness	To what extent are the target populations (e.g. at-risk young people of all cultural backgrounds, and community partners) being reached by T2S?
	Do young peoples' behavioural regulation and social skills improve over the duration of the T2S service?
	Does a young person's self-esteem change following the T2S service?
	Are young people's community and family connections enhanced through the delivery of T2S?
	Are T2S participants likely to be enrolled in education, training and/or employment after the T2S service?
	Do young people show a reduction in the severity and frequency of offending behaviour?
	Have attitudes towards offending and antisocial behaviour changed?

[25] Productivity Commission (2017). Report on Government Services, Volume C: Justice. Retrieved from: http://www.pc.gov.au/research/ongoing/report-on-government-services/2017/justice/rogs-2017-volumec.pdf

Appropriateness	Is T2S accepted by stakeholders (such as young people, parents/carers, local businesses, YJ staff, and other government agencies)?
	To what extent is T2S appropriate for the community in which it operates, particularly in consideration of the cultural appropriateness and other contextual factors?
Efficiency	Are synergies evident across components of T2S?
	Has the service model shown to be cost-effective?
	Has T2S improved the engagement and satisfaction of Youth Justice staff?
	Has T2S affected the offerings of other services targeted at young people, such as those involved in child protection or education?
Sustainability	To what extent is T2S considered sustainable?
	What are the enablers and barriers to the effective and efficient operation of T2S?
Equity	Does T2S have disproportionate impact on young people depending on certain characteristics, such as their ethnicity (in particular, Aboriginal and Torres Strait Islander or Culturally and Linguistically Diverse)?
	Is T2S equitable in its inclusion of young people referred to the service, particularly with respect to age, gender, and Aboriginal and Torres Strait Islander status?
Unintended Impacts	Did T2S create any unintended impacts?

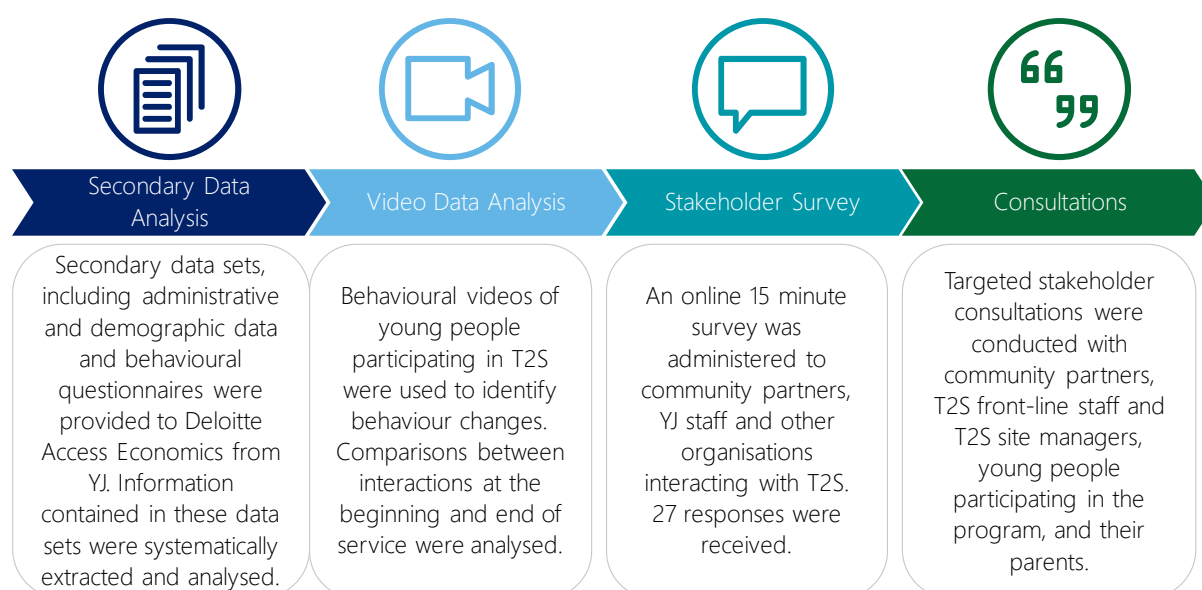Performance indicator framework

A performance indicator framework was developed for the outcome evaluation that mapped the evaluation questions to indicators and data sources. Where possible, each indicator was mapped to a quantitative and qualitative data source. The performance indicator framework for the outcome evaluation is provided in Appendix A. The purpose of the framework was to:

- Set out the evaluation questions explored in the report, and corresponding indicators to measure and answer them;
- Determine what data will be required to measure the evaluation indicators; and
- Highlight any areas where new data tools have to be developed to meet data gaps.

