



Supervised Community Accommodation

Evaluation, Multi-Criteria Analysis and
Policy Options Report

Department of Youth Justice
September 2020

NOTICE

Ernst & Young was engaged on the instructions of the Department of Youth Justice ("Client") to provide evaluation, multi-criteria analysis and policy option development services in relation to Supervised Community Accommodation ("Project"), in accordance with the engagement agreement dated 27 May 2020.

The results of Ernst & Young's work, including the assumptions and qualifications made in preparing the report, are set out in Ernst & Young's report dated September 2020 ("Report"). The Report should be read in its entirety including the transmittal letter, the applicable scope of the work and any limitations. A reference to the Report includes any part of the Report. No further work has been undertaken by Ernst & Young since the date of the Report to update it.

Ernst & Young has prepared the Report for the benefit of the Client and has considered only the interests of the Client. Ernst & Young has not been engaged to act, and has not acted, as advisor to any other party. Accordingly, Ernst & Young makes no representations as to the appropriateness, accuracy or completeness of the Report for any other party's purposes.

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Senior Executive Director
Strategy & Performance, Department of Youth Justice
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Evaluation, Multi-Criteria Analysis and Policy Options Final Report

September 2020

EY
111 Eagle St
Brisbane
QLD 4000

To whom it may concern,

In accordance with our Engagement Agreement dated 27 May 2020 ("Agreement"), Ernst & Young ("we" or "EY") has been engaged by the Department of Youth Justice ("you", "the Department" or the "Client") to provide evaluation, multi-criteria analysis and policy option development services (the "Services") in relation to Supervised Community Accommodation (SCA) (the "Project").

The enclosed report (the "Report") sets out the outcomes of our work. You should read the Report in its entirety. A reference to the report includes any part of the Report.

Purpose of our Report and restrictions on its use

Please refer to a copy of the Agreement for the restrictions relating to the use of our Report. We understand that the deliverable by EY will be used for the purpose of recording the findings of the SCA evaluation, multi-criteria analysis and policy options development (the "Purpose").

This Report was prepared on the specific instructions of the Department solely for the Purpose and should not be used or relied upon for any other purpose.

This Report and its contents may not be quoted, referred to or shown to any other parties except as provided in the Agreement. We accept no responsibility or liability to any person other than to the Department or to such party to whom we have agreed in writing to accept a duty of care in respect of this Report, and accordingly if such other persons choose to rely upon any of the contents of this Report they do so at their own risk.

Nature and scope of our work

The scope of our work, including the basis and limitations, are detailed in our Agreement and in this Report.

Our work commenced on 27 May 2020 and was completed September 2020. Therefore, our Report does not take account of events or circumstances arising after September 2020 and we have no responsibility to update the Report for such events or circumstances.

In preparing this Report we have considered and relied upon information from a range of sources believed to be reliable and accurate. We have not been informed that any information supplied to us, or obtained from public sources, was false or that any material information has been withheld from us.

We do not imply and it should not be construed that we have verified any of the information provided to us, or that our enquiries could have identified any matter that a more extensive examination might disclose.

This letter should be read in conjunction with our Report, which is attached.

Thank you for the opportunity to work on this project for you. Should you wish to discuss any aspect of this Report, please do not hesitate to contact me on by email at alex.martin@au.ey.com.

Alex Martin
Partner



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1. Summary Report

Key Findings

EY was engaged to undertake a high level evaluation and multi-criteria comparative analysis of the Supervised Community Accommodation (SCAs) program. Following this analysis and in collaboration with the Department of Youth Justice, EY developed a shortlist of policy options for the future of SCAs. Some key findings of the report are shown below.

Evaluation Findings

- Overall, like the previous report from Griffith University and EY's last evaluation,* this high level evaluation shows that SCAs provide safe, secure and stable accommodation with wrap around services for young people.
- Stakeholders responded positively to the range of services provided at the SCA facility.
- Uptake of education or employment activities provided at the SCA facility was approximately 50%.
- In 2019/20, utilisation of SCAs was 60.5% (this number is an overstatement of occupancy given count methods, and includes emergency placements due to COVID-19).
- Over 70% of young people did not offend while at the SCAs.
- 83% of young people reoffended after exiting SCAs between January 2018 and December 2019, this is consistent with reoffending rates for the cohort more broadly.
- Cost per bed at 100% utilisation is \$1,513 for each place offered for a young person.

Comparative Analysis Findings

- The SCA Program was compared to the Child Protection Residential Care and Therapeutic Care (Residential Care), Youth Bail and Order Support Service (YBOSS) and Bail Support Services (BSS).
- Analysis, based on the data available, found that the accommodation support provided at SCAs has not been a cost-effective way to reduce reoffending.
- Compared to other programs, SCAs are more expensive and less utilised.
- YBOSS and BSS are highly utilised and offer similar bail compliance support services to SCAs including help in securing accommodation. This highlights the need for bail support services and integrated wrap around support with appropriate accommodation which is a significant cost.

	SCA	Residential Care	YBOSS	BSS
Utilisation	2	4	5	5
Cost	1	3	3	4
Weighted Score	1.5	3.5	4	4.5

Policy Options Findings

- ▶ Subject to further investigation, the most strategically aligned and feasible option appears to be to Discontinue SCAs and Repurpose some funding (Option 3)
- ▶ Retaining and continuing to refine SCAs (Option 2) would be costly and may have an adverse effect on the community's perception of the program
- ▶ SCA program is ceased and service gaps with accommodation and Bail Support are filled by existing or redesigned services, which many pressure existing services.

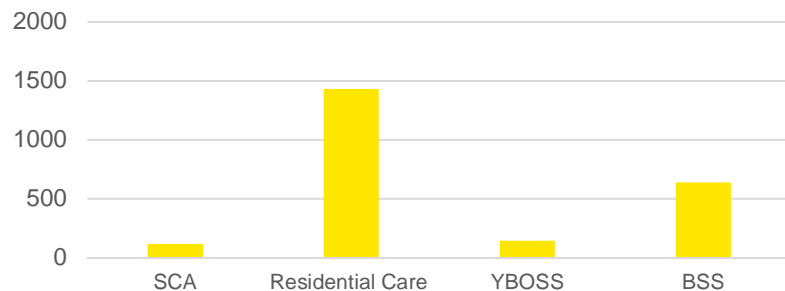
Comparative Analysis – High Level Findings

A Comparative Analysis was conducted to understand how SCAs differed from other similar programs that targeted similar cohorts and assist in evaluating SCA's value for money.

In undertaking the Comparative Analysis, the SCA Program was compared to the Youth Bail and Order Support Service (YBOSS), Child Protection Residential Care and Therapeutic Care (Residential Care) and Bail Support Services (BSS). Some high level findings from the analysis are shown below, the methodology and detailed findings can be found in Appendix A.

	SCA	Residential Care	YBOSS	BSS
Target Cohort	Young people aged between 14 and 17, who are charged and are in a watch house, on bail, on remand in a detention centre or on a community order and do not have access to suitable accommodation	Residential - young people aged 12 to 17 subject to a Child Protection Order (CPO) Therapeutic - young people aged 12 to 17 subject to a CPO who have been assessed to have complex or extreme needs	Young people on bail, young people assessed as moderate to very high risk in the youth justice system and/or are homeless or at risk of homelessness	Young people aged 10 - 17 years with involvement in the youth justice system that are at risk of breaching bail conditions
Key Services Offered	24/7 housing, access to wrap around support, bail compliance assistance	24/7 Housing, therapeutic support	Bail compliance assistance, case management, assistance in finding accommodation	Bail compliance assistance, case management, assistance in finding accommodation

Actual Annual Users (2019-20*)



SCA reaches the smallest number of young people compared to the other programs. This highlights its limited reach in providing services for a large proportion of its target cohort population, driven by the low number of contracted places (16 at any one time).

	SCA	Residential Care	YBOSS	BSS
Cost per Service User	\$78,872	\$88,716	\$7,711	5,369

- SCA and Residential Care have a much high Cost per Service User, compared to YBOSS and BSS, due to the programs offering 24/7 housing
- SCA has a lower Cost per Service User than Residential Care as the average stay at SCAs is shorter Residential Care. The number of young people that cycle through SCAs is much higher than Residential Care in a given year, which means the Cost per Service User metric of SCAs is understated.

Comparative Analysis – High Level Findings

Utilisation and cost were assessed for each of the comparator programs and displayed in the tables below. Rationale and methodology for the comparative analysis can be found in Appendix A.

	SCA	Residential Care	YBOSS	BSS	Utilisation	100%	92%	60.5%	40%
Utilisation	60.5%	92%	178%	135%	Cost per Bed Night - SCA	\$1,513	\$1,891	\$2,500 (Current)	\$3,782
Cost per Bed Night	1,513	830	-	-	Cost per Bed Night - Residential Care	\$830	\$902 (Current)	\$1,372	\$2,075

- The actual users for YBOSS and BSS both exceeded the budgeted users for 2019-20. This demonstrates evidence of the service need.
- SCA has the lowest utilisation rate of the comparator programs
- The Cost per Bed Night metric provides a more accurate representation of the actual cost of the services offering accommodation. This is because it is not affected by the volume of young people using the service and length of stay.

- Assuming 100% utilisation, Cost per Bed Night of SCA is almost twice that of Residential Care
- Due to its relatively low utilisation, the Cost per Bed Night of SCA is compounded
- The high staff to young person ratio of the SCAs is the main cost driver due to SCAs current service model requirements
- YBOSS and BSS offer needs-based services whereas SCA must maintain a core staff 24/7 due to its current service model, this is a significant contributor to cost.

The four programs including the SCA program have been assessed against the two criteria noted in the table below, the results are shown in the table below. The detailed comparative analysis can be found in Appendix A.

	SCA	Residential Care	YBOSS	BSS
Utilisation	2	4	5	5
Cost	1	3	3	4
Weighted Score	1.5	3.5	4	4.5

SCA Evaluation– High Level Findings

The high level evaluation of the SCAs focused on the implementation and impact of the program by exploring the questions below:

1. Is the program being implemented as intended?
2. Are participants being reached as intended?
3. What are the impacts of the program?
4. Could changes to processes result in more efficient service delivery?

The evaluation methodology encompassed the collection and analysis of the following data between 25 May 2020 and 3 July 2020. This was a high level evaluation based on desk-top analysis of available data and limited consultations. The findings were determined from:

- Focus groups with Youth Justice stakeholders and SCA service providers
- Interviews with young people and guardians
- Survey data collected by YJ
- Administrative data collected by YJ

High Level Evaluation Findings

Is the program being implemented as intended?

- Expansion to additional referral pathways beyond court referrals have increased uptake, with 89% of recorded referrals made through Youth Justice.
- While stakeholders responded positively to the range of programs and services provided at the SCA facility, these supports vary between regions and uptake of education or employment activities was approximately 50%. This about the same uptake as detention programs.

What impacts have resulted from the program?

- Over 70% of young people did not offend while at the SCAs.
- 83% of young people reoffended after exiting SCAs between January 2018 and December 2019. We understand this is consistent with the reoffending rate for the cohort more broadly.

Are participants being reached as intended?

- While utilisation of SCAs has increased over time, it remains low, reaching 60.5% in 2019/20. This number is an overstatement of occupancy given count methods, and includes emergency placements due to COVID-19.
- While transitions to alternative placements in the community have increased, this only accounted for 36% of SCA exits in 2018/19.

Could changes to the processes result in more efficient service delivery?

- Cost per Bed Night at 100% utilisation is \$1,513 for each place offered for a young person.
- Changes in process may result in a more cost-efficient service delivery, particularly in relation to SCA staffing however, these changes may affect the integrity of the service model

SCA Evaluation– High Level Findings

The list below displays the high level evaluation findings from stakeholder consultation and analysis undertaken during the SCA evaluation. SCA Evaluation methodology and detailed findings can be found in Appendix A.




