



Restorative Justice Conferencing

Outcome and Economic Evaluation

Department of Youth Justice

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Inherent Limitations

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

The findings in this report are based, in part, on a qualitative study and the reported results reflect the perceptions of the sample surveyed, being Department of Youth Justice's approved representative sample of stakeholders. Any projection to the wider stakeholders is subject to the level of bias in the method of sample selection.

No warranty of completeness, accuracy or reliability is given in relation to the statements and representations made by, and the information and documentation provided by, Department of Youth Justice's approved representative sample of stakeholders consulted as part of the process.

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

KPMG is under no obligation in any circumstances to update this report, in either oral or written form, for events occurring after the report has been issued in final form.

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

Third Party Reliance

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This report has been prepared at the request of Department of Youth Justice in accordance with the terms of KPMG's contract dated 5 October, 2018. Other than our responsibility to the Department of Youth Justice, neither KPMG nor any member or employee of KPMG undertakes responsibility arising in any way from reliance placed by a third party on this report. Any reliance placed is that party's sole responsibility.

Glossary of Terms

Term	Definition
Agreement	Formal document stating the actions required of a young person to rectify the harm caused to victim(s) as a result of an offence committed by the young person. This is usually requested by the victim(s) and negotiated in the Restorative Justice Conference, to be subsequently completed by the young person under the supervision of the relevant Youth Justice Service Centre staff. The agreement can also include anything already said or done by the child or young person (e.g. a verbal apology)
Alternative Diversion Program (ADP)	An ADP is a structured process designed to assist a young person to understand the harm caused as a result of the offence they committed, and provide an opportunity for the young person to take responsibility for this harm. ADP's may involve educational programs, remedial actions or strategies to improve the young person's relationship with their family and community.
Brief screener	A tool used by convenors to conduct an initial screening of criminogenic risk and needs levels in a young person prior to their conference; assisting convenors to understand the most suitable conferencing approach given the young person's profile, as well as any support service referrals that may be required upon the conclusion of the conference.
Community representative	A person who attends a Restorative Justice Conference and who has not necessarily engaged with the victim or young person, however, they are a member of a community agency or organisation relevant to the offence or circumstances of the offence.
Conferencing and Reporting Information System, Youth Justice (CRIS-YJ)	The database used by the Department of Youth Justice to record and compile all information relevant to the Restorative Justice Conferences held.
Coarsened Exact Matching (CEM)	A form of statistical data matching which improves the estimation of causal effects by reducing imbalance in covariates between treated and control groups.
Counterfactual	A matched group or cohort used to compare the measure of interest (RJC) with, in this case young persons who went through traditional court processes. CEM methodology was used to establish the counterfactual group.
Court Diversion Referral	A referral to Restorative Justice Conferencing from the court, in which a Restorative Justice Conference is recommended to the young person instead of formal sentencing. The offence does not remain on the young person's criminal history, and court proceedings conclude upon the referral.
Criminogenic outcome	A reduction in the risk factors that lead young people to commit offences, or a reduction in recidivism, as an outcome of a Restorative Justice Conference.
Early intervention	Therapeutic or rehabilitative program offered to a young person who has committed an offence, aiming to address the causes of offending; examples include a police caution or ADP.
Formal sentencing	The court finds a young person guilty of an offence, recording the offence in the young person's criminal history and sentencing the young person to a punishment or consequence deemed suitable in the context of the offence.
Index date	The index date for the RJC group is the date the conference was held and for the court group it is the date of the final court appearance.

Term	Definition
Individual victim	A person(s) who was caused direct physical, emotional, psychological or financial harm as a result of an offence committed by a young person.
Intervention with Parental Agreement	An Intervention with Parental Agreement or IPA is voluntary agreement between the Department of Child Safety, Youth and Women and the family of a child who has come to the attention of the Department. An IPA does not involve a court order and enables the children to remain at home with support and services.
Offending magnitude	A new composite measure development by Youth Justice and Performance Reporting within the Department of Youth Justice that is based on the young person's offending frequency and offence seriousness for each measurement period. ¹ Young people are assigned to one of six pre- and post-treatment offending magnitude categories based on their offending frequency and seriousness. The young person's post-treatment magnitude is compared with their pre-treatment offending magnitude.
Offending frequency²	Number of charged offences occurring within the pre- or post-treatment measurement period <ul style="list-style-type: none"> • Frequency is calculated as the number of charges per year (including all charged offences arising during the measurement period); • The number of charges is pro-rated to the length of the measurement period, excluding any time spent in detention or prison. • Frequency is grouped into four categories: <ol style="list-style-type: none"> i) Very low frequency (up to 1 charge per year or 2 charges if measured over a 6 month period) ii) Low frequency (up to 3 charges per year or 4 charges per year if measured over a 6-month period) iii) Moderate frequency (up to 12 charges per year) iv) High frequency (more than 12 charges per year)
Offending seriousness³	The most serious charged offence occurring within the pre- or post-treatment measurement period. <ul style="list-style-type: none"> • The most serious offence is identified using a ranking of offences at the QASOC (Queensland extension of the Australian Standard Offence Classification) level. Youth Justice and Performance Reporting division within DYJ developed a custom-designed ranking of offence seriousness at the QASOC level because of limitations associated within the National Offence Index (NOI). • Offences are grouped into eight seriousness categories ranging from '1= most serious' to '8= least serious'.
Organisational victim	A group or organisation caused physical or financial damage by an offence committed by a young person, usually represented in a Restorative Justice Conference by one or two nominated individuals.
Outcome	The changes in a participant's projected life trajectory; physical, emotional, psychological or financial state; and/or rates of recidivism, as a consequence of the Restorative Justice Conferencing process.
Participant	An individual victim, organisational victim or young person who participated in the Restorative Justice Conferencing process.
Pre-sentence referral	A referral to Restorative Justice Conferencing from the court, prior to formal sentencing.
Referral pathway	The process in which the young person is recommended or ordered to participate in a Restorative Justice Conference.