A.1.3. Data Collection and Analysis

Data was collected and analysed as per the evaluation framework. Using a mixed-methods approach, a combination of qualitative and quantitative methods were used to understand the likely causal pathways, and the magnitude, for any outcomes observed. The figure below provides a high-level overview of the approach taken to data collection and analysis. Further detail regarding each data source is given in the succeeding sections.

Overview of the approach to data collection and analysis

Secondary Data Analysis	Video Data Analysis	Stakeholder Survey	Consultations
Secondary data sets, including administrative and demographic data and behavioural questionnaires were provided to Deloitte Access Economics from YJ. Information contained in these data sets were systematically extracted and analysed.	Behavioural videos of young people participating in T2S were used to identify behaviour changes. Comparisons between interactions at the beginning and end of service were analysed.	An online 15 minute survey was administered to community partners, YJ staff and other organisations interacting with T2S. 27 responses were received.	Targeted stakeholder consultations were conducted with community partners, T2S front-line staff and T2S site managers, young people participating in the program, and their parents.

Source: Deloitte Access Economics

Secondary Data

Throughout T2S' operation, YJ collected data concerning the young people participating and its operation across locations, stored in a central repository. Deloitte Access Economics was provided with this data in a de-identified form, which was stored and analysed in Microsoft Excel. The data sources provided included:

- **Administrative data** regarding attendance rates, referral pathway, course completion, transition pathway, offending history etc. for T2S participants across sites in Queensland as of July 2018;
- **Demographic data and offending history of the YJ population in Queensland**, to provide a comparison of the T2S cohort to the general YJ population;
- **Community partner participation** and investment in the program, used to evaluated the sustainability of the program; and
- **Behavioural questionnaires** completed by the young people (and parents/carers) to assess various behavioural outcomes. These questionnaires included the Youth Level Service/ Case Management Inventory, Shortened Research Version[26] (YLS/CMI: SRV), Strength and Difficulties Questionnaire[27] (SDQ), Coopersmith Self-Esteem Inventory[28] (CSEI) and Community Cohesion Questionnaire (CCQ). The figure below provides an overview of each instrument.

More information on data sources are provided in Appendix C.

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[26] Hoge, R. D., & Andrews, D. A. (1996). *Assessing the Youthful Offender: Issues and Techniques*. New York: Plenum.
[27] Goodman, R. (1997). The strength and difficulties questionnaire: A research note, *Journal of Child Psychology and Psychiatry, 40*, 791-799.
[28] Coopersmith, S. (1967). *The antecedents of self-esteem*. San Francisco: W. H. Freeman & Co.

Overview of behavioural questionnaires used for the evaluation

YLS/CMI: SRV	SDQ (11-17yo)	CSEI Adult Version	CCQ
Provides an initial screening of risk of antisocial or offending behaviour and the need levels in young people

Administered: Pre and post T2S participation

Completed by: YJ youth worker

Domains: 8 questions across 8 domains

Style of response: 6 scored as Yes, No or Omit and 2 scored from 0 to 3

Scoring: Scores can be totalled to provide overall risk/needs level, or analysed disaggregated

Use in evaluation: Scores left disaggregated to analyse changes in risk in different domains | Brief screener to assess emotional and behavioural problems in children and adolescents.

Administered: Pre and post T2S participation

Completed by: Both young person and a parent/carer

Domains: 25 questions across 5 domains

Style of response: 3-point scale

Scoring: Sum of questions within a domain, aggregating to a classification of normal, borderline and abnormal

Use in evaluation: Pre and post domain classification analysed to indicate changes in strengths and difficulties | Revised version of the full Coopersmith Self-Esteem Inventory used to assess levels of self-esteem in adults.