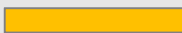
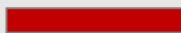
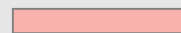
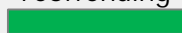
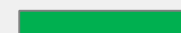
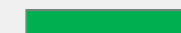
Key SCA Evaluation Findings

- ▶ Utilisation of SCAs has increased over the last year as a result of expanding the target cohort criteria (accepting higher risk cohort and emergency referrals).
- ▶ Utilisation remains low despite broadening referral pathways.
- ▶ The SCA cohort made positive use of the wrap around support that was available at the SCA facility.
- ▶ SCAs were assessed to be not cost effective (due to low utilisation) and although reoffending declines while in an SCA, there is insufficient information to conclude whether reoffending rates on transition back to the community is lesser in duration or severity compared to like-population data. Anecdotal information suggested that the rate of reoffending was similar to that of other youth justice cohorts, though the current evaluation did not include comparator groups to verify this assessment.
- ▶ The rate of young people consenting to the SCA program has declined.
- ▶ 36% of young people were placed with families on exiting SCAs.

Policy Options

We identified potential policy options, in conjunction with the Department, which were assessed in line with the objectives. Detailed Policy Options assessment can be found at Appendix C.

Subject to further investigation, the most strategically aligned and feasible option appears to be Option 3 (Discontinue SCAs and Repurpose some funding), Option 2 to retain and continue to refine would be costly and Option 1 to discontinue SCAs may lead to service gaps that are unable to be filled with existing services.

Option	Description	Alignment to Youth Justice Strategy and Strategic Plan	Alignment to Whole-of-Government objectives	Alignment to cohort need
1 Discontinue SCAs	Divesting of SCA asset, close program and transfer existing clients to other services – use existing services to fill any gaps	Discontinues housing support to young people and may decrease access to supports  Weak	Does not support government priority of keeping communities safe and may lead to an increase in bail youth reoffending  Moderately Weak	Young people's needs not met without referral to alternative services  Moderately Weak
2 Retain and keep Refining SCAs	Retain SCA program while continuing to refine components of the program that have resulted in high cost and low utilisation.	Aligned to all pillars of Youth Justice Strategy namely providing wrap around support to young people  Moderate	Discontinuation of accommodation services allows for more efficient use of asset and maintenance funds for other purposes  Weak	Services are tailored to meet needs and risks of children and young people in youth justice over longer period of time regardless of placement option  Moderately Weak
3 Discontinue SCAs and Repurpose some funding	Divesting of SCA asset; repurpose some funding to enhance existing services that also offer wrap-around supports, including referral options for accommodation and undertake service needs/gap analysis to determine optimal service response	Aligns with priorities by providing wrap-around support to young people, however it is uncertain as to whether this will be successful in keeping young people out of custody and reduce reoffending  Strong	SCA facilities are non-secure and young people may abscond which may have an adverse consequence to the government priority of keeping communities safe  Strong	Services and assets are somewhat tailored to meet the needs of current SCA cohort, however do not address needs of more complex young people who would need more intensive supports over a longer timeframe  Strong

Key Limitations

The Comparative Analysis and Evaluation is subject to limitations, key limitations are noted below, while the detailed limitations for the Comparative Analysis can be found on Page 26 and on Page 44 for the Evaluation.

- The Comparative Analysis and Evaluation was conducted in a limited timeframe which did not allow for detailed analysis and evaluation to occur beyond that described herein.
- Our evaluation methodology was limited to cohort analysis; we were unable to apply a quasi-experimental design to enable identification of outcomes in relation to matched groups.
- EY did not attempt to verify or validate input or documentation sourced from any of the departments or data providers. EY was not present when the data reports were run. As such, EY is relying on the data provided by the departments and data providers in completing this analysis. No attempt has been made to audit, verify or validate the inputs used in this analysis.

2. Appendix A – Comparative Analysis & SCA Evaluation



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1. Executive Summary

1. Executive Summary

1.1 Background

Over the past four years, significant changes and investment into the Queensland youth justice system has been made to achieve enhanced efficiency and effectiveness, supporting better outcomes for young people, reducing reoffending by young people and enabling safer communities. These reforms to the youth justice system have been underpinned by evidence-based policy and practice, action learning and an ongoing commitment to reviewing and evaluating reforms.

In December 2018, the *Working Together Changing the Story: Youth Justice Strategy 2019-2023* (the Strategy) was released, setting the framework for the Queensland Government's policy and strategic direction in changing the story for children and young offenders and their communities. The four pillars of the Strategy are:

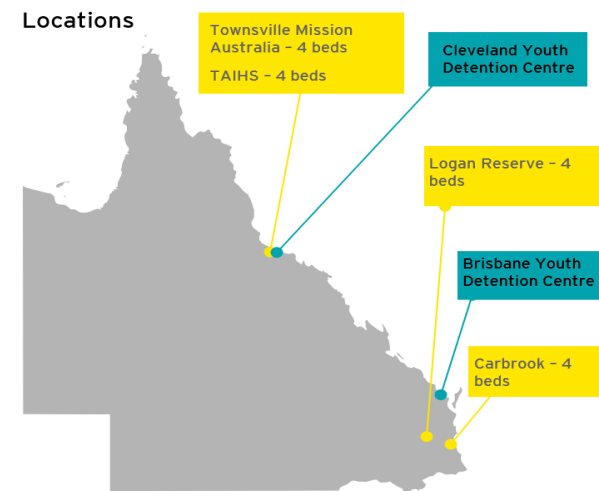
- Intervene early
- Keep children out of custody
- Keep children out of court
- Reduce re-offending

The Strategy also highlights a commitment to delivering more cost effective community based options to keep communities safe and to ensure that young people are provided with the services and support they need to transition back into their families and communities, and into adulthood.

1.2 Supervised Community Accommodation

The Supervised Community Accommodation (SCAs) Program was established in 2017-18 by the Department of Youth Justice to provide community-based accommodation and supervision for young people. They aim to provide a safe, home-like environment in the community, with wrap around assessments, intensive case management and 24/7 support. In particular, the SCAs were established to help young people to comply with orders, access required services, engage with education and connect with family and community members.

The original purpose of the SCAs was to provide Supervised Bail Accommodation, with the goal of reducing the rate at which young people are remanded in custody. As shown in figure opposite, there are currently four facilities that offer SCA services across Queensland, each providing accommodation for up to four young people at a time.



1. Executive Summary

1.3 Comparative Analysis

A Comparative Analysis was conducted to understand how SCAs differed from other similar programs that targeted similar cohorts and assist in evaluating SCA's value for money.

In undertaking the Comparative Analysis, the SCA Program was compared to the Youth Bail and Order Support Service (YBOSS), Child Protection Residential Care and Therapeutic Care (Residential Care) and Bail Support Services (BSS).

The four programs including the SCA program have been assessed against two criteria, as shown in the table below.

	SCA	Residential Care	YBOSS	BSS
Utilisation	2	4	5	5
Cost	1	3	3	4
Weighted Score	1.2	3.2	4.2	4.6

	SCA	Residential Care	YBOSS	BSS
Utilisation	60.5%	92%	178%	135%
Cost per Bed Night (\$AUD)	1,513	830	-	-

Key Comparative Analysis Findings:

- ▶ The analysis indicates that SCAs offer intensive 24/7 wrap around services, which are intended to support reductions in reoffending rates.
- ▶ From the data collected, these SCA services have not been shown to be a cost-effective way to reduce reoffending.
- ▶ Compared to other programs, SCAs are more expensive and less utilised.
- ▶ YBOSS and BSS offer similar support services to SCAs to assist young people with bail compliance including assistance in securing accommodation. YBOSS and BSS are also highly utilised services.

1. Executive Summary

1.4 SCA Evaluation

Evaluation Questions and Approach

The high level evaluation of the SCAs focused on the implementation and impact of the program by exploring the questions below:

1. Is the program being implemented as intended?
2. Are participants being reached as intended?
3. What are the impacts of the program?
4. Could changes to processes result in more efficient service delivery?

Key Evaluation Findings

Is the program being implemented as intended?

- Expansion to additional referral pathways beyond court referrals have increased uptake, with 89% of recorded referrals made through Youth Justice.
- While stakeholders responded positively to the range of programs and services provided at the SCA facility, these supports vary between regions and uptake of education or employment activities was approximately 50%.

What impacts have resulted from the program?

- SCAs were found to lower reoffending rates for young people whilst residing in SCAs. Data shows that 83% of young people reoffended after exiting SCAs between January 2018 and December 2019. We understand this is consistent with the cohort more broadly, however a comparative baseline was not available to enable assessment of this or the relative frequency/severity of reoffending post-SCA services

The evaluation methodology encompassed the collection and analysis of the following data between 25 May 2020 and 3 July 2020:

- Focus groups with Youth Justice stakeholders and SCA service providers
- Interviews with young people and guardians
- Survey data collected by YJ
- Administrative data collected by YJ

Are participants being reached as intended?

- While utilisation of SCAs has increased over time, it remains low, reaching 60.5% in 2019/20. This number is an overstatement of occupancy given count methods, and includes emergency placements due to COVID-19.
- While transitions to alternative placements in the community have increased, this only accounted for 36% of SCA exits in 2018/19.

Could changes to the processes result in more efficient service delivery?

- Cost per Bed Night at 100% utilisation is \$1,513 for each place offered for a young person.
- Changes in process may result in a more cost-efficient service delivery, particularly in relation to SCA staffing however, these changes may affect the integrity of the service model

*Note: A comparative baseline was not available to enable assessment of the relative frequency/severity of reoffending post-SCA services.

2. Background

2. Background

2.1 Youth Justice Reform

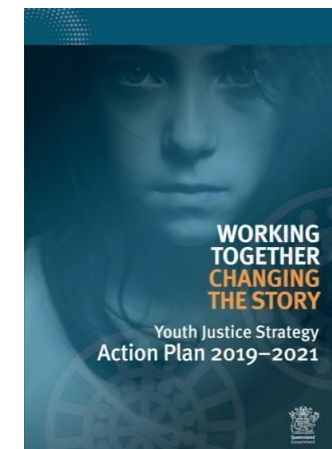
Over the past four years, significant changes and investment into the Queensland youth justice system have been made to achieve enhanced efficiency and effectiveness that will support better life outcomes, reduced reoffending by young people and safer communities. Reforms to the youth justice system have been underpinned by evidence-based policy and practice, action learning and an ongoing commitment to reviewing and evaluating reforms.

In December 2018, the *Working Together Changing the Story: Youth Justice Strategy 2019-2023* was released, setting the framework for the Queensland Government's policy and strategic direction in changing the story for children and young offenders and their communities. This was accompanied by the *Youth Justice Strategy Action Plan 2019-2021*, outlining the practical steps to implement the Youth Justice Strategy over the two year period. The key pillars are:

- Intervene early
- Keep children out of custody
- Keep children out of court
- Reduce re-offending

The additional key areas of focus are:

- Address over-representation of Aboriginal and Torres Strait Islander young people in the criminal justice system
- Respond to the different needs of girls and young women
- Deliver strengthened and safe infrastructure.



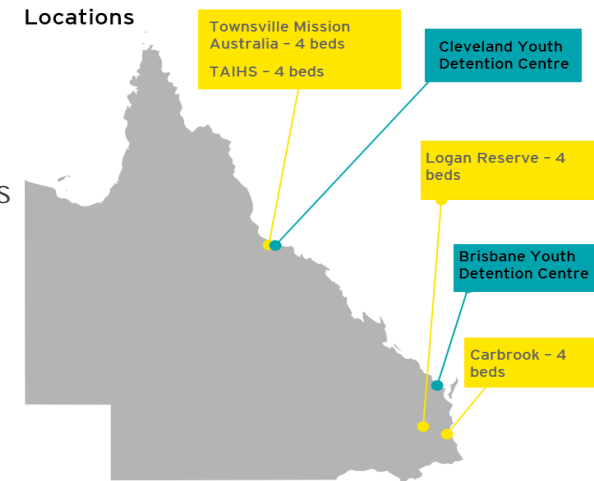
The *Youth Justice Strategy* also highlights a commitment to delivering more cost effective community based options to keep communities safe and to ensure that young people are provided with the services and support they need to transition back into their families and communities and to adulthood.

2. Background





2.2 Supervised Community Accommodation

The Supervised Community Accommodation (SCAs) Program was established in 2017-18 by the Department of Youth Justice (the Department) to provide community based accommodation and supervision for young people. They aim to provide a safe, home-like environment in the community, with wrap around assessments, intensive case management and 24/7 support. In particular, the SCAs were established to help young people to comply with orders, access required services, engage with education and connect with family and community members.