¹ Department of Child Safety, Youth and Women (2017) *Restorative Justice Project 12 month program evaluation*, Queensland Government.

² Ibid.

³ Ibid.

Term	Definition
Restorative Justice Conference (RJC)	The process in which a victim, offender, convenor and any other (relevant) individuals or community members affected by an offence committed by the young person actively participate to resolve matters arising from that crime.
Restorative Justice Order (RJO)	A formal sentence by the court, mandating that a young person participate in a Restorative Justice Conference.
Stakeholder	Any person who supports the delivery of the Restorative Justice Conferencing program; for example Department of Youth Justice staff, Magistrates and police.
Statement of intent	An agreement component type produced by a young person after a conferencing session. The statement of intent is usually a voluntary component of the agreement that is reached between the victim(s) and the young person.
Support services	Independent services to which a young person may be referred for support in addressing the issues that drove them to commit their offence and/or arose as a result of the offence.
Systemic outcome	A change in relation to the intra- or inter-organisational systems as a result of the Restorative Justice Conferencing program.
Victim	The primary person(s) against whom the young person committed the offence, and who suffered physical, emotional, psychological and/or financial harm as a result of the offence.
Wellbeing outcome	A change in relation to the young person and/or victim's attitude, beliefs, behaviour and/or circumstances as a result of participating in the Restorative Justice Conferencing process.
Written apology	An agreement in which the young person must write the victim(s) an apology letter.
Young people	A person aged 18 or under who committed an offence and was referred to and participated in the Restorative Justice Conferencing program.
Youth Justice Order (YJO)	A referral to Restorative Justice Conferencing from the court, in which the referral is accompanied by formal sentencing.

Abbreviations

Term	Definition
ABS	Australian Bureau of Statistics
ADP	Alternative Diversion Program
ATSILS	Aboriginal and Torres Strait Islander Legal Service
CPO	Child Protection Order
CRIS-YJ	Conferencing Reporting and Information System, Youth Justice
DCSYW	Department of Child Safety, Youth and Women
DPP	Office of the Director of Public Prosecutions
DYJ	Department of Youth Justice
ICMS	Integrated Client Management System
IPA	Intervention with Parental Agreement
QLD	Queensland
QPS	Queensland Police Service
RJC	Restorative Justice Conference
RJO	Restorative Justice Order
YJ	Youth Justice
YJO	Youth Justice Order

Executive Summary

KPMG was commissioned to conduct an economic and outcome evaluation of Restorative Justice Conferencing (RJC) in Queensland. RJC is a justice process used as a response to offences committed by a child or young person to divert them away from courts as well as achieve reparation of harm for their victims. The process generally involves a facilitated meeting between the child and the victim as well as other people affected by the crime to discuss what happened, the effects of the offence and how the harm caused to the victim can be repaired.

A mixed methods evaluation was employed for the evaluation utilising qualitative data and insights gained from interviews with young offenders, victims of youth crime and other stakeholders. This was triangulated with quantitative analysis of administrative and court data provided by the Department of Youth Justice (the Department). This included a linked data set incorporating data from the Department, the Queensland Wide Interlinked Courts (QWIC) system and Corrections which was matched to establish an RJC group and a counterfactual court group.

The evaluation covers the period 2015-16 to 2017-18. Delays were experienced in finalising the evaluation report due to the time required to collate administrative data from multiple government agencies, obtain ethics approval and recruit victims and young people for interviews, facilitate state wide interviews with a broad range of stakeholders as well as undertake extensive technical data analysis.

Details of the methodology including limitations are contained in Section 2 of the report.