Administered: Pre and post T2S participation

Completed by: Young person

Domains: 25 questions across 1 domain

Style of response: Dichotomous, like me or unlike me

Scoring: Sum of all questions

Use in evaluation: Pre and post scores analysed to indicated changes in self esteem | Questionnaire developed by YJ to provide an indication of connection to community in young people.

Administered: Pre and post T2S participation

Completed by: Young person

Domains: 6 questions across 1 domain

Style of response: 5-point scale

Scoring: Average score

Use in evaluation: Pre and post scores analysed to indicated changes in community connection |

Source: Deloitte Access Economics

Note: YLS/CMI:SRV domains were history of delinquency/conduct disorders, current school/employment problems, some criminal friends, alcohol/drug problems, leisure/recreation, personality/behaviour, family circumstances, attitudes/orientation. SDQ domains were emotional problems scale, conduct problems scale, hyperactivity scale, peer problems scale, prosocial scale.

Video Data

Videos of young people participating in the service were provided by YJ. The **behavioural videos** are taken of the young people whilst they participate in daily activities, once at the beginning of the service and again towards the end. They provide a **comparison across time of their social skills, behaviour and engagement with activities, as well as communication** with staff, community partners and other young people involved with T2S. These videos were analysed making references to non-verbal interactions with others, body language, verbal communication, facial expressions and group dynamics. The table below indicates the number of videos provided by YJ and analysed by Deloitte Access Economics for the evaluation, stratified by location.

Summary of video data collection

Location	Number of Videos Pre	Number of Videos Post
Bundaberg	1	14[29]
Caboolture	N/A	N/A
Sunshine Coast	3	3
Townsville	1	2
Western Districts	N/A	N/A

Note: Due to limited consent, there were no videos collected from the Western Districts site.

Online Survey

An online survey was co-designed with YJ to gain an understanding of the views on T2S from a number of different stakeholders. Stakeholders included **T2S staff from YJ, community partners and other government organisations and NGOs that may have interacted with T2S but did not directly engage with the program**. The survey consisted of **15 questions**, with a **combination of Likert-scale and free form responses** (refer to Appendix C for a copy of the survey questions).

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[29] 18 videos were provided, however four were deemed of insufficient quality to analyse, and were therefore excluded.

The survey was distributed by YJ, and respondents were provided with an anonymous URL, with the ability to forward the URL on to other stakeholders. The survey remained open to responses for two weeks, with a reminder provided to original recipients at one week.

Several questions were similar to those from consultations, allowing for the triangulation of data. It also provided an opportunity for program staff and community members to provide their opinions if unable to attend focus groups or if they wanted to share their responses anonymously. The figure below illustrates the key demographics of the survey respondents.

Stakeholder group and primary T2S site of survey respondents (n = 27)
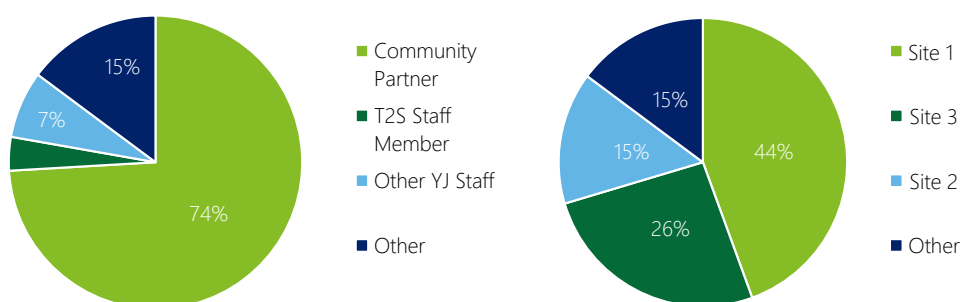
Source: Survey data

Consultations

Across the interim and outcome evaluation, consultations were conducted in five evaluation sites: Bundaberg, Caboolture, Sunshine Coast, Townsville and Western Districts. One-hour focus groups were conducted with community partners and T2S staff (separately) with a one-hour semi-structured interview (SSI) conducted with the T2S Site Manager. A number of interviews were also conducted with young people and their parents at Caboolture, Sunshine Coast and Townsville.

During consultations, all opinions were recorded by a note taker and the data was thematically analysed. For the thematic analysis, a structured process of review, reflection and refinement was followed:

Review involved coding topics and issues discussed or raised. This allowed consolidation into themes that could be drawn together across the source data.