The original purpose of the SCAs was to provide Supervised Bail Accommodation, with the goal of reducing the rate at which young people are remanded in custody. The model was expanded in 2018 to include other referral pathways to increase uptake and optimise investment.



Referral Pathways

 <p>Court referrals</p> <p>The court can make a condition of a young person's bail undertaking that they reside at the SCA, either short or long term.</p>	 <p>Emergency referrals</p> <p>Referrals are made by the Youth Justice Service Centres for young people awaiting transport to their usual place of residence.</p>
 <p>Community-based referrals</p> <p>Crisis or long-term referrals for young people subject to Youth Justice Orders.</p>	 <p>Queensland Police Service</p> <p>Young people from police watch-houses who are assessed as suitable for short-term accommodation pending court appearances.</p>

The SCAs are co-delivered through a partnership between Youth Justice and non-government service providers. Service delivery commenced in Townsville SCAs in December 2017, with Carbrook and Logan commencing service delivery in April 2018. There are currently four facilities that offer SCA services, each providing accommodation for four young people (a total of 16 beds at any one time).

The objectives of the SCAs are aligned with the *Youth Justice Strategy* priorities:

- ✓ Intervene early
- ✓ Keep children out of custody
- ✓ Keep children out of court
- ✓ Reduce re-offending

3. Comparative Analysis

3. Comparative Analysis

A Comparative Analysis was conducted to understand how SCAs differed from other similar programs that targeted similar cohorts. The comparative analysis was to be used in conjunction with the SCA evaluation to further gain an understanding on whether the SCA program was delivering value for money.

The data limitations relating to the Comparative Analysis can be found on Page 25.

3.1 Approach

Due to various factors including data availability, limitations and timing, it was determined that a Multi-Criteria Analysis (MCA) rather than a Cost Benefit Analysis would be suitable to inform the Comparative Analysis. The approach for this MCA is displayed below.

In undertaking this MCA, three comparator programs were chosen in consultation with the Department. The SCA Program was compared to the Child Protection Residential Care and Therapeutic Care (Residential Care), Youth Bail and Order Support Service (YBOSS) and Bail Support Services (BSS). Residential Care was chosen because this program offered housing for young people who were deemed to be in unsuitable living conditions. YBOSS and BSS were chosen because they offer youth bail services to a target cohort that is similar to that of SCA.

Information relating to the intended target cohort for each of the programs and some key data points surrounding reoffending, remand and accommodation support are included in the Comparative Analysis. It should be noted that the data available does not allow for a detailed assessment to be undertaken and has been included for context purposes only.

These four programs including the SCA program have been assessed against two quantitative criteria which are Utilisation and Cost. These two criteria and their respective weightings, validated in consultation with the Department, were chosen as key determinants in providing a comparative assessment of the SCA program and other similar programs.

Data was collected relating to each of the four programs to enable a high level quantitative, where data was available, or a high level qualitative assessment of programs. This data was collected from a range of sources; a list of these sources can be found in full in the Chapter 8 – Data Limitations.

The programs were assessed and given a weighted score between 1 and 5 (1 being the lowest score and 5 being the highest score).

3. Comparative Analysis

3.2 Criteria & Weighting

There were two criteria that were chosen to assess the SCA program against the three other comparator programs. These two criteria are Utilisation and Cost. The criteria were assessed quantitatively subject to the data available. Community perception was considered as a criteria but not enough information was available to determine a rating. Further details on how each criteria were used in the MCA and their respective weight in the analysis can be found below.

Criteria	Rationale	Assessment	Weighting
Utilisation	To assess the degree to which a program is meeting or exceeding its anticipated service users for a given year	Utilisation was assessed quantitatively. SCA & Residential Care - comparing contracted places with the actual utilised places YBOSS and BSS – comparing contracted target service users with actual service users on an annual basis	50%
Cost	To assess the cost effectiveness of each of the programs.	Cost was assessed quantitatively. SCA & Residential Care – assessed using the Cost per Bed Night metric which is the annual cost of the program per contracted place per night. The costs for the SCAs included costs for travel, mobile and ICT equipment and property services but did not include capital expenditure costs for the SCA housing assets. The costs for Residential Care were payments made to services, a breakdown of the costs were not provided however, it was confirmed that the Residential Care housing assets are leased and therefore, the capital expenditure costs of the Residential Care housing assets were not included in the costs. YBOSS & BSS – assessed using a Cost per Service User metric which is the annual cost of the program per distinct service user. These costs were based on the funding allocations from YBOSS’ and BSS’ service agreements with the Department. Both program’s service agreements including one-off funding for travel, mobile and ICT equipment.	50%

3. Comparative Analysis

3.3 Grading Matrix

The following table display how Utilisation and Cost were be graded in the MCA.

Grading	Utilisation	Cost per Service User	Cost per Bed Night
1	<50%	\$10,000+	\$1,500+
2	50% - 65%	\$8,001 - \$10,000	\$1,201 - \$1,500
3	66% - 80%	\$6,001 - \$8,000	\$801 - \$1,200
4	81% - 95%	\$3,000 - \$6,000	\$500 - \$800
5	95%+	<\$3,000	<\$500

3. Comparative Analysis

3.4 Limitations – Comparative Analysis

This Comparative Analysis does not intend to provide a complete evaluation of SCA or any of the comparator programs. It is intended to provide a comparison between programs deemed similar to SCA by EY and the Department and assess these programs based on the two criteria developed in consultation with the Department. The Comparative Analysis is subject to limitations which are noted below:

- This Comparative Analysis was conducted in a limited timeframe which did not allow for detailed analysis and evaluation to occur beyond that described herein. In particular, the analysis did not evaluate the quality and effectiveness of programs.
- Based on data and information available, a detailed assessment of the comparator programs was not able to be undertaken. The weighted scores determined are for comparison purposes only and are not the result of a detailed quantitative program evaluation.
- EY did not attempt to verify or validate input or documentation sourced from any of the departments or data providers. EY was not present when the data reports were run. As such, EY is relying on the data provided by the departments and data providers in completing this analysis. No attempt has been made to audit, verify or validate the inputs used in this analysis.
- In the case of assessing utilisation for the Bail Support Services, the target user data as outlined in the each NGO's BSS service agreement is somewhat understated as two of the NGOs did not have budget user targets.

4. Comparator Programs

4. Comparator Programs

4.1 Summary of Comparator Programs

Supervised Community Accommodation (SCA)		Child Safety Residential Care & Therapeutic Residential Care (Residential Care)	
Funding Department	Department of Youth Justice	Funding Department	Department of Child Safety, Youth and Women (DCSYW)
Facilitating organisation	Joint facilitation with Department of Youth Justice and NGOs	Facilitating organisation	Joint facilitation between DCSYW and NGOs
Aim of Program	To provide intensive supervision and transition support to young people under court order without safe accommodation, and to provide emergency accommodation for young people under court order transitioning to stable housing.	Aim of Program	To provide an alternative to family-based care options that supports young people with varying levels of support needs to prepare for transition into other living arrangements/placements.
Service Offering	<ul style="list-style-type: none"> • 24/7 wrap around support and housing • Intensive family and youth support • Intensive case management • Assistance in finding long-term accommodation • Support activities aligned to young person's case plans • Assistance to meet bail conditions • Community-based reintegration activities 	Service Offering	<ul style="list-style-type: none"> • 24/7 housing and care dependent on needs of young person • Intensive needs assessment and case management including transition plans • Therapeutic Residential Care - therapeutic and behavioural support • Case-by-case family support
		Similarities to SCA	Residential Care offers 24/7 housing and care, intensive case management and therapy. Similar target cohort for young people on dual orders (Child Protection Order and Youth Justice Order)
		Differences to SCA	Residential Care does not offer bail support services. There is increased emphasis on transition into other living arrangements.

4. Comparator Programs

4.1 Summary of Comparator Programs

Youth Bail and Order Support Service (YBOSS)		Bail Support Services (BSS)	
Funding Department	Department of Youth Justice	Funding Department	Department of Youth Justice
Facilitating organisation	Youth Advocacy Centre (YAC)	Facilitating organisation	Joint facilitation between the Department of Youth Justice and NGOs
Aim of Program	To deliver a culturally safe, trauma informed bail and order support service that supports young people to meet their bail and order conditions and to find and secure their accommodation.	Aim of Program	To increase confidence of bail decision makers that bail conditions will be met and remand is not used to limit reoffending or as a protective placement option.
Service Offering	<ul style="list-style-type: none"> • Intensive family and youth support • Case management • Assistance in finding accommodation • Support activities aligned to young person's case plans • Assistance to meet bail conditions 	Service Offering	<ul style="list-style-type: none"> • Family and youth support • Case management • Assistance in finding accommodation • Support activities aligned to young person's case plans • Assistance to meet bail conditions • Assistance in re-entering school, finding employment or training
Similarities to SCA	YBOSS offers family support, case management and bail support services, assistance in finding accommodation	Similarities to SCA	BSS offers family support, case management, assistance in finding accommodation and assistance with bail compliance.
Differences to SCA	YBOSS does not offer housing, 24/7 care/supervision or intensive wrap around support.	Differences to SCA	BSS does not offer housing, 24/7 care/supervision or intensive wrap around support.

4. Comparator Programs

4.2 Target cohort

The target cohort and actual annual users highlight some key differences and similarities between SCA and the other programs. Key findings and considerations of target cohort information are presented below.

	SCA	Residential Care	YBOSS	BSS
Target Cohort	Young people aged between 14 and 17, who are charged and are in a watch house, on bail, on remand in a detention centre or on a community order and do not have access to suitable accommodation	Residential - young people aged 12 to 17 subject to a Child Protection Order (CPO) Therapeutic - young people aged 12 to 17 subject to a CPO who have been assessed to have complex or extreme needs	Young people on bail, young people assessed as moderate to very high risk in the youth justice system and/or are homeless or at risk of homelessness	Young people aged 10 - 17 years with involvement in the youth justice system that are at risk of breaching bail conditions
Actual Annual Users (2019-20*)	112	1,431*	142	635

Target Cohort Key Findings & Considerations

- There is significant commonality in the profile of young people targeted, particularly for SCAs and YBOSS and to some extent BSS.
- Over time, the profile of young people in SCAs has been expanded to include more referral sources, those needing emergency accommodation and young people in higher risk categories.
- SCA reaches the smallest number of young people compared to the other programs. This highlights its limited reach in providing services for a large proportion of its target cohort population however, this is due to the capacity of SCAs being 16 contracted places at any given time resulting in a low number of actual users annually
- Further, the eligibility for SCAs is limited to young people in the youth justice system have been deemed to have a unsuitable living situation. Therefore, SCAs have a smaller target cohort population and this is also a factor in determining the effectiveness of the program's reach.

*Residential Care data was from the 2019 calendar year. As at 30 June 2019, 70 children aged 10-17 were subject to a child protection order and youth justice order and placed in a Residential Care service.

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4. Comparator Programs

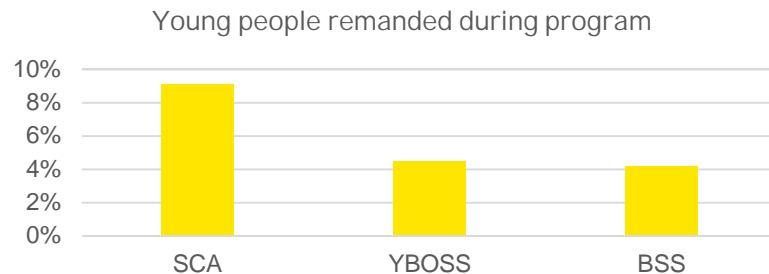
4.3 Key Data for the Comparator Programs

Available data relating to re-offending and remand was explored between programs.

Reoffending

- Between 24 January 2018 and 21 December 2019, 145 young people exited the SCA program. Of those 145 young people, 121 reoffended at least once between 24 January 2018 and 31 January 2020 (an 83% reoffending rate).
- It should be noted that an evaluation is currently being undertaken for the Bail Support Services (BSS). This evaluation, due in 2021, will provide additional baseline data on reoffending rates of young people following intervention and supports.