The scope of the evaluation includes:

- examining whether RJC has achieved its intended outcomes, including system outcomes, criminogenic outcomes, and wellbeing/social outcomes for young people and the victims of crime;
- examining the appropriateness and cultural responsiveness of conferencing in meeting the needs of different groups, including children aged 10-12 years, Aboriginal and Torres Strait Islander young people, and other cultural groups,
- examining the effectiveness of the new restorative justice referral pathways; and
- an economic evaluation of RJC.

The following headline questions were used to guide the evaluation:

1. Did RJC achieve its intended outcomes?
2. What are the patterns of service utilisation by young people referred to conferencing?
3. What works for whom and under what circumstances?
4. Is RJC appropriate in meeting the needs of different cohorts?
5. How effective are the new RJC referral pathways?
6. Is RJC more cost-effective than comparable matters dealt with by courts?
7. What are the cost savings to government (avoided costs) associated with reductions in reoffending and diversions from the court and/or formal sentencing?
8. How can the RJC model be improved?

RJC in Queensland

Following the reintroduction of court referral pathways in 2016-17, the number of referrals to RJC increased significantly as a diversionary pathway for young people in contact with the youth justice

system. There were a total of 2,273 referrals in 2017-18, more than double the 839 referrals recorded in 2015-16. As shown in the chart below, growth between 2016-17 and 2017-18 was higher for court referrals than police referrals with court referrals increasing from 1,018 in 2016-17 to 1,245 in 2017-18 (an increase of 22%) compared to police referrals which fell from 1,093 in 2016-17 to 1,025 in 2017-18 (a decrease of 6%). Consistent with the increase in volume of referrals, the number of conferences held also increased from 614 to 1,412 from 2015-16 to 2017-18.

Chart E1: Referrals in Queensland



Source: Offences received, DYJ, 2019

Question 1 - Did RJC achieve its intended outcomes?

The evaluation found that RJC has been successful in achieving its intended outcomes. It has reduced recidivism and helped repair harm to victims as well as improve overall victim wellbeing. RJC was also found to encourage young people to take responsibility for their offending behaviour and help integrate them back into their families and communities.

Reduction in recidivism

For the purpose of the evaluation, reductions in recidivism were measured in terms of reductions in re-offending magnitude, taking account of both a reduction in frequency of offending as well as a reduction in the seriousness of offending. The time to first re-offence, in the 12 months following either an RJC or court event was also considered. The evaluation compared recidivism outcomes for young people who went through RJC with a cohort of young people dealt with through the courts (based on a sample of cases from 1 July 2013 to 31 December 2017).

The analysis shows that RJC reduced offending magnitude⁴ across all cohorts of young people. In fact, the likelihood that offending magnitude will reduce as a consequence of a RJC process is 78%. Notably, RJC appeared to have a stronger effect in reducing reoffending magnitude than court processes in all cases except public order offences.

The evaluation found there was little difference between the RJC and court groups with respect to time to first re-offence with the exception of younger non-Indigenous people for whom RJC tended to have a greater effect in postponing reoffending behaviour over court processes.

Reparation of harm for victims

One of the fundamental aims of RJC, in addition to reducing recidivism rates for young people, is to achieve reparation of harm for victims. Interviews conducted for this evaluation indicated that most victims believed reparation of harm was achieved through the RJC process although some remained unconvinced. Of the victims surveyed for the evaluation, 94% reported being satisfied with the outcome of RJC – an overwhelming endorsement of the RJC process. Factors impacting on victim's experience with RJC included the young person's behaviour through the conference, their apparent sincerity, level of remorse and overall perceived change in their approach to life, as well as the degree to which the victim believed they had input into the agreement.

⁴ Offending magnitude is a composite measure that takes account of the young person's offending frequency and offence seriousness.

Young people taking responsibility for their offending behaviour

Confidential YJ information

Outcomes from interviews conducted throughout the evaluation indicated that most young people appear to accept responsibility for their actions at the time of their RJC. This is supported by data which shows very high completion rates for RJC agreements reached between young people and their victims with 97% of agreement components completed by young people in 2017/18.

Improving wellbeing of victims

Many victims saw the conference as providing a unique opportunity for them to understand and empathise with the young person's situation and in particular, understand how the offence may have occurred and what was happening in the young person's life at that time. Most victims felt they gained a much better appreciation of the reasons for committing the offence which in turn helped them feel more secure after the conference, both in relation to the young person and the offence.

Healing relationships and promoting connections

Most young people interviewed felt RJC helped them understand their mistakes and develop better connections with their families and the victims, as well as helping them to re-evaluate where their lives were heading and what they could do improve their lives as a whole. Young people often commented on "feeling relieved" and "getting what they deserved," so that the conference allowed them to "learn from [their] mistakes and move on."