Reflection involved consideration of the initial thematic analysis outlined above, combined with discussion among the evaluation team of the qualitative information encountered through the reading or consultation they have experienced.

Refinement involved the ongoing process of describing themes as clearly and concisely as possible, in a way that minimises duplication between themes. Data was triangulated with findings from the secondary data and stakeholder survey. This process allowed for findings to be validated and more in-depth insights to be gained.

A.1.4.   Limitations of the methodology

The report is an outcome evaluation of T2S that intends to capture the key findings of the service. A number of limitations of this evaluation should be noted, particularly in relation to relying on the findings of this report:

- **Reliance on a limited number of data sources.** Due to the timeframes of the evaluation, the primary data collected by Deloitte Access Economics, such as the consultations, were limited to stakeholders involved predominantly in the delivery of the service (for example, community partners and T2S staff) opposed to those participating in the service. Resultantly, the views of young people participating and their family members are not adequately captured. For the final report, efforts will be made to conduct SSIs with both young people and parents/carers to achieve a more robust evaluation of T2S from both the delivery and participation perspective.
- **Post-participation data was unable to be collected upon completion of delivery.** Despite not having a comparator population, all behavioural questionnaires and offending data aimed to utilise a pre-post participation comparison. The pre-service data was collected within 2 weeks of T2S commencing. Ideally, the post-service data is collected upon completion and graduation of T2S. However, due to the timeframes of the evaluation and length of the T2S service model, this was not always possible, and instead data was collected as

late as possible. Resultantly, this may limit the scale of outcomes observed and provide an underestimate to the true benefits of T2S. For simplicity, the remainder of this report will still refer to this data as 'post' participation.

- **Insufficient sensitivity of behavioural questionnaires.** The behavioural questionnaires administered to participants may not have been sensitive enough to pick up granular details of changes in certain aspects, such as their behavioural regulation or self-esteem. For example, the CSEI, administered to participants to observe changes in self-esteem, employed a dichotomous scale. This limits its ability to identify smaller changes in self-esteem. Again, this may result in an underestimation of the outcomes of T2S.

- **Small numbers of complete sets from behavioural questionnaires.** Not all participants who completed the pre-program questionnaires attended the same day that the post-program questionnaires were conducted (and vice versa), resulting in several incomplete sets and a small sample size. However, data was not analysed at an aggregated level (using cohort averages opposed to matching individuals), as there was great variability between participants making group averages unreliable. The small sample size made the results less reliable, and hence all findings were interpreted with caution and triangulated with qualitative data from consultations. The small sample sizes also prevented the disaggregated analysis of outcomes by gender and Aboriginal and Torres Strait Islander status.

- **Video analysis undertaken by the evaluation team.** The analysis of behavioural change observed in the video data was undertaken by the evaluation team and not clinical experts, who may be more suitably trained to identifying changes in young people's behaviour.

Withstanding these limitations, measures were implemented to maintain reliability and validity. Where possible, **data were triangulated using a number of qualitative and quantitative sources**. For example, while some of the questionnaires may not be sensitive to small changes in self-esteem or confidence, qualitative data from consultations were also analysed. Further, efforts were made to ensure that **stakeholders in both the consultations and stakeholder survey were assured of their privacy and confidentiality**, and encouraged to be honest in their responses, improving the reliability of the results. The identified limitations have been taken into consideration when analysing and interpreting the data, and will be used to inform the methodology for the final evaluation.