Remand



- In 2019-20, 9% of young people undertaking the SCA program were remanded in custody.
- In 2019-20, the remand rate for young people undertaking the YBOSS program was 5%.
- In 2019-20, the remand rate for young people undertaking BSS was 4%.
- Although the remand rate is higher in the SCA program, it should be noted that the young people that are in the SCAs usually have high support needs that are more complex than the majority of the young people undertaking YBOSS or BSS and this may increase the likelihood of their breaching bail conditions.

Table 1: Remand Rate of SCA, YBOSS & BSS

2019-20	SCA	YBOSS	BSS
Young people exiting program	252	111	383
Young people exiting program due to being remanded in custody	23	5	16
Remand Rate	9%	5%	4%

4. Comparator Programs

4.3 Key Data for the Comparator Programs

Each of the programs offer some level of accommodation support. The table below details what level each of the programs offer.

Table 2: Levels of Accommodation Support for all Comparator Programs

Accommodation Support	SCA	Residential Care	YBOSS	BSS
Refer to a service to assist in finding accommodation				
Assist in finding and securing accommodation			✓	✓
Offer housing	✓	✓		

- YBOSS and BSS both assist young people, who have unsuitable living conditions, find and secure accommodation. This assistance is seen to help the young person in meeting their bail and order conditions
- SCA and Residential Care both offer housing for young people with high/complex needs, and whilst there is some commonality in these populations, the statutory basis for the accommodation differs between those in the youth justice system where consent is required (SCAs) and those on Child Protection Orders (Residential Care).

5. Findings, Observations & Analysis

5. Findings, Observations & Analysis

5.1 Key Findings & Results

The key findings of the Comparative Analysis are presented below.

Key Findings

- The 'Cost per Bed Night' metric, shows that SCA is almost twice the cost of Residential Care if they are both assumed to be operating at 100% capacity. Rationale behind the use of this metric can be found in the Cost analysis section.
- SCA offers similar services to the other youth bail support programs that assist in youth bail compliance and accommodation support.
- SCA has the lowest utilisation rate of the comparator programs.
- The actual users for YBOSS and BSS both exceeded the budgeted users for 2019-20. This presents a larger than anticipated amount of referrals to these programs which should assist in reducing the amount of young people reoffending.

Results

From the data that was reviewed, the following was concluded:

- SCA is a high cost and under-utilised program,
- Residential Care is a highly utilised program
- YBOSS and BSS are highly utilised programs, with relatively lower costs

Table 3: Utilisation and Cost Findings

	SCA	Residential Care	YBOSS	BSS
Utilisation	60.5%	92%	178%	135%
Cost per Service User (\$AUD)	78,872	88,716	7,711	5,369
Cost per Bed Night (\$AUD)	1,513	830	-	-

Table 4: Multi-Criteria Analysis Results

	SCA	Residential Care	YBOSS	BSS
Utilisation	2	4	5	5
Cost	1	3	3	4
Weighted Score	1.5	3.5	4	4.5

5. Findings, Observations & Analysis

5.2.2 Key Findings & Observations – Utilisation

The key findings observations and grading relating to utilisation of the comparator programs can be found below.

- Residential Care had a 92% utilisation for 2019-20 which shows that the vast majority of contracted places were utilised by young people.
- SCA had a 60.5% utilisation rate for 2019-20. It should be noted that this rate is a much higher than usual given the over-utilisation of the places for emergency referrals during the COVID-19 period. Further, this rate counts beds that are allocated as utilised even if a young person is absent.
- The actual users for YBOSS and BSS both exceeded the budgeted users for 2019-20. This presents a larger than anticipated amount of referrals to these programs which should assist in reducing the amount of young people on remand. It should be noted that these services do not provide housing which has an effect on utilisation.

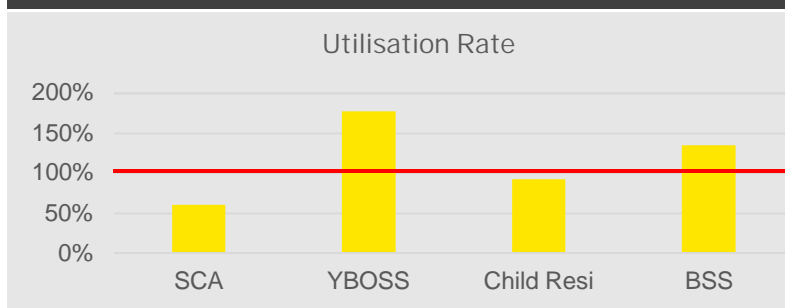
Table 6: Utilisation Rate of SCA & Residential Care

Annual	SCA	Residential Care
Contracted Places	5360	153,022
Places utilised	3244	141,043
Utilisation	60.5%	92%

Table 7: Utilisation Rate of YBOSS and BSS

2019-20	YBOSS	BSS
Budgeted Users	80	472
Actual Users	142	635
Utilisation	178%	135%

Utilisation Grading



YBOSS and BSS received a score of 5 due to their utilisation being above 95%. Residential Care received a 4 as its utilisation fell between 81% and 95%. SCA received a 2 given its utilisation was between 50% and 65% .

	SCA	Residential Care	YBOSS	BSS
Grading	2	4	5	5

5. Findings, Observations & Analysis

5.2.3 Key Findings & Observations – Cost

The key findings and observations relating to cost of the comparator programs can be found below.

Table 8: Costs & Utilisation for SCA & Residential Care

Per Annum	SCA	Residential Care
Annual Actual Cost (\$AUD)	8,833,695	126,952,798
# of contracted places	16	419
Annual Cost per place (\$AUD)	552,105	302,989
Users per place	7.00	3.42
Cost per Bed Night (\$AUD)	1,513	830
Utilisation (%)	60.5%	92%

- Annual cost data shows 2019-20 for SCA and 2019 for Residential Care.
- For services that offer housing (SCA and Residential Care), Cost per Service User is an inaccurate measure to determine the true cost effectiveness of the program as it doesn't account for the amount of 'Users per Place'. By accounting for the 'Users per Place' using the 'Cost per Bed Night' metric, this analysis indicates that the SCAs are almost twice the cost of Residential Care to house a young person.

Table 9: Costs for all Comparator Programs

Per Annum	SCA	Residential Care	YBOSS	BSS
Actual Cost (\$AUD)	8,833,695	126,952,798	1,094,926	2,931,949
Cost to the Department (\$AUD)	8,833,695	-	1,094,926	2,931,949
Number of Service Users	112	1,431	142	635
Cost per Service Users (\$AUD)	78,872	88,716	7,711	5,369

- Annual cost data shows 2019-20 for YBOSS & BSS.
- A driver of the significant cost for SCA is the high staff to young person ratios. Noted, that this staffing requirement is integral to the SCA service model design.
- The differences in Costs per Service User between the programs were largely attributable to differing levels of accommodation and after-hours support and case management.
- Further, YBOSS and BSS provide their services on a needs basis rather than maintaining a core staff 24/7, which allows the programs to maintain a relatively lower cost per service user.

5. Findings, Observations & Analysis

5.2.3 Key Findings & Results – Cost

The cost analysis of the comparator programs can be found below.

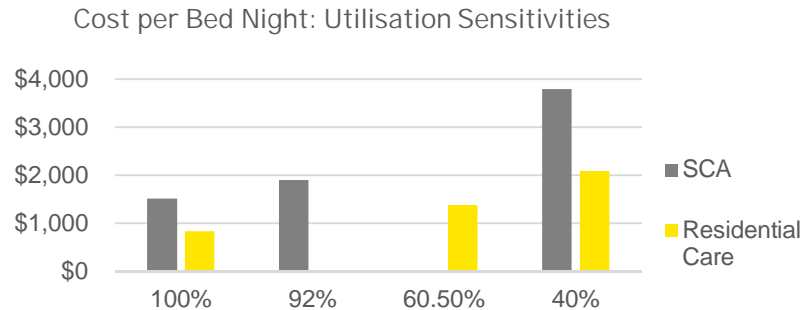


Table 10: Utilisation sensitivities for SCA and Residential Care

Utilisation	100%	92%	60.5%	40%
Cost per Bed Night - SCA	\$1,513	\$1,891	\$2,500 (Current)	\$3,782
Cost per Bed Night - Residential Care	\$830	\$902 (Current)	\$1,372	\$2,075

Table 11: Cost Summary for all Comparator Programs

Per Annum	SCA	Residential Care	YBOSS	BSS
Actual Cost (\$AUD)	8,833,695	126,952,798	1,094,926	2,931,949
Cost per Service Users (\$AUD)	78,872	88,716	7,711	5,369
Cost per Bed Night (\$AUD)	1,513	830	-	-

- YBOSS and BSS offer very similar services. The only apparent difference would be the BSS operate on a much larger scale and therefore, may have some cost efficiencies.
- Residential Care has a lower Cost per Bed Night compared to SCA. The cohort that utilise Residential Care do have complex support needs. The difference in cost is related to both scale and differing services. A Residential Care facility can house up to 6 young people. Further, although services include case management and behavioural therapy, services that reduce reoffending and the case management may not be as intensive as SCAs.
- SCAs have a significant cost per bed night at 100% utilisation. This cost is compounded due to the low utilisation of the beds. The high staff to young person ratio has led to significant costs for this program.

Cost Grading				
	SCA	Residential Care	YBOSS	BSS
Grading	1	3	3	4

5. Findings, Observations & Analysis

5.3 MCA Conclusion

	SCA	Residential Care	YBOSS	BSS
Utilisation	2	4	5	5
Cost	1	3	3	4
Weighted Score	1.5	3.5	4	4.5

- The analysis indicates that SCAs provide a location for service providers to deliver wrap around services, which are intended to support reductions in recidivism and remand rates. However, in the absence of cohort-matched comparator data which was not available in the current evaluation and comparison, this method of delivering wrap around services has not been shown to be a cost-effective way to reduce reoffending.
- Compared to other programs, SCAs were found to be more expensive and less utilised
- YBOSS and BSS offer similar youth bail support services to SCAs to assist young people with bail compliance including assistance in securing accommodation. YBOSS has significant commonalities with SCA in terms of the intended target cohort. YBOSS and BSS are also highly utilised services.

6. SCA Evaluation Methodology

6. SCA Evaluation Methodology

6.1 Co-design process

In order to examine the process and outcomes achieved by the SCAs, EY used the Participatory Action Research Model as a basis to apply a co-design process throughout the high level evaluation. A co-design process ensures that existing data, internal knowledge and capability can be leveraged in the design and implementation of the evaluation.

EY was able to draw on previous work undertaken by EY between November 2019 and February 2020 to develop the SCA Evaluation Framework. This Evaluation Framework was co-designed by internal Youth Justice stakeholders, SCA service providers, young people and families and EY.

The co-design process focused on refining the following, taken from the SCA Evaluation Framework, to a high level report format:

- Evaluation questions, informed through the program logic
- Outcome, process and economic indicators and evidence necessary to address the evaluation questions
- Mapping of data and information requirements to address these indicators and obtain evidence
- Identification of relevant stakeholders for consultation activities

For the purposes of the current evaluation, EY undertook further consultation with internal Youth Justice stakeholders to refine the Evaluation Framework based on an amended scope and timeframe.

6. SCA Evaluation Methodology

6.2 Evaluation questions and approach

The SCA evaluation focused on the implementation and impact of the program as it pertains to improving outcomes for young people and their families and the wider community. The following evaluation questions were examined:

Focus Area	Program	Evaluation Question
Design, implementation and delivery	Inputs, activities and outputs	1. Is the program being implemented as intended? 2. Are participants being reached as intended?
Effectiveness	Impact	3. What are the impacts of the program?
Efficiency	Efficiency	4. Could changes to processes result in more efficient service delivery?

A Participatory Action Research model* was applied throughout the evaluation to address these questions, encompassing a cycle of evaluation co-design, data collection, analysis and review to inform practice development.

Ethical standards consistent with the Australian Evaluation Society's guidelines were implemented to ensure informed and voluntary consent from participants and their families.

The approach to data analysis encompassed a mixed-methods design focused on data and evidence obtained from key stakeholders and administrative databases. Further details are provided overleaf.

*Evaluation research model which includes co-design and an emphasis on iterative cycles to support program refine.