Representation of Aboriginal and Torres Strait Islander young people in the youth justice system

RJC was shown to be effective in reducing offending magnitude as a diversionary outcome for Aboriginal and Torres Strait Islander young people, although this effect was smaller than for non-Indigenous young people. However, RJC was shown to have a slightly greater effect on reducing the magnitude of offending for Aboriginal and Torres Strait Islander young people than traditional court processes. The analysis also found that RJC appears to have a greater effect in postponing reoffending behaviour in Aboriginal and Torres Strait Islander young people in the 17-18 age group than court.

Question 2 – What are the patterns of service utilisation by young people referred to conferencing?

A range of support services are available to young people who participate in RJC including, for example, programs to help young people manage their behaviour as well as general counselling programs (refer Appendix G for the full list of programs offered). These non-statutory support services are not mandatory, meaning the young person must agree to access such services. There is no mechanism or process to track, report on or analyse data relating to support service referrals made for young people, their families and victims. As such, the evaluation was not able to analyse service utilisation levels. This is an area that could be explored further in future refinements to the program.

One of the key benefits that Magistrates and police identified in relation to RJC over dealing with youth crime through the courts, is that court processes do not provide the time or opportunity to get to the root cause of the young person's behaviour which led to the offence, in the same way that RJC does. They highlighted that RJC can allow for underlying issues to be identified and resolved through support services or other forms of early intervention. However, stakeholders commented on the gaps and barriers to accessing early intervention and support services for young people in particular homelessness, drug and alcohol counselling and domestic violence services. The impact of RJC is likely to be enhanced with increased access to, and availability of appropriate support services for young people.

Question 3 – What works for whom and under what circumstances?

The evaluation found that RJC works better for young people who have committed serious offences. It showed that as the seriousness of pre-offending behaviour increased so too did the significance of

the impact of RJC in moderating the seriousness of reoffending behaviour by young people. However, young people with no offending history in the 12 months prior to conferencing tended to have escalating reoffending behaviour post court and conferencing. Further, the analysis revealed there was relatively little difference between court and RJC in terms of mitigating re-offending for young people with a nil history of reoffending in the prior 12 months. Aboriginal and Torres Strait Islander young people in this group were more likely to reoffend than non-Indigenous young people irrespective of whether they went through a court or RJC process.

As noted previously, RJC was found to be effective in reducing the magnitude of offending across all offence types with the exception of public order offences. Both court and RJC only impacted on the reduction in magnitude for public order offences with small effect. Young people who commit public order offences are, on average, younger than other offenders, have less prolific offending histories with less serious prior offences. While both court and RJC were found to be effective diversionary processes for this group, with RJC slightly more effective in terms of reducing reoffending, for those who go on to reoffend, due to their young age, and early stage in offending, their post-offending history tends to escalate.

Question 4 – Is RJC appropriate in meeting the needs of different cohorts?

As indicated previously, the evaluation found that RJC has a significant effect in reducing reoffending magnitude for non-Indigenous young offenders and a less profound effect on Aboriginal and Torres Strait Islander young people. However, this was found to vary across regions. For example, Aboriginal and Torres Strait Islander young people in the Central Queensland and South East regions experience a larger impact from conferencing compared to other regions like South West region where only a small impact was observed.

The impact of RJC on reoffending was found to be consistent across all age groups of young people. When compared to court processes, RJC was found to have a greater effect on the 17 to 18 age group on reduction in reoffending magnitude for both non-Aboriginal and Torres Strait Islander young people and Aboriginal and Torres Strait Islander people.

The analysis of gender demonstrates that there is a moderate to large effect from both court and RJC in mitigating offending magnitude for both males and females overall. The impact of both court and RJC is lower for Aboriginal and Torres Strait Islander males than for females, with a greater impact of RJC on females, and a greater impact of court on males. However, for non-Aboriginal or Torres Strait Islander young people, the impact of RJC on reducing re-offending magnitude for both males and females in the cohort is greater than for court.

Data on ethnic status of young offenders is not collected so it has not been possible to consider specific impacts on different ethnic groups.

Access to RJC

RJC processes were considered to be accessible by victims and young people both with respect to preparation for the conference and the conference itself. However, the system is coming under pressure with increasing demand for conferences and challenges were noted in relation to the length of time between the offence and the holding of the conference.

RJC was found to be an effective diversionary response across all regions examined for the evaluation with significant large effects observed in reducing offending magnitude. Notably, when compared directly with court, conferencing had an equal to larger effect than court across all regions, with the exception of Northern Queensland region where the effect size from conferencing and court was slightly lower.

Some differences between regions were observed with respect to the type of offences conferenced and the seriousness of offences conferenced. However, it is unclear, whether this is related to the offending profile generally of the population in the region, or whether it is indicative of a barrier in access to conferencing for certain offence types within particular regions. For example, Moreton region and South East region have a different offending profile to the other Regions, with proportionally fewer agreements/offences related to property offences, and more related to violent

offending. Both also have a proportionally larger volume of drug offences that have been conferenced. Northern Queensland region, on the other hand, has a significantly greater proportion of property offences that are conferenced, and has the lowest proportion of violent offences. Northern Queensland region also tends to conference less serious offences than the other regions.