Appendix B: Performance Indicator Framework

Outcome Evaluation Questions	Outcome Evaluation Indicators	Data Sources
	Effectiveness	
To what extent are the target populations (e.g. at-risk young people of all cultural backgrounds, and community partners) being reached by T2S?	**Young people:** Quantitative O1. Number (%) of accepted referrals and referral pathway disaggregated by ethnicity, age, offence history and location, compared to demographics of YJ population.	T2S Administrative Data YJ Population Data
	O2. Average number of days attended by participants disaggregated by ethnicity, age, offence history and location, compared to expected attendance days (course dependent). Qualitative	T2S Administrative Data
	O3. Reported reason for incompletion of program or non-attendance	T2S Administrative Data
	O4. Reported enablers or barriers to engaging young people with T2S	Focus groups with front-line staff SSIs with T2S Site Managers Focus groups with community partners
	Community partners: Quantitative O5. Number and type of unique community businesses willing to partner with the program (with consideration to those targeted at Aboriginal and Torres Strait Islander or Culturally and Linguistically Diverse people)	T2S Administrative Data
	O6. Number and type of unique community businesses as part of the external reference groups in each location (with consideration to those targeted at Aboriginal and Torres Strait Islander or Culturally and Linguistically Diverse people) Qualitative	T2S Administrative Data
	O7. Perceived awareness from community partners on the role of T2S in youth offending	Focus groups with community partners Stakeholder survey
	O8. Perceived awareness from community partners on their role in youth offending	Focus groups with community partners
	O9. Reported enables or barriers to engaging community partners with T2S	Focus groups with front-line staff Focus groups with community partners SSIs with T2S Site Managers
Do young peoples' behavioural regulation and social skills improve over the duration of the T2S service?	Quantitative O10. Changes in personality/behaviour scores (Number (%), distribution and direction (+/-))	YLS/CMI Screening Tool
	O11. Changes in current school or employment problems score (Number (%), distribution and direction (+/-)) O12. Changes in peer problems scale (Number (%), distribution and direction (+/-))	YLS/CMI Screening Tool

Outcome Evaluation Questions	Outcome Evaluation Indicators	Data Sources
	O13. Changes in hyperactivity scale (Number (%), distribution and direction (+/-))	SDQ to young people and parents
	O14. Changes in conduct problems scale (Number (%), distribution and direction (+/-))	SDQ to young people and parents
	O15. Changes in difficulties in emotions, concentration, behaviour or getting on with other people, and the accompanying level of distress (Number (%), distribution and direction (+/-))	SDQ to young people and parents SDQ to young people and parents
	Qualitative	
	O16. Reported or observed changes in young person's ability to interact with other program participants, staff, family members and community partners	Behaviour videos of young people Focus groups with front-line staff Focus groups with community partners
	O17. Reported or observed changes in young person's ability to self-regulate behaviour	SSIs with T2S Site Managers Behaviour videos of young people Graduate audios of young people Focus groups with front-line staff SSIs with T2S Site Managers
Does a young person's self-esteem change following the T2S service?	**Quantitative** O18. Changes in self-esteem scores (Number (%) and direction (+/-)) O19. Changes in emotional problems scale (Number (%), distribution and direction (+/-))	Coopersmith Self-Esteem Inventories Instrument SDQ to young people and parents
	Qualitative O20. Reported views on the extent to which T2S has improved young person's self-esteem	Focus groups with front-line staff SSIs with T2S Site Managers
Are young people's community and family connections enhanced through the delivery of T2S?	**Quantitative** O21. Changes in scores pertaining to community engagement (Number (%), distribution and direction (+/-)) O22. Changes in leisure/recreation scores (Number (%), distribution and direction (+/-)) O23. Changes in family circumstances/ parenting scores (Number (%), distribution and direction (+/-))	Community Cohesion Questionnaire YLS/CMI Screening Tool YLS/CMI Screening Tool
	Qualitative O24. Reported views on the extent to which T2S has improved community engagement and connection O25. Reported views on the extent to which T2S has improved family connections	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers Graduate audios of young people Focus groups with front-line staff SSIs with T2S Site Managers
Are T2S participants likely to be enrolled in education, training and/or employment after the T2S service?	**Quantitative** O26. Number (%) completing an education/training course during T2S O27. Number (%) young people completing a Cert I or Cert II module in the courses O28. Number (%) enrolled in education or training upon completing T2S	T2S Administrative Data T2S Administrative Data T2S Administrative Data T2S Administrative Data