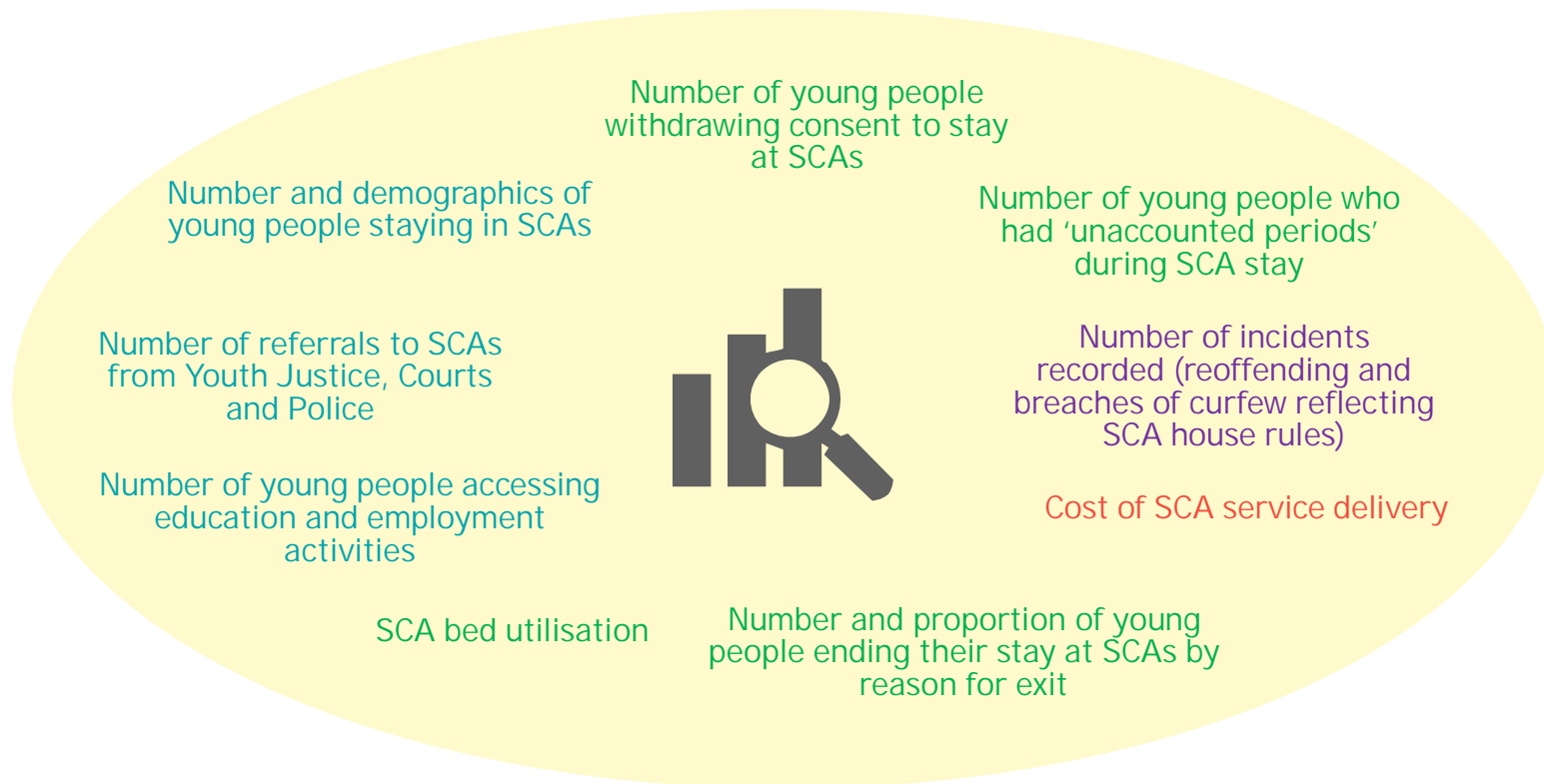
6. SCA Evaluation Methodology

6.3 Data collection and analysis – Quantitative Data

In order to address the evaluation questions, quantitative data was collected from SCA service providers and Youth Justice and analysed. This data, matched to respective evaluation questions by colour, is shown below:

Is the program being implemented as intended?

Are participants being reached as intended?



What are the impacts of the SCA program?

Could changes to processes result in more efficient service delivery?

6. SCA Evaluation Methodology

6.3 Data collection and analysis – Qualitative Data

In order to address the evaluation questions, qualitative data was collected from key stakeholders through a focus group and a series of interviews; 8 YP were approached to this end. The focus group involved internal Youth Justice staff and SCA service providers, with discussion areas based around the utilisation, effectiveness and efficiency of SCAs.

The interviews explored the experiences and observations of young people and guardians, including:

- Key strengths and challenges of SCAs
- Availability and access to services
- Family and cultural connections supported by SCAs
- Impact of SCAs on the young person

The figure below details the characteristics of participants:

Participant	Current in program	Recently left program	ATSI	Non-ATSI	Male	Female	Northern Region	Southern Region	Guardian relationship
Young person 1		●	●		●		●		Grandmother
Young person 2	●		●		●			●	Mother
Young person 3	●			●		●		●	YJ staff present

Due to the availability of the young people and their guardians, there were five interviews conducted in total; two with guardians and three with SCA program participants. One interview was undertaken with a YJ staff member supporting a YP throughout the interview. Five identified young people participants were uncontactable or declined to be interviewed. The interview participants were chosen by the SCAs and therefore, it cannot be determined as to the extent as to which the participants are representative of the SCA population.

Limitations present in our evaluation can be found on Page 44.

6. SCA Evaluation Methodology

Limitations – SCA Evaluation

- This high level evaluation was conducted in a limited timeframe and consultation scope which did not allow for detailed analysis and evaluation to occur beyond that described herein.
- Quantitative data analysis was undertaken for data provided by the Department. EY did not have direct access to the data system and was restricted to data that was available and provided by the Department at the time of the evaluation (commencing 27 May 2020 and ending 3 July 2020). In particular, EY was limited by the period breakdowns and summary data provided by the Department.
- EY has relied on the quantitative data provided as being true and accurate and has not sought to undertake a formal verification of its accuracy.
- The selection of potential participants were identified by Youth Justice staff. Given the lack of random selection and hand selection of participants, based on availability and parental consent, for the evaluation, we note there is the potential for selection bias within this sample.
- Our evaluation methodology was limited to cohort analysis; we were unable to apply a quasi-experimental design to enable identification of outcomes in relation to matched groups.

7. Evaluation Findings

7. Evaluation Findings

1.5 Summary of key findings

While internally there are positive outcomes for an SCA type program in other contexts the overall findings of this evaluation demonstrate these are some positive aspects but not value for many. Like the Griffith University report and EY's last evaluation, this high level evaluation shows that SCAs provide safe, secure and stable accommodation with wrap around services for young people.

The diagram below displays the key findings from stakeholder consultation and analysis undertaken during the SCA evaluation.



Evaluation Key Findings

- ▶ Utilisation of SCAs has increased over the last year as a result of expanding the target cohort criteria (accepting higher risk cohort and emergency referrals).
- ▶ Utilisation over a yearly period has never risen above 60.5% despite efforts and staffing costs are the main driver of cost
- ▶ SCA cohort made positive use of the wrap around support that was available at the SCA facility
- ▶ Over 70% did not reoffend while at the SCAs
- ▶ Impact of the SCA program on reoffending is inconclusive without further investigation – 83% reoffended after exit from the SCAs which is consistent with similar cohorts.
- ▶ The rate of young people consenting to the SCA program has declined

7. Evaluation Findings

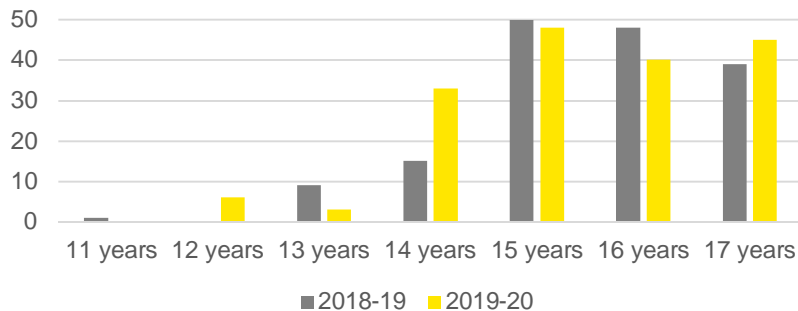
7.2 Is the program being implemented as intended?

- There has been an increasing number of young people staying at SCAs over the last two financial years, with 166 young people housed in 2018/19 and 213 housed in 2019/20.*

Key demographics of young people in SCAs

- 76% of young people were male, 23% were female, just under 1% did not identify as a specified gender. Two-thirds of the female clients stayed in the Logan girls-only SCA. Stakeholders suggested that girls are less likely to be housed in SCAs as they are more likely to receive bail.
- 69% of young people identified as either or both Aboriginal and Torres Strait Islander.
- As shown in Figure 1, the majority of young people were aged 15-17 years. In 2019/20, there was an increase in the number of young people who were aged 14 years, reflecting decreasing mean age.

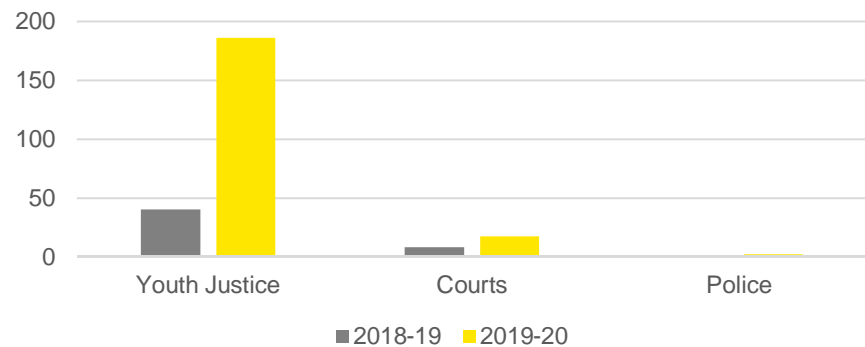
Figure 1: Number of young people by age



Referrals

- As demonstrated in Figure 2, overall recorded referrals have increased, with numbers reaching 205 in 2019/20 compared to 49 in 2018/19.
- 89% of recorded referrals between 2018 and 2020 were made by Youth Justice, 10% were made by courts and only 1% by police. This demonstrates that expansion of referral pathways beyond court referrals has lifted uptake and that there are opportunities for the program to reach more young people through continued court and police referrals.

Figure 2: Number of young people by referral type**



*Data was available up to 5 June 2020

** Please note that recorded referral numbers provided did not equate to the total number of young people in SCAs, this could be due to reporting errors or the same young person being referred more than once

7. Evaluation Findings

7.2 Is the program being implemented as intended?

Wrap-around services and support

- Stakeholders stated that SCAs offer a safe place for young people, allowing for intensive case management in partnership with other service providers. The program provides a key point of contact to connect young people to other supports.
- Stakeholders were positive about the range of programs and services available, including programs for the development of essential home life skills.

“The program was deadly” (Young Person)

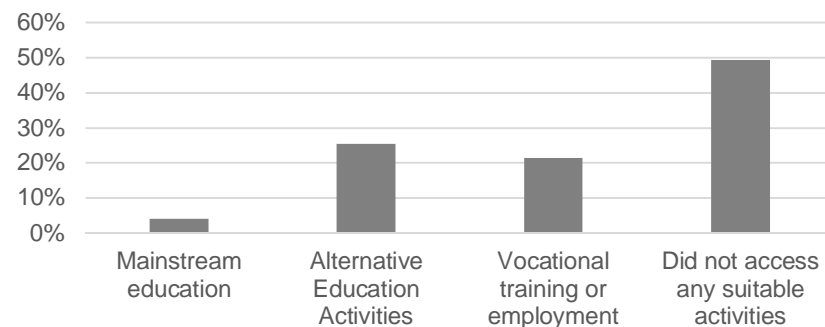
“The program helped [young person] with life skills, like getting a wallet and keycard for the first time” (Guardian)

- Consultations also revealed that Aboriginal and Torres Strait Islander cultural support was variable between the SCA services in the Northern and Southern regions with some cultural support perceived to be more structured and offering better engagement with culture than others.

Access to education and employment activities

- As demonstrated in Figure 3, survey data showed that 50% of young people were able to access suitable education and/or employment activities during their SCA stay.
- Of these, approximately 25% participated in alternative education activities and 21% participated in vocational training or employment.
- Key reasons given for lack of participation in these activities were the young person’s lack of motivation and/or their capacity to engage given restricted length of stay. However, the service model mix may have also contributed to a lack of engagement.