Resourcing the system

Service centre staff, police and Magistrates all raised concerns about the capacity of the youth justice resourcing model to effectively meet the increased number of referrals as a result of the new referral pathways. In particular, it was noted that resourcing levels have remained relatively static despite the number of referrals more than doubling since the reinstatement of the court referral pathways. Reportedly, this has led to increased workload pressures and contributed to significant delays in convening conferences.

Question 5 – How effective are the new RJC referral pathways?

The new referral pathways that have been introduced under RJC were found to be working effectively to divert young people from the criminal justice system and were being applied in a manner consistent with the type of offence. For example, the evaluation found that Court RJOs and Court pre-sentence referrals were associated with higher offending magnitudes when compared to police referrals.

Magistrates interviewed as part of this evaluation indicated that the type of offence committed was an important consideration for each determination of the Children's Court. Magistrates agreed that, in their experience, victim-based offences were more suited to a restorative justice process than offences against the state. This is consistent with the data which shows that RJC has a greater impact in reducing re-offending magnitude for offences such as property and violent offences, as opposed to public order offences for which there was a considerably smaller effect.

Question 6 – Is RJC more cost effective than comparable matters dealt with by courts?

In terms of overall cost-efficiency, RJC was found to be consistently more cost-efficient than the traditional court process. This is due to a high proportion of matters being finalised through the police referral pathways and the court diversion pathway which have lower unit costs. Accounting for the complexity of different matters, for each year, the difference in cost-efficiency between RJC and court is estimated at approximately 33%.

Question 7 - What are the cost savings to Government (avoided costs) associated with reductions in reoffending and diversions from the court and/or formal sentencing?

The analysis shows that RJC results in annual savings of more than \$22.5 million to the youth justice system. Applying a Net Present Value analysis, overall savings at a 5% discount rate over the five year period of analysis (2017 to 2021) are estimated to be \$106.4million. Savings per young person diverted from re-offending as a consequence of an RJC process are estimated at \$12,658 per young person and savings per day in custody avoided are estimated at \$1,753.

Question 8 – How can the RJC model be improved?

While RJC is largely successfully achieving its expected outcomes, a program refresh may also be valuable in addressing some of the challenges identified throughout the evaluation. The following future directions are highlighted for consideration, noting that the Department is already taking action to address a number of these areas.

- 1 The Government continue to explore strategies to enhance the impact of RJC by strengthening its integration with other criminogenic, behavioural and social supports such that there is a holistic approach to addressing the specific needs of young people whose offending behaviour is

escalating. This may mean that, for some young people to avoid falling back in to a pattern of offending behaviour post-RJC, additional supports are mandated rather than optional.

- 2 The Department consider the opportunities for establishing formal partnership arrangements with organisations that offer support services that address known gaps, such as domestic and family violence, homelessness, drug and alcohol counselling, family support options, support for young people who are under 14 years of age, and educational and employment support. This may involve a funding agreement or similar to ensure these providers have capacity to support RJC participants across all regions, giving greater access to young people and their families, to assist them get their lives back on track.
- 3 The Department continue development of 'pathway' strategies to purposively increase young person participation in therapeutic, behavioural, criminogenic, and educational programs as well as cultural programs for Aboriginal and Torres Strait Islander young people, as a step-up in the hierarchy of responses to offending behaviour where RJC alone is not sufficient to divert young people.
- 4 It is noted that the mechanism for police protected admissions does in fact extend to Restorative Justice Conferencing and other diversionary pathways, however, to further enhance the opportunity for young people to be diverted at the point of police contact the Department should continue to raise awareness about police protected admissions with Legal Aid Queensland, the Queensland Law Society, the Aboriginal and Torres Strait Islander Legal Service and police.
- 5 The Department consider opportunities to enhance the transparency of agreement options with victims, in particular those which focus on a young person's self-improvement or which require direct effort relating to the victim. This may include a greater focus on programs currently run through DYJ or externally that are better aligned with the needs of the young person, or volunteering activities focused on redressing damages caused to the victim as a result of the offence.
- 6 The Department consider whether strategies to mandate or strengthen families' and young person engagement with family support services are appropriate where it is identified that parental control issues are a factor in a young person's offending behaviour.
- 7 The Department consider opportunities to better integrate RJC with the education system to facilitate support from schools for young people (and victims where relevant) who are participating in RJC, particularly post-conference, to reinforce outcomes. This may be achieved by engaging with the Department of Education to enhance awareness of RJC across the public school system, or through dedicated liaisons within service centres.
- 8 The Department consider whether there needs to be greater clarity on the policy intent behind RJOs, as well as the application of pre-sentence referrals. There may be some benefit in Government also reviewing the legislation regarding police attendance at conferences such that police attendance is mandated.
- 9 The Department review the existing resourcing model for appropriateness in terms of staffing profile against volumes of referrals, as well as responsibilities against position titles (including AO and PO stream synergies and potential amalgamation). Consideration could also be given to having a centralised support team responsible for moderating the consistency of practice across centres, perhaps through practice guidance materials, managing any further evaluation process such as is suggested in recommendation 6, as well as accommodating the following centre-based resources within each youth justice service centre:
 - a resident psychologist who can participate in conferencing as required (victim representative) and provide support to victims and young people; and
 - a dedicated support worker responsible for following up with victims and their families post-conference to see whether they require further support / are accessing the services they need. This role could also be responsible for following up agreement outcomes and providing feedback to victims and referring bodies regarding such status, as well as liaising with relevant child safety officers and stakeholders from local schools to ensure follow up support is being provided to young people and victims (where relevant).