Outcome Evaluation Questions	Outcome Evaluation Indicators	Data Sources
	O29. Number (%) with employment upon completing T2S	
	Qualitative O30. Reported views on the willingness and attitudes towards engaging in seeking employment, or additional education and training O31. Reported views from community partners on the engagement of T2S participants in employment	Focus groups with front-line staff SSIs with T2S Site Managers Focus groups with community partners
Do young people show a reduction in the severity and frequency of offending behaviour?	**Quantitative** O32. Number (%) who went on to reoffend within 6 and 12 months post-service compared to offending rates 12 months pre-service O33. Changes in offending magnitude[30] O34. Average number of nights spent in custody 6 and 12 months post completion compared to 12 months pre-service	T2S Administrative data T2S Administrative data T2S Administrative data
Have attitudes towards offending and anti-social behaviour changed?	**Quantitative** O35. Changes in attitudes/orientation scores (Number (%), distribution and direction (+/-)) O36. Changes in prosocial scale (Number (%), distribution and direction (+/-))	YLS/CMI Screening Tool SDQ to young people and parents
	Qualitative O37. Reported views on young people's attitudes towards offending O38. Reported views on having a positive outlook for the future that is free from antisocial behaviour and offending	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers Focus groups with front-line staff Focus groups with community partners SSIs with T2S Site Managers
Appropriateness		
Is T2S accepted by stakeholders (such as young people, parents/carers, local businesses, YJ staff, and other government agencies)?	**Quantitative** O39. Ratings from key stakeholders on the role that T2S plays in young people, and their chosen approach	Stakeholder survey
	Qualitative O40. Reported views on the willingness of community partners to participate in the service	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers
To what extent is T2S appropriate for the community in which it operates, particularly in consideration of cultural	**Quantitative** O41. Number of unique activities in T2S, that were developed in response to the context in which it operates O42. Ratings from key stakeholders on the cultural and community appropriateness of the service model	T2S Administrative Data Stakeholder survey

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[30] Offending magnitude is a composite measure of offending developed by YJ that is based on offending frequency and peak offence seriousness during the monitoring period. Magnitude is categorised on a 5 point scale.

Outcome Evaluation Questions	Outcome Evaluation Indicators	Data Sources
appropriateness and other contextual factors?	**Qualitative** O43. Reported views on the ability of the program to be effectively adapted for the community in which it operates	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers
Efficiency		
Are synergies evident across components of T2S?	**Qualitative** O44. Reported views from service staff on the efficient use of resources made available to T2S.	Focus groups with front-line staff SSIs with T2S Site Managers
Has T2S improved the engagement and satisfaction of YJ staff?	**Quantitative** O45. Satisfaction from engaging in T2S	Stakeholder Survey
	Qualitative O46. Reported views from T2S staff on the impact of T2S on engagement to and satisfaction with their job.	Focus groups with front-line staff SSIs with T2S Site Managers
Has T2S affected the offerings of other services targeted at young people?	**Qualitative** O47. Reported views from other services on the impact of T2S on their service delivery	Stakeholder survey
Sustainability		
To what extent is T2S considered sustainable?	**Quantitative** O48. Contribution of community partners to service model delivery, as indicated by category and value of in-kind or financial support	T2S Administrative Data
	O49. Contribution of community partners to service model delivery, as indicated by provided pathways to education, training and employment participated in by T2S young people	T2S Administrative Data
	Qualitative O50. Reported views from T2S staff and community partners on the willingness to co-invest in the service model	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers
What are the enablers and barriers to the effective and efficient operation of T2S?	**Quantitative** O51. Reported views from key stakeholders on the most and least effective components of T2S in achieving its intended outcomes	Stakeholder survey
	Qualitative O52. Reported views from key stakeholders on the most and least enjoyable aspects of T2S for participants O53. Reported views from key stakeholders on the most effective components of T2S in achieving its outcomes	Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers Focus groups with community partners Focus groups with front-line staff SSIs with T2S Site Managers Stakeholder survey
Equity		

Outcome Evaluation Questions	Outcome Evaluation Indicators	Data Sources
Does T2S have disproportionate impact on young people depending on certain characteristics, such as their ethnicity (in particular, Aboriginal and Torres Strait Islander)?	**Quantitative** O54. Analysis of effectiveness outcomes (e.g. recidivism data, educational engagement, job attainment, change in behavioural scores etc.) disaggregated by factors such as ethnicity, age, offending history and location	T2S Administrative Data
	Qualitative O55. Reported views on the ability of the program to cater for a number of differing circumstances	Focus groups with front-line staff SSIs with T2S Site Managers
Is T2S equitable in its inclusion of young people referred to the service, particularly with respect to age, gender, and Aboriginal and Torres Strait Islander status?	**Quantitative** O56. Comparison of demographics (and offending history) of accepted referrals and broader YJ population	T2S Administrative Data
Unintended Impacts		
Did T2S create any unintended impacts?	**Qualitative** O57. Reported views from key stakeholders on any unique observations of the service model	Stakeholder survey All consultations with stakeholders.