Figure 3: Access to education and employment opportunities*



*Survey of 75 young people who had stayed at SCAs for 6 weeks or more administered by the Department in June 2020

7. Evaluation Findings

7.3 Are participants being reached as intended?

Utilisation of SCAs

- While utilisation of SCAs has increased over time, it remains below capacity. In 2018/19, utilisation was 51.3%, increasing in 2019/2020 to 60.5%.
- Stakeholders noted that the increase in utilisation may be due to increases in emergency placements in the two Northern Queensland SCA services as a result of COVID-19 and the increased health risk to the young person of returning to community. Further, NGOs accommodated more young people than they had originally been contracted for as part of the COVID-19 response; this may have also attributed to the increase in utilisation. This is supported by administrative data, as shown in Table 1, which shows an almost 60% increase in emergency placements in 2019/20.
- An additional driver for the increase in utilisation is broadening of SCA eligibility to include higher risk young people with more complex needs, which stakeholders reported has occurred over time.
- Consultations also revealed that recorded utilisation does not represent true occupancy. This is due to SCA beds being linked to bail, requiring that a place is retained for a named young person for the duration of their order. As a result, SCAs must continue to hold a place open even when circumstances change and the young person does not occupy the place unless a bail order is changed.

Figure 4: Utilisation of SCAs

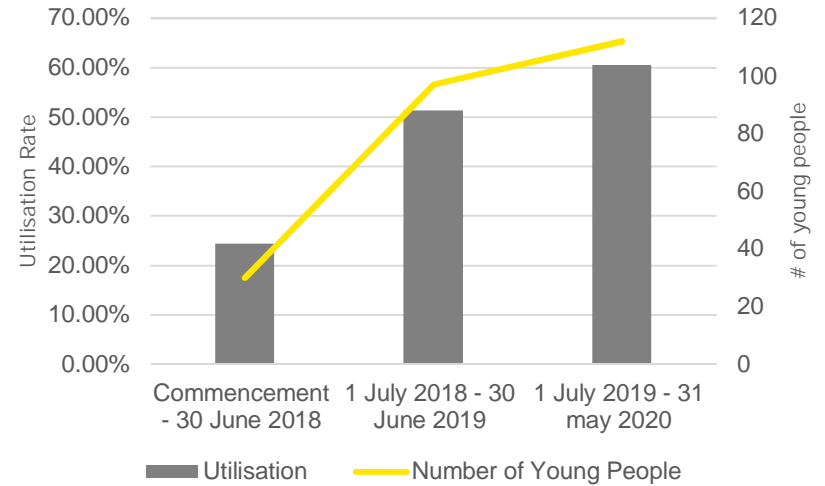


Table 1: Emergency placements (3 nights or less)

Year	Number of emergency placements
2018/19	28
2019/20	44

7. Evaluation Findings

7.3 Are participants being reached as intended?

Willingness to stay in SCAs

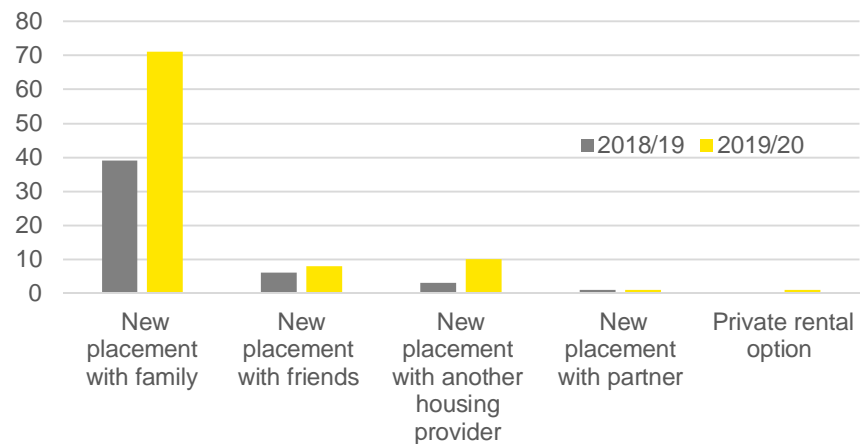
- There was an increase in the recorded number young people who did not wish to stay at their SCAs.
- In 2018/19, 13 young people withdrew consent to stay at their SCA. This number increased to 31 in 2019/20.
- In the Northern Queensland SCA services, 'unaccounted periods' were recorded for young people who had been absent during their stay. In 2018/19, 10 young people were reported as absent for a period of time. This tripled in 2019/20 to 30 people.
- Consultation suggested that young people feel restricted by curfews and routines, and that they perceive these reduce their ability to connect with family. It should be noted that this cohort often have experiences of previous trauma and abuse, and in some cases a lack of appropriate role models and experiences of boundary setting. It is therefore likely that these young people would find the restrictions imposed particularly challenging.

"I didn't like the strict curfews" (Young Person)

Transitions to alternative placement options

- In 2018/19, 49 young people transitioned out of their SCAs to alternative placements in the community, amounting to 23% of total SCA exits in the same period.
- Transitions increased in 2019/20 to 91 young people, amounting to 36% of SCA exits.
- As shown in Figure 5, the majority of transitions were made to placements with family. This highlights the impact of support that SCAs are providing to young people and their families to enable young people to return to family.

Figure 5: Transitions out of SCAs



* One incident = one breach of curfew

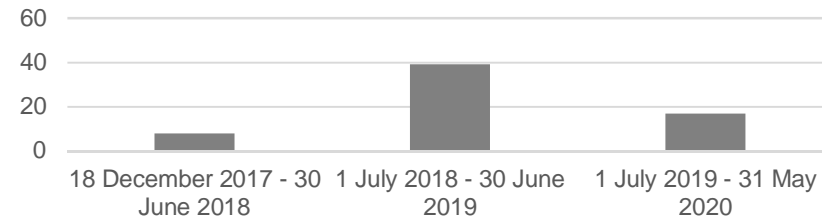
7. Evaluation Findings

7.4 What are the impacts of the SCA program?

Reduction in reoffending

- Across the three periods, from the data available (see Figure 6), 56 young people were charged with new offences while staying at an SCA. In 2018/19, 23% of young people were charged with new offences. There was a decrease of over 50% in the number of young people charged with new offences in 2019/20 (to 31 May) representing 8% of young people. It is estimated, from December 2017 until June 30, 2019, that over 70% of young people did not reoffend while they were at SCAs.
- This decrease may be attributable to the slightly shorter period captured in 2019/20, as well as differences in the cohort given there were more emergency placements of short duration during this period. It should also be noted that the reporting periods includes the period during COVID-19 restrictions. Reported crime in Queensland were at their lowest in April and May 2020 across the last 12 months (over 19% and 13% lower than the 12 month average). * Nevertheless, the SCAs are still receiving high risk offenders.
- While the data shows that reoffending has decreased for young people during their stay at SCAs, it also showed that 83% of young people reoffended at least once after exiting SCAs during the period 24 January 2018 to 21 December 2019. ** This is constant for young people in similar cohorts.
- Stakeholders highlighted that young people experience difficulty transitioning to or accessing services after their stay at SCAs which highlights the need for a throughcare-type service model to be a continued focus.

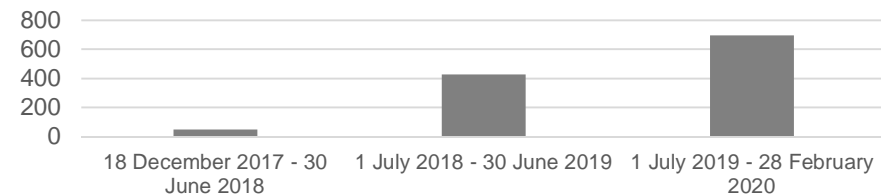
Figure 6: Number of young people charged with new offences while in SCAs



Compliance with House Rules (curfews)

- Non-compliance with curfew has increased, reaching close to 700 incidents in the 8 months between 1 July 2019 and 28 February 2020, or 1,044 when projected for 12 months, compared to 426 in 2018/19,*** as shown in Figure 7.

Figure 7: Breaches of curfew



*Source: myPolice Queensland Crime Statistics

** Data shows proportion of distinct young people who had a charge appear in court with an offence date occurring after their first exit from a SCA during the period 24 January 2018 and 21 December 2019. The Department does not receive data on offence dates until a young incidents of curfew.

7. Evaluation Findings

7.5. Could changes to processes result in more efficient service delivery?

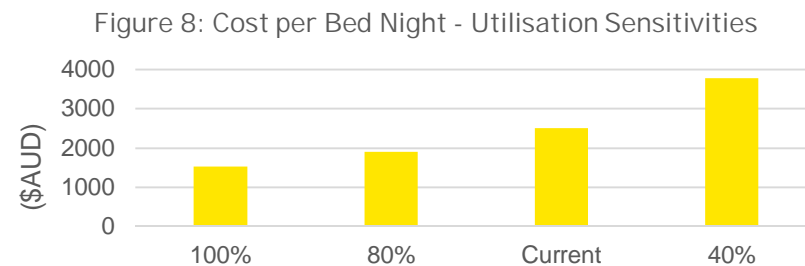
SCA costs

- Cost per young person to undertake the SCA program is \$78,872.
- Cost per bed night at 100% utilisation is \$1,513 for each place offered for a young person (see Table 2).
- Utilisation is currently at 60.5%, the cost per bed night increases substantially as utilisation of each bed decreases.
- Operating costs of the Department (including property services, ICT, travel and government wages) are relatively low, with the service procurement cost (SCA staffing), 94% of total cost, being the main driver of cost (See Table 2).
- More detailed cost analysis can be found in the sections on comparative analysis.

Cost per bed night

- Cost per bed night was determined to be a more accurate representation of the true cost of operating the SCA program than cost per young person as cost per bed night can take utilisation into account (see Figure 8 which shows the cost per bed night increase as utilisation of SCA decreases).
- The cost per bed night of \$1,513 does not include the capital cost of the SCA facilities.
- The high staffing costs suggest that the actual staff to young person ratio may be high when considering the current utilisation level and this may be cause for further investigation. Significant changes to the service model would be required to achieve more cost-efficient service delivery (i.e. changes to ratios). The variability in demand would also need to be considered.

2019/20	(\$AUD)
Total Operating Cost	469,796
Service Procurement Cost	8,363,899
Total Annual Cost	8,833,695
Cost per Young Person	78,872
Cost per Bed Night	1,513



¹Data source: Department of Youth Justice Estimated Costings (2019-20)

3. Appendix B – Data Collection

Data Collection

Data Collection – Comparative Analysis

The following lists highlight where relevant data was collected from for each of the five programs:

Supervised Community Accommodation (SCA)

- Department of Youth Justice – SCA estimated costings data 2019-20
- Department of Youth Justice – Investment Specification: SCA
- SCA utilisation and incident reporting Data

Youth Bail and Order Support Services (YBOSS)

- 2019-20 YBOSS Service Report
- Department of Youth Justice – Service Agreement: YBOSS & Youth Advocacy Centre Director

Child Protection Residential Care and Therapeutic Residential Care (Residential Care)

- 2019 Residential Care & Therapeutic Residential Care Quarterly Performance Reports
- Department of Child Safety, Youth and Women – Investment Specification: Child Protection (Placement Services)
- Department of Child Safety, Youth and Women – Residential Care Policy No: 606-3
- Department of Child Safety, Youth and Women – Therapeutic Residential Care Policy No: 577-3

Bail Support Services (BSS)

- 2019-20 SCA BSS Performance Reports (Carbrook & TAIHS)
- 2019-20 NGO BSS Performance Report (aggregated)
- Department of Child Safety, Youth and Women – Bail Support Service Model