- 10 The Department consider opportunities for RJOs to progress via an alternative diversionary process where victim participation is not able to be secured. The Department may need to consider associated legislative issues.
- 11 The Department continue to expand the existing procedural documents to include guidance regarding the structure of conferences, to allow convenors to consider the appropriate length of time of any conference, and number of participants that a conference can accommodate.
- 12 The Department continue to pursue new ways of enhancing the cultural appropriateness of RJC by applying a cultural lens to processes in place across the state. For example, this may involve rolling out the two day Aboriginal and Torres Strait Islander immersion program between RJC staff and local Elders at a state-wide level, which has been trialled at some service centres. It may also involve greater focus on the inclusion of cultural programs in the agreements of Aboriginal and Torres Strait Islander young people, and consideration of strategies to enhance the cultural safety of conferences for these young people.
- 13 The Department establish processes to allow ongoing monitoring / evaluation of the effectiveness of RJC across the state. Outputs may be leveraged to roll out a state-wide awareness campaign focused on providing education to referring bodies (i.e. courts and police) in relation to the various referral pathways and on promoting the benefits of RJC with both referring bodies and members of the community. Ongoing evaluation processes may also help with regular identification of improvement opportunities and inform internal communications, for example in relation to timeliness of processes by monitoring index offence to conferencing dates across the state.
- 14 The Department continue to explore whether database improvements can be made to allow referrals made to support services for both victims and young people to be recorded and periodically analysed for trends and insights, as well as better identify any need for remediating actions across the state.
- 15 The Department continue to investigate opportunities to make the following database enhancements:
 - adding a unique data field for the recording of support service referrals for young people and victims, brief screener score results and support person participation (including options for multiple roles and types to be recorded, as well as flags to require support person attendance records post-conference); and
 - adding an ADP flag to each referral record to allow these to be separately identified and tracked.⁵

⁵ The Department of Youth Justice has advised that they will be reporting on ADPs from 1 October 2019. An update to CRIS-YJ to capture ADPs will go live in October 2019.

1. Introduction

KPMG was commissioned in September 2018 to conduct an economic and outcome evaluation of Restorative Justice Conferencing (RJC) in Queensland. Originally a program falling within the jurisdiction of the Department of Justice and Attorney-General, the RJC function moved to the Department of Child Safety, Youth and Women in the 2017-18 financial year, and then more recently in July 2019 to the Department of Youth Justice (the Department). This evaluation builds on the previous evaluation undertaken in 2017-18 and provides new analysis and insights into the restorative justice process, as well as the economic, criminogenic, and social outcomes of the program.

As the final report in the program evaluation, this document presents the results of KPMG's review, analysing the overall objectives of RJC against a comprehensive evaluation framework. The evaluation employed a mixed methods approach utilising qualitative and quantitative data from stakeholder interviews, interviews with young offenders and victims of youth crime, and insights based on qualitative and quantitative analysis of consultation findings and data provided by the Department.

1.1 Program Objectives and Outcomes

RJC refers to the process in which the victim, offender, a facilitator and, where appropriate, any other individuals or community members affected by a crime actively participate to resolve matters arising from that crime.⁶ The Queensland Government defines RJC as the following:

A process whereby parties with a stake in a specific offence collectively resolve how to deal with the aftermath of the offence and its implications for the future.⁷

The Queensland Government's Restorative Justice Project was established in 2015-16 and allocated \$23.6 million for the following four year period (2015-16 to 2018-19) after an election commitment to reinstate the capacity for courts to refer young people who commit offences to restorative justice conferencing.⁸ Amendments to the *Youth Justice Act 1992* (Qld) commenced on 1 July 2016 and had the effect of reinstating court-referred restorative justice conferencing, as well as introducing new sentence-based restorative justice interventions for young people subject to supervised orders.⁹ In the 2019-20 Queensland State Budget, the Government dedicated a further \$27.5 million over a four year period to continue and enhance restorative practice, including RJC and Family Group Meetings.¹⁰

The current restorative justice model is consistent with the Charter of Youth Justice Principles, which is contained in the *Youth Justice Act 1992* (Qld). In particular, the model aligns with principle five of the Charter:

If a child commits an offence, the child should be treated in a way that diverts the child from the courts' criminal justice system, unless the nature of the offence and the child's criminal history indicate that a proceeding for the offence should be started.¹¹

⁶ United Nations Economic and Social Council, *Basic principles on the use of restorative justice programmes in criminal matters* (Resolution 2001/2) paragraph 3, cited in Australian Government, *Restorative Justice National Guidelines*, November 2013.