Appendix C: Data sources

Source	Geographical location	Cohort	Description	Sample size
YJ data	State-wide	Full YJ cohort	Full YJ cohort	n = 2,187
T2S program data	State-wide	All T2S participations	All T2S participations	n = 339
T2S program data	State-wide	All T2S completed courses	All T2S completed courses	n = 276
T2S program data	State-wide	Total T2S population	Unique T2S participants (based on most recently competed course within 6 months)	n = 191
T2S program data	State-wide	Total T2S population who completed a course	Unique T2S participants (based on most recently competed course within 6 months) who completed a course	n = 151
T2S program data	State-wide	Total T2S population with Youth Justice history who completed a course	Unique T2S participants (based on most recently competed course within 6 months) with Youth Justice history who completed a course	n = 88
T2S comparator cohort	State-wide	T2S comparator cohort	T2S comparator cohort	n = 87
Survey data	Deep dive sites	Select stakeholders	Select stakeholders	n = 27
Psychometric questionnaire data	Deep dive sites	Select T2S participants	Select T2S participants	n = 10-55

Appendix D: Survey Questions

We would like to ask you a few short questions about your recent experience with the Transition to Success service model run by Youth Justice from the Department of Justice and Attorney-General. Your participation in this survey is voluntary and your responses will remain anonymous. You may withdraw your participation at any time. However, your views are important and if you choose to complete the survey, you are encouraged to provide as much detail as possible.

This survey has been reviewed by an ethics committee and approved as meeting the necessary ethical standards for conducting justice services research.

This survey should take around 15 minutes to complete.

Information about you

1. Which of the following best describes your work with young people and T2S? Please select one. [Single response]
   a. I am a front-line staff member at one of the T2S service sites, such as a Transition Officer or T2S Site Manager.
   b. I am a YJ staff member, but am not directly involved in delivering the service activities at site.
   c. I am part of an organisation or business that has partnered with T2S to deliver the service activities (this includes registered training organisations, business that help in facilitating the delivery of the activities or businesses that have gone on to employ graduates of the T2S service).
   d. I am part of an organisation or business that is not partnered with the T2S service; however, through my job I interact with the same at-risk young people or have had contact with T2S in the past (this may include employees from child services, health care providers or education providers that have referred young people to T2S).

If 1 = "a" go to 5, if 1 = "b", "c" or "d", go to 2.

2. Given your answer above, who is your primary employer and what role of your job (if any) has intersected with T2S? [Free text]
3. How aware are you of what the T2S service involves in targeting youth offending and the approaches it takes to do so? [Single response]

1	2	3	4	5
I do not know what T2S does – I have only heard about it	I know what T2S is but I do not know what activities it entails	I am somewhat across the T2S service model in my community	I am relatively across the T2S service model in my community	I understand all aspects of the T2S service model in my community

4. What impacts, if any, have you noticed on the delivery of your own service, because of T2S, and has this been a positive or negative impact? [Free text]
5. With what T2S site are you most involved? Please select all that apply: [Multiple response]
   a. Bundaberg
   b. Cairns
   c. Hervey Bay
   d. Logan
   e. Sunshine Coast
   f. Townsville
   g. Western Districts (Forest Lake)

About your experience with T2S
The following questions are about your previous or current experiences with the T2S service activities.

Thinking about your experiences in the previous 12 months and now, please rate your level of agreement with the following statements:

6. My involvement with the T2S service has been a positive experience for me. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

7. The T2S service and its outcomes has improved the satisfaction I get from my job. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

8. I believe the T2S service is an appropriate and effective service to offer to young people who are **at-risk** of entering the youth justice system. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

9. I believe the T2S service is an appropriate and effective service to offer to young people who have **previously had contact with** the youth justice system. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

10. I believe the T2S service is appropriately tailored to the community in which it operates. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

11. I believe the T2S service has been modified to be culturally appropriate in the respective communities. [Single response]

1	2	3	4	5
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree

12. Please consider your views regarding the approach that the T2S service takes in reducing youth offending, with respect to the following components:

    a. Involving community partners to facilitate delivery of the service [Single response]