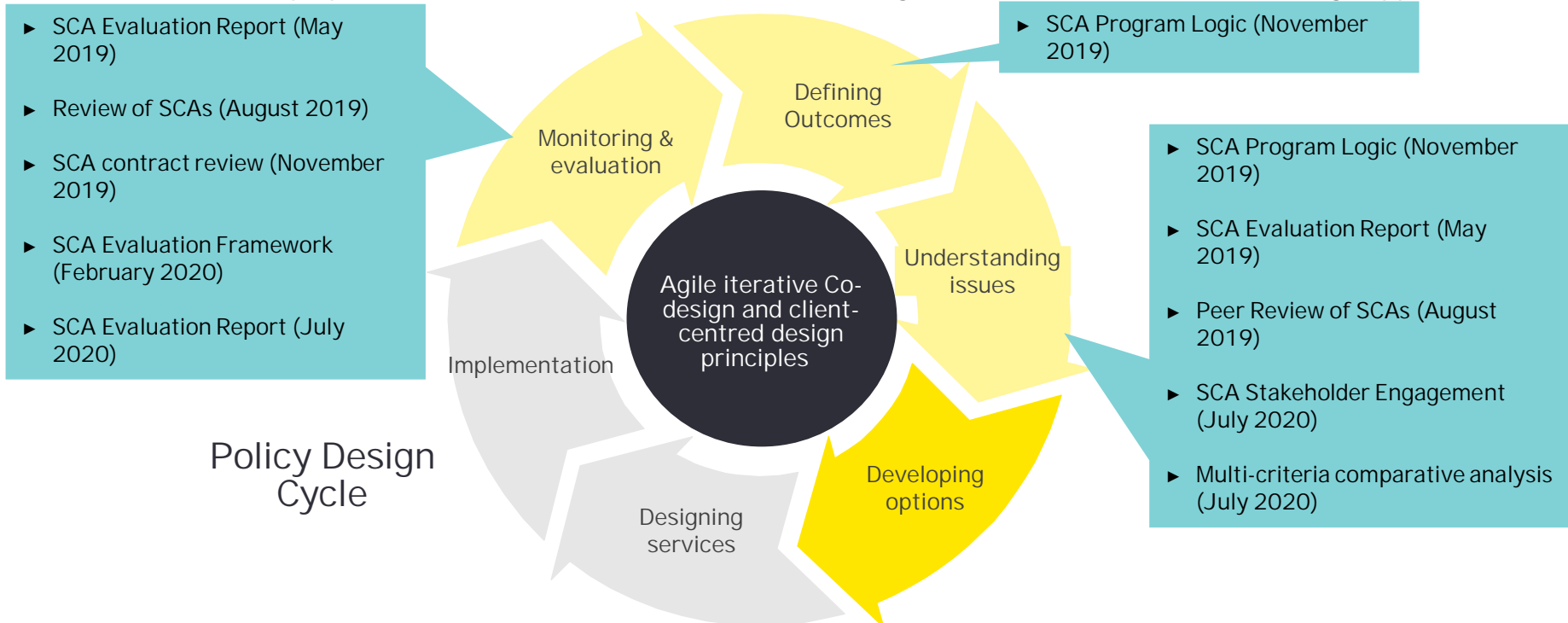
4. Appendix C – Policy Options

Background

Developing SCA policy options

Over the past four years, significant changes and investment into the Queensland youth justice system have been made to achieve enhanced efficiency and effectiveness that are expected to result in better outcomes for young people, reduced reoffending by young people and safer communities. A key initiative by the Department is the Supervised Community Accommodation (SCAs) Program, which was established in 2017-18 and provides community-based accommodation and supervision for young people to reduce the rate of young people remanded in custody.

Following recent work to review and refine SCAs, the Department has engaged EY to support the development of policy options for the future delivery of SCAs. The figure below outlines the phases of policy design and previous work undertaken by the Department with support from EY and Griffith University (yellow segments), using co-design principles where possible. Further work to develop options and services should be undertaken using an iterative client-centred co-design approach.



Background

SCA State Government policy and strategic environment

The SCA policy options were developed with consideration of the Queensland Government policy and strategic environment. This includes the key priorities, objectives and outcomes from the Youth Justice Strategy and Strategic Plan, broader Queensland Government priorities, as well as guiding frameworks for decision-making and service delivery for Aboriginal and Torres Strait Islander children and young people and strategic management of Government infrastructure and assets.

Youth Justice Strategy and Strategic Plan

Youth Justice Strategy (2019-2023)

Key pillars:

- Intervene early
- Keep children out of court
- Keep children out of custody
- Reduce re-offending

Department of Youth Justice Strategic Plan (2019-2023)

Key strategic objectives:

- Intervene early
- Address the disproportionate representation of Aboriginal and Torres Strait Islander people in the youth justice system
- Improve social, economic and civic participation
- Keep children out of court custody
- Reduce recidivism
- Improve the safety, wellbeing and capability of our staff

Whole-of-Government objectives

Queensland Government Priorities – Our Future State

Key priorities:

- Create jobs in a strong economy
- Keep Queenslanders healthy
- Give all our children a great start
- Keep communities safe
- Be a responsive Government

Strategic Asset Management Framework

Asset management benefits:

- A clear understanding of the role the building portfolio plays in supporting agency objectives
- Alignment of assets with service delivery strategies
- Optimal functionality and utilisation of assets
- Economies of scale resulting from better coordination of programs and initiatives and the managing of finite resources
- Effective and efficient use of capital and maintenance funds

A Wellbeing Outcomes Framework for Aboriginal and Torres Strait Islander children and young people in Queensland

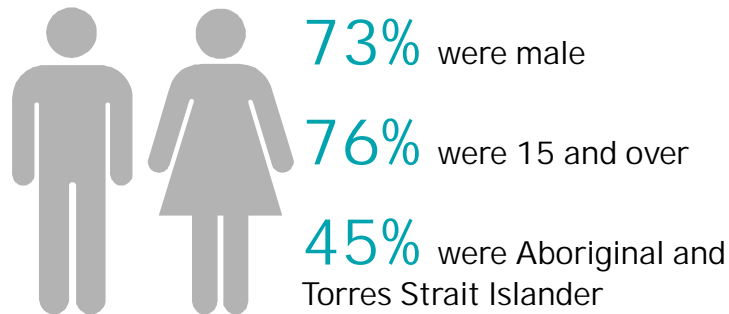
The eight wellbeing domains represent all areas of an Aboriginal and Torres Strait Islander child and young person's life that impact their wellbeing. These domains are underpinned by a theme of connection to kin, country and culture:

- Culture and connection – our children are strong in culture
- Economic empowerment – our children have access to opportunity
- Health – our children are strong and healthy
- Mental health and emotional wellbeing – our children are hopeful
- Learning and skills – our children learn, develop and thrive
- Home and environment – our children live in safe and health homes
- Empowerment – our children are heard
- Safety – our children are safe

Background

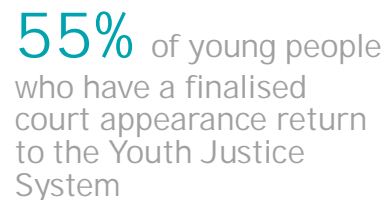
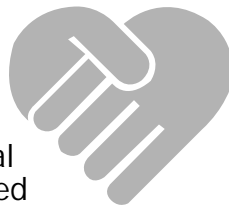
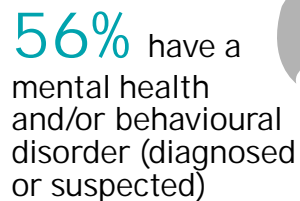
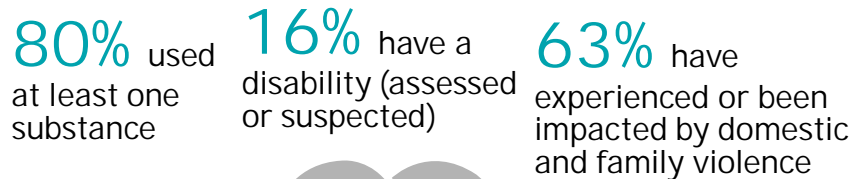
Queensland Youth Justice cohort¹

In 2018-19, **4,716** young people had at least one proven offence. Within this cohort:



Compared to non-Indigenous young people, Aboriginal and Torres Strait Islander young people were

- ▶ **9x** as likely to have a proven offence
- ▶ **17x** as likely to receive a supervised order
- ▶ **27x** as likely to be on remand on an average day
- ▶ **28x** as likely to be held in custody on an average day



53% are disengaged from education, training or employment

21% are in unstable and/or unsuitable accommodation



193 were subject to dual orders (youth justice order and child protection order)



33% have parents who have been held in adult custody



36,676 proven offences

- ▶ **61%** were property offences
- ▶ **7%** were drug offences
- ▶ **7%** were violent offences
- ▶ **0.3%** were sexual offences
- ▶ **25%** were 'other' offences

¹Youth Justice Pocket Stats 2018-19

Background

SCA Policy Intent

A summary of the program logic for the SCA program can be found below. This outlines the initial policy intent behind the program.

Cohort	Inputs	Activities	Output	Outcomes from SCA stay	Longer term outcomes
<ul style="list-style-type: none"> ▶ Young people aged 10 to 17 across the Youth Justice cohort who do not have access to suitable accommodation ▶ Young people who have complex support needs but lower criminogenic risk and therefore, should not be placed in youth detention. (Young people in detention are classified to have complex support needs and high criminogenic risk) 	<ul style="list-style-type: none"> ▶ Physical house ▶ NGO staff ▶ Youth Justice case workers ▶ Transport ▶ Technology ▶ Access to other YJ programs ▶ Brokerage funding to support activities (e.g. money to get drivers licence) 	<ul style="list-style-type: none"> ▶ Safe and supervised accommodation ▶ Transition planning ▶ Intensive case management ▶ Local community engagement ▶ Family and therapeutic supports ▶ Access to education and training ▶ Behaviour management 	<p>The number of young people:</p> <ul style="list-style-type: none"> ▶ provided with accommodation; ▶ receiving therapeutic supports; ▶ being referred to additional support services; ▶ engaging in positive cultural activities and; ▶ engaging in education and training. 	<ul style="list-style-type: none"> ▶ Safe housing ▶ Young people developing motivation for positive change and seeking assistance to enact this change within their lives (rehabilitation, education services etc.) ▶ Young people re-establishing positive relationship within their life (family, community) ▶ Young people complying with bail conditions and not reoffending 	<ul style="list-style-type: none"> ▶ Safe and stable housing ▶ Reduction in youth crime ▶ Underlying support needs of young person are being met ▶ Young person has engaged in education, training and/or employment ▶ Young people have sustained positive connections with their family and community

The intended aims of program logic of the SCA program shown above can be summarised by the following three broad objectives:

- ▶ Reduce reoffending of young people
- ▶ Reduce the number of young people remanded in custody
- ▶ Provide safe and suitable accommodation for young people in the youth justice system who have been deemed to have unsuitable living conditions.

Strategic Objective of SCA

SCAs were designed to provide young people with an alternative to custody where possible as keeping young people in custody has been seen to cause detrimental effects to wellbeing and increases risk of future offending.


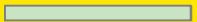

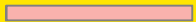

SCAs are designed to address complex needs and be culturally appropriate while providing housing to the 21% of young people in the youth justice system that do not have access to suitable accommodation.

Further, at scale, there is potential for the SCA program to drive economies of scale by enabling service integration through 'hub' assets.

Policy Options Assessment

Methodology

The policy options were developed in consultation with the Department, and are based on previous SCA engagement and research into SCA cohort needs, and the policy intent of the program. They represent possible options in relation to the future of the SCA program but do not attempt to be a representative shortlist of all viable options. The assessment scale aims to qualitatively assess, at a high level, the extent a specific policy option aligns with the criteria shown in the table below. Each policy option has specific outcomes for the SCA assets and SCA service; a description of these outcomes can be found below. Further, feasibility considerations relating to scale, cost, complexity of change, stakeholder implications and delivery model were recognised and risk considerations relating to strategy, implementation, financials and reputation were identified.