⁷ Department of Child Safety, Youth and Women, *Restorative Justice Project: 12-Month Program Evaluation* (May 2018) p 13, citing Marshall, T., 1999, *Restorative Justice: An Overview*. London.

⁸ Queensland Government, 'Queensland State Budget 2015-16: Budget Paper 5', Department of Justice and Attorney General, p 14.

⁹ Explanatory Notes, *Youth Justice and Other Legislation Amendment Bill 2016* (Qld), p 1.

¹⁰ Queensland Government, 'Queensland State Budget 2019-20: Budget Paper 5', Department of Youth Justice, p 4.

¹¹ *Youth Justice Act 1992* (Qld) Schedule 1; Charter of Youth Justice Principles.

In accordance with the recommendations of Bob Atkinson's *Report on Youth Justice*,¹² the restorative justice model also supports two of the four pillars of the Queensland Government's youth justice strategy.¹³ These two pillars being 'keep children out of court' and 'keep children out of custody'.

With the ultimate aim of reducing reoffending by young people in Queensland, the enhanced restorative justice model specifically includes the following elements:

- *better targeting of specific cohorts* including serious offenders/offences and young people from older age groups;
- *reintroducing and building on court referral pathways* to provide more options for restorative justice interventions for children and young people subject to supervised orders (e.g. Restorative Justice Orders);
- *enhancing alternative diversion and early intervention options* by encouraging greater use of cautions by police and introducing the Alternative Diversion Program (ADP);
- *improving the cultural relevance of restorative justice processes* for Aboriginal and Torres Strait Islander young people, families and communities; and
- *applying restorative justice principles to other areas of youth justice* such as youth detention centres.

These elements are designed to support a set of defined objectives, as in Figure 1.

Figure 1: RJC objectives



Source: DYJ program documentation 2018

The key goals¹⁴ of the Restorative Justice Conferencing process in Queensland are:

- voluntary participation – all parties make an informed choice to participate in the process; preparation occurs with all participants, and the victim, young person and community all have the opportunity determine a mutually acceptable response to repair the harm caused by the crime;
- accountability – the young person should be held accountable for their behaviour and be given the opportunity to admit the behaviour, be aware of the wrong doing, hear and understand the harm that was caused and make amends;
- reparation – victims should get to have a say about how they have been affected by the offence and how the young person may make amends; they get to have their questions answered and they should feel a sense of empowerment, security and closure;
- reintegration – young people should be given the opportunity to develop their socially acceptable behaviour and their connections with their family, community of care and the

¹² Special Advisor, Bob Atkinson, to Minister Farmer, *Atkinson Report on Youth Justice*, June 2018.

¹³ Department of Youth Justice, "Working Together Changing the Story: Youth Justice Strategy 2019-2023", 2019.

¹⁴ *Ibid.*

wider community; families should also be encouraged to accept responsibility to support the young person in their development.