1	2	3	4	5	I was not aware of this
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree	

    b. Building relationships with families (both between the young person and family, and also youth justice/the community and family) [Single response]

1	2	3	4	5	I was not aware of this
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree	

    c. Improving young people's readiness for employment in terms of their educational outcomes [Single response]

1	2	3	4	5	I was not aware of this
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree	

    d. Improving young people's readiness for employment in terms of their 'job etiquette' (such as turning up to work on time, having the right attitude and work ethic, etc.) [Single response]

1	2	3	4	5	I was not aware of this
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree	

    e. Improving social skills and behavioural regulation [Single response]

1	2	3	4	5	I was not aware of this
Strongly disagree	Disagree	Neither agree/disagree	Agree	Strongly agree	

13. For this question, please think about the **effectiveness of the approach** that you have observed. Please rate how effective you believe the following components of the T2S service are, based upon the observed changes in T2S participants:

a. The educational/training component of completing the Certificates [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

b. Other activities focussed on improving their job readiness (such as implementing routine and work ethic) [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

c. Job placement (such as work experience or site visits) [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

d. Social-skills training (such as role modelling) [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

e. Setting working agreements for behaviour management [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

f. Provision of incentives, rewarding behaviour management [Single response]

1	2	3	4	5	
Highly ineffective	Ineffective	Neither effective/ineffective	Effective	Highly effective	I do not know enough about this part of the service/our service does not do this

14. Each T2S location runs unique activities based upon the community in which it operates. Have you noticed any particular activities facilitated by T2S that have been particularly effective in improving the behaviour of young people? [Free text]

15. Do you have any additional comments or observations that you would like to make about T2S? [Free text]

Thank you for participating in today's survey. Your feedback is extremely valuable and will be used to inform the ongoing improvement of the T2S service.

Appendix E: Offending Magnitude

Developed by Youth Justice, offending magnitude is a reoffending measure composite of offending frequency and seriousness. The standard measure of reoffending is binary and is commonly presented in percentages of reoffending. Such binary measures are limited in sensitivity to non-serious offences and are not reflective of the progression of offences, omitting any potential escalation or de-escalation trends in offending behaviour. Other measures recently trialled include changes in offending frequency and changes in offending seriousness. While these measures do provide a more nuanced insight into the magnitude of reoffending, they are limited in their ability to reflect the movements of the measures in conjunction with each other.

Therefore, Youth Justice has supplemented standard binary measures for reoffending with a composite measure of offending magnitude, providing a more insightful picture. The offending magnitude measure allows a comparison of post-program with pre-program offending, incorporating both the frequency and seriousness of the offences.

The frequency component of the measure is calculated by computing all charged offences within a pre-determined monitoring period. This figure is expressed as the number of charges annually and is pro-rated to the monitoring period length of time, excluding any days spent in detention. Frequency is grouped into four categories (very low, low, moderate and high frequency) with differing cut off points for 6 months and 12+ month monitoring periods to account for distortion of very low rates when annualising based on 6 month results.

The calculation of the seriousness component is based on the most serious charged offence that occurred within the monitoring period. This offence is expressed as a number from one to eight, depending on the level of seriousness pre-determined by a high-level ranking of offence types. This ranking groups offences based on the severity of sentences handed down in Queensland Childrens Court jurisdictions, with offences in group one being the most serious and those in group eight being the least serious.

The offending frequency and seriousness are plotted on a matrix and the intersections are categorised into differing levels of offending magnitude. Figure A.1 depicts the colour coded categorisation where higher frequency, more serious offenders correspond to a higher offending magnitude than less frequency, less serious offenders.

Figure A.1 - Offending Magnitude Matrix

Despite several improvements from previous binary offending measures, the limitations of offending magnitude are recognised. The offending magnitude measure is limited through the use of the most serious charged offence, resulting in the proportion of an offender's charged offences at a particular level of seriousness not being accounted for. Further, the QASOC seriousness ranking is ordinal, not ratio-based and is only sufficient for tier grouping. Like other reoffending measures, this measure is sensitive to factors such as the degree of supervision throughout a monitoring period. Frequency calculations are influenced by high rates of detention during the monitoring period.

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