Assessment Scale Criteria	Key Objectives	Strong 	Moderately Strong 	Moderate 	Moderately Weak 	Weak 
Alignment to Youth Justice Strategy and Strategic Plan	<ul style="list-style-type: none"> ▶ Reduce youth reoffending ▶ Support young person's transition into the community 	Option offers complete wrap around services that achieve key objectives	Option offers wrap around services that somewhat achieves the key objectives	Option offers some level of support services that may achieve the key objectives but it is uncertain	Option offers some level of support services but it does not effectively achieve key objectives	Option offers limited level of support services and limited outcomes are achieved relating to key objectives
Alignment to Whole-of-Government objectives	<ul style="list-style-type: none"> ▶ Promotes community safety ▶ Optimises functionality and utilisation of assets ▶ Provides safe environment for Aboriginal and Torres Strait Island young people including cultural support 	Option achieves all of the key objectives	Option achieves at least two and somewhat of the other of the key objectives	Option achieves at least two of the key objectives but does not achieve the third	Option achieves at least one of the key objectives but does not achieve the other two	Option does not successfully achieve any of the key objectives.
Alignment to cohort need	<ul style="list-style-type: none"> ▶ Tailored service offering to meet broad range of needs 	Option achieves the key objective	Option offers tailored services but does not meet needs of complex young people	Option offers tailored services but does not meet broad range of needs	Option offers some tailored services but does not meet broad range of needs	Option does not achieve key objective

Outcomes	Retained	Transferred	Discontinued
Assets Outcome Description	Ownership and use of SCA facility is retained	Ownership and use of SCA facility is transferred to another government agency	Divesting of SCA assets
Services Outcome Description	Same level of SCA service offering	SCA services are delivered by another government agency	SCA services are no longer delivered.

Policy Options Assessment

Overview

Given the policy objective for this cohort and the strategic context, the policy options, outlined in the table below, have been identified in conjunction with the Department. A detailed options identification and analysis process will need to be undertaken to assess all viable options and determine a preferred option relating to the future of the SCA program.

Option	Description	Assets	Services
1 Discontinue SCAs	Divesting of SCA assets. Existing SCA cohort to be transferred to other services. Any service gaps to be filled by current existing services.	Discontinued/ Transferred	Discontinued
2 Retain and keep Refining SCAs	Retain SCA program while continuing to refine components of the program that have resulted in high cost and low utilisation. Update the SCA Service Model to reconsider staffing requirements and other elements of service delivery that may be cost drivers. Use the existing SCAs for additional purposes such as accommodation for youth homelessness, young people on dual orders for child protection, or other appropriate youth justice programs to improve utilisation of the asset, but continue to provide SCA (as well as other) services to this broader cohort.	Retained/ Transferred	Retained and delivered in partnership with other programs/ Department Services
3 Discontinue SCAs and Repurpose some funding	Divesting of SCA assets and repurpose some funding in existing bail support services including those that offer wrap around support and accommodation support. Discontinue the accommodation support of the SCA program. Undertake a service needs/gaps analysis to determine current service response and develop alternate solutions including alternate options for accommodation where necessary (noting there are alternative accommodation services available).	Discontinued	Retained

Policy Options

The key feasibility and risk considerations of the policy options can be found in the table below.

Option	Key Feasibility Considerations	Key Risk Considerations
1 Discontinue SCAs	<ul style="list-style-type: none"> ▶ Service gaps will need to be filled by existing Youth Justice, other government agency and NGO services however, there may not be sufficient capacity or willingness from other agencies to appropriately service the SCA cohort 	<ul style="list-style-type: none"> ▶ Implementation risk – option requires investigation of alternative accommodation options that are safe and supportive
2 Retain and keep Refining SCAs	<ul style="list-style-type: none"> ▶ Option will require implementation of strategies to improve utilisation (current strategies include expanding cohort, increasing emergency placements and facilitating information sessions), which to date have seen only moderate success ▶ Option requires significant changes to SCA service model (e.g. in relation to staffing and service delivery) to reduce cost. Work to date has made only a marginal impact. 	<ul style="list-style-type: none"> ▶ Reputational risk – option may increase risk for certain cohorts and lead to concerns that long-term outcomes of young people are compromised as the expense of reduced cost which will have an adverse effect on the community's perception of the program
3 Discontinue SCAs and Repurpose some funding	<ul style="list-style-type: none"> ▶ Accommodation will still be required for young people who are unable to be placed safely in the community – further investigation is required for feasibility and cost of alternative options. Further consideration needed in relation to availability of accommodation alternatives and willingness of alternatives to house young people in the SCA cohort (cohort risk issues). It should be noted that there are current alternative accommodation options available 	<ul style="list-style-type: none"> ▶ Implementation risk – option requires investigation of alternative accommodation options that are safe and supportive and cross-agency and cross-sector collaboration, including negotiation of division of responsibilities and cost

Policy Options Assessment


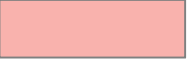

Option 1: Discontinue SCAs

Description

Divesting of SCA assets, close program and transfer existing clients to other services – use existing services to fill any gaps

Assets: Discontinued

Services: Discontinued

Alignment to objectives and need	
<p>Alignment to Youth Justice Strategy and Strategic Plan</p>  <p><i>Weak</i></p>	<ul style="list-style-type: none"> ▶ Discontinues housing support to young people and may decrease access to supports, leaves service gaps which may lead to increases in reoffending
<p>Alignment to Whole-of-Government objectives</p>  <p><i>Moderately Weak</i></p>	<ul style="list-style-type: none"> ▶ Does not support government priority of keeping communities safe and may lead to an increase in youth reoffending ▶ Somewhat aligns with asset management framework by divesting asset of high cost service ▶ Discontinues the provision of a safer, more supportive environment for Aboriginal and Torres Strait Islander children
<p>Alignment to cohort need</p>  <p><i>Moderately Weak</i></p>	<ul style="list-style-type: none"> ▶ Although young people can be serviced by other Youth Justice models, the services are not tailored to meet a broader range of needs and risks of a wider cohort of children and young people without suitable accommodation,

Feasibility considerations

- ▶ Accommodation will still be required for young people who are unable to be placed safely in the community – further investigation is required for feasibility and cost of alternative options (e.g. current cost per bed in residential placements are significantly lower than SCAs but will need to consider additional services and cohort risk). Further consideration needed in relation to availability of accommodation alternatives and willingness of alternatives to house young people in the SCA cohort (cohort risk issues).
- ▶ Service gaps will need to be filled by existing Youth Justice, other government agency and NGO services however, there may not be sufficient capacity or willingness from other agencies to appropriately service the SCA cohort and the onus may fall on Youth Justice to provide a solution. For example, there are a lack of YBOSS services in Townsville.
- ▶ If no alternative accommodation supports are available or scarcely available, young people with unsuitable living conditions may not be eligible for bail which may increase remand rates and cause capacity issues for the youth detention centres.

Risk considerations

- ▶ Implementation – option requires investigation of alternative accommodation options that are safe and supportive
- ▶ Reputational – option may lead to community concerns as to where SCA cohort will now be placed and the management of potential risk.
- ▶ Reputational - lack of accommodation options for young people may lead to an increase in reoffending which may have an adverse effect on reputation and continued issues in community perception of youth crime are likely to remain.
- ▶ Viable other options exist that achieve better outcomes for young people whilst minimising the service gaps created from the discontinuation of the SCA program.

Policy Options Assessment




Option 2: Retain and keep Refining SCAs

Description

Retain SCA program while continuing to refine components of the program that have resulted in high cost and low utilisation.

Assets: Retained/Transferred

Services: Retained

Alignment to objectives and need	
<p>Alignment to Youth Justice Strategy and Strategic Plan</p>  <p>Moderate</p>	<ul style="list-style-type: none"> Aligns with priorities by providing wrap-around support to young people, however it is uncertain as to whether this will be successful in keeping young people out of custody and reduce reoffending
<p>Alignment to Whole-of-Government objectives</p>  <p>Weak</p>	<ul style="list-style-type: none"> SCA facilities are non-secure and young people may abscond which may have an adverse consequence to the government priority of keeping communities safe Aligns with asset management framework if utilisation can be improved and costs reduced - current practice suggests this is very difficult to achieve Current evaluation findings show varying effectiveness of SCA model in achieving outcomes for Aboriginal and Torres Strait Islander children
<p>Alignment to cohort need</p>  <p>Moderately Weak</p>	<ul style="list-style-type: none"> Services and assets are somewhat tailored to meet the needs of current SCA cohort, however do not address needs of more complex young people who would need more intensive supports

Feasibility considerations

- Option entails a more targeted and cohesive approach to delivery of SCAs, which will need to be balanced with providing a tailored trauma-informed service to young people that is geographically flexible to sufficiently meet demand across Queensland
- Option will require implementation of strategies to improve utilisation (current strategies include expanding cohort, increasing emergency placements and facilitating information sessions), which to date have seen only moderate success
- Option requires significant changes to SCA service model (e.g. in relation to staffing and service delivery) to reduce cost. Work to date has made only a marginal impact.
- To be effective this option may require legislation which may grant the SCA more powers and assist in addressing the issue of young people absconding from the SCA facility
- Option expands SCAs to support additional cohorts who may have lower offending risk compared to the current cohort - consideration should be given to ensure the safety of all young people as well as the likelihood of certain cohorts influencing others negatively and increasing the risk of additional trauma or anti-social behaviour

Risk considerations

- Implementation - option will require reconfiguration of infrastructure and staff to ensure that the needs of different cohorts are met and that young people are safe and supported during and beyond their stay at the SCA. Further, fidelity to the program logic should be adhered to drive outcomes however, without changes to the service model and contracting approach, there is unlikely to be significant improvement to utilisation and cost.
- Reputational - option may increase risk for certain cohorts and lead to concerns that long-term outcomes of young people are compromised at the expense of reduced cost which will have an adverse effect on the community's perception of the program
- Viable other options exist that achieve similar outcomes for YP whilst minimising cost impact.

Policy Options Assessment




Option 3: Discontinue SCAs and Repurpose some funding

Description

Divesting of SCA assets; repurpose some funding to enhance existing services that also offer wrap-around supports, including referral options for accommodation and undertake service needs/gap analysis to determine optimal service response

Assets: Discontinued/Transferred

Services: Retained through enhancements to other programs (existing Youth Justice services and other wrap around supports)

Alignment to objectives and need	
<p>Alignment to Youth Justice Strategy and Strategic Plan</p>  <p><i>Strong</i></p>	<ul style="list-style-type: none"> ▶ Aligned to all pillars of Strategy by providing wrap-around support to young people, keeping them out of court and custody and supporting them to re-integrate with their families, culture and communities and reduce reoffending
<p>Alignment to Whole-of-Government objectives</p>  <p><i>Strong</i></p>	<ul style="list-style-type: none"> ▶ Supports government priority of keeping communities safe by reducing youth reoffending ▶ Discontinuation of accommodation services allows for more efficient use of asset and maintenance funds for other purposes ▶ Potential for more sustained support that follow the young person regardless of placement option
<p>Alignment to cohort need</p>  <p><i>Strong</i></p>	<ul style="list-style-type: none"> ▶ Services and assets are tailored to meet needs and risks of children and young people in youth justice over longer period of time regardless of placement option

Feasibility considerations

- ▶ Accommodation will still be required for young people who are unable to be placed safely in the community – further investigation is required for feasibility and cost of alternative options (e.g. current cost per bed in residential placements are significantly lower than SCAs but will need to consider additional services and cohort risk). Further consideration needed in relation to availability of accommodation alternatives and willingness of alternatives to house young people in the SCA cohort (cohort risk issues).
- ▶ Option requires collaboration across services and agencies to provide supports that follow the young person, including case planning and case management.
- ▶ Option will require revision of commissioning to external service providers as asset is discontinued – while current role of NGOs is to deliver accommodation but not provision of supports, there may be potential to expand services while considering availability of accommodation alternatives and cohort risk.
- ▶ Upon completion of a service needs/ gap analysis, the current funding allocation for SCA may be able to be diverted to services offering wrap around supports for young people and a potential subsidy to other agencies to provide accommodation for the SCA cohort.

Risk considerations

- ▶ Implementation – option requires investigation of alternative accommodation options that are safe and supportive and cross-agency and cross-sector collaboration, including negotiation of division of responsibilities and cost
- ▶ Availability – alternate options availability will require further exploration
- ▶ Reputational – option may lead to community concerns as to where SCA cohort will now be placed and the management of potential risk

Policy Options Assessment

Summary

Current data and analysis suggests that:

- ▶ Subject to further investigation, the most strategically aligned and feasible option appears to be to Discontinue SCAs and Repurpose some funding (Option 3)
- ▶ Retaining and continuing to refine SCAs (Option 2) would be costly and may have an adverse effect on the community's perception of the program
- ▶ Divesting the SCA assets may lead to service gaps that are to be filled by existing or redesigned services.

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