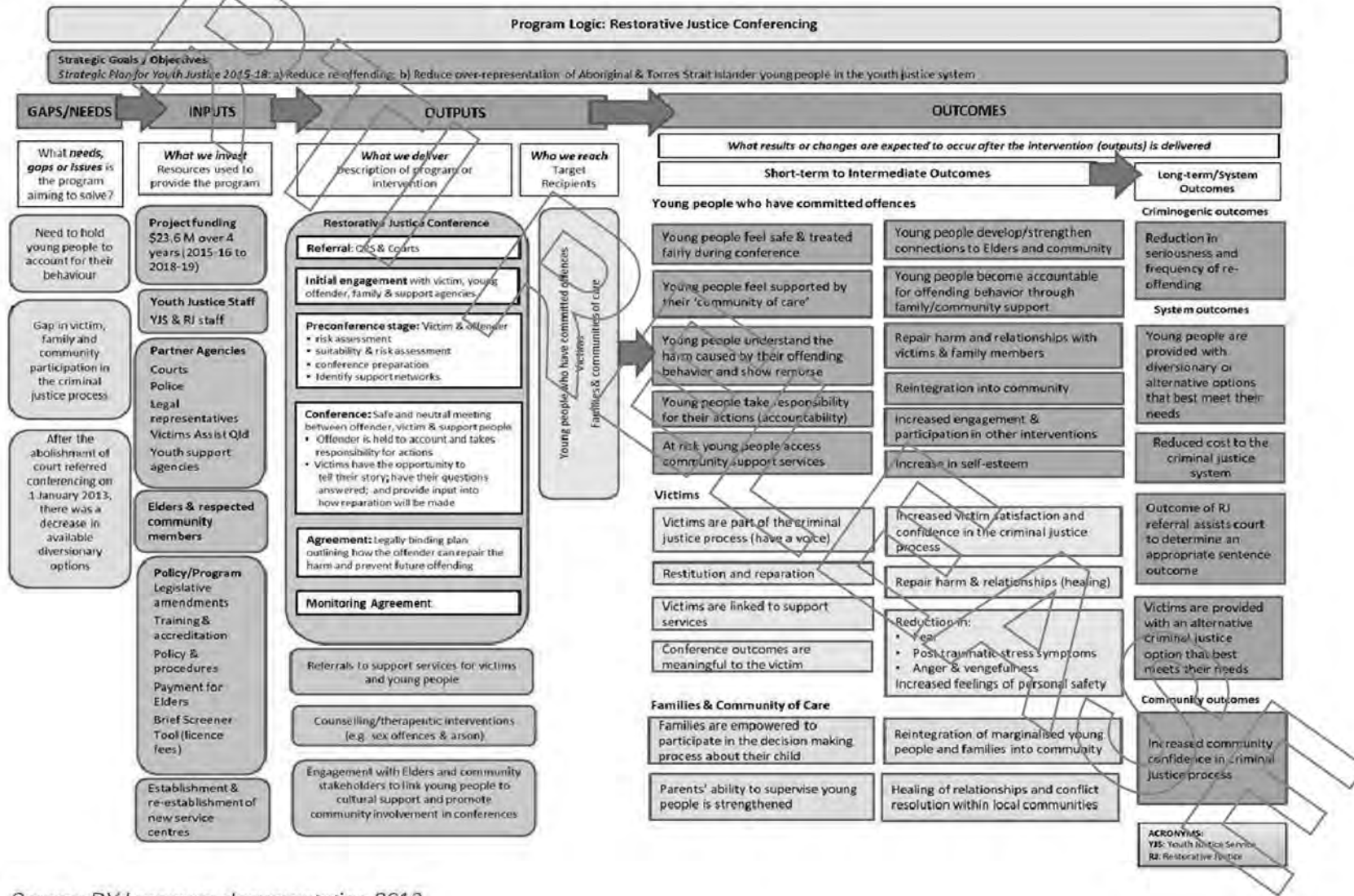
Targeted outcomes for victims include benefits associated with being given a voice and a platform to share how they have been affected and how the offence should be dealt with. Other goals for victim participation include increased sense of empowerment and restored dignity, attainment of answers and closure for the incident, reduction in levels of fear and anxiety, and increased satisfaction with the overall outcome.

Targeted outcomes for young people include a heightened sense of accountability from meeting directly with victims and other relevant parties, and being challenged in their beliefs about the offence and its consequences. This process is meant to strengthen the young person's moral conscience, potentially deepening a sense of remorse for the offence. This strengthened moral conscience is meant to have a positive effect on future decision-making and possibly reduce the likelihood of reoffending. The opportunity to meaningfully engage with the victim and other parties to repair harm is also intended to help improve their self-image.¹⁵

The RJC program logic model highlighting the targeted outcomes is included in Figure 2 overleaf. A key component of the program evaluation is assessing the efficacy of the program in meeting these defined objectives and supporting desired outcomes.

¹⁵ Special Advisor, Bob Atkinson, to Minister Farmer, *Atkinson Report on Youth Justice*, June 2018.

Figure 2: RJC program logic model



Source: DYJ program documentation 2018

1.2 Program Evaluation Scope and Purpose

The scope of this evaluation includes:

- examining whether RJC has achieved its intended outcomes, including system outcomes, criminogenic outcomes, and wellbeing/social outcomes for young people and the victims of crime;
- examining the appropriateness and cultural responsiveness of conferencing in meeting the needs of different groups, including children aged 10-12 years, Aboriginal and Torres Strait Islander young people, and other cultural groups;
- examining the effectiveness of the new restorative justice referral pathways; and
- an economic evaluation of RJC.

The following headline questions were used to guide the evaluation:

1. Did RJC achieve its intended outcomes?
2. What are the patterns of service utilisation by young people referred to conferencing (i.e. holistic approach to addressing needs)?
3. What works for whom and under what circumstances (categories to include gender, race, severity of index offence, type of index offence, and location)?
4. Is RJC appropriate in meeting the needs of different cohorts?
5. How effective are the new RJC referral pathways?
6. Is RJC more cost-effective than other alternatives (e.g. for comparable matters dealt with by courts)?
7. What are the cost savings to government (avoided costs) associated with reductions in reoffending and diversions from the courts and/or formal sentencing?
8. How can the RJC model be improved (policy, legislative or practice enhancements)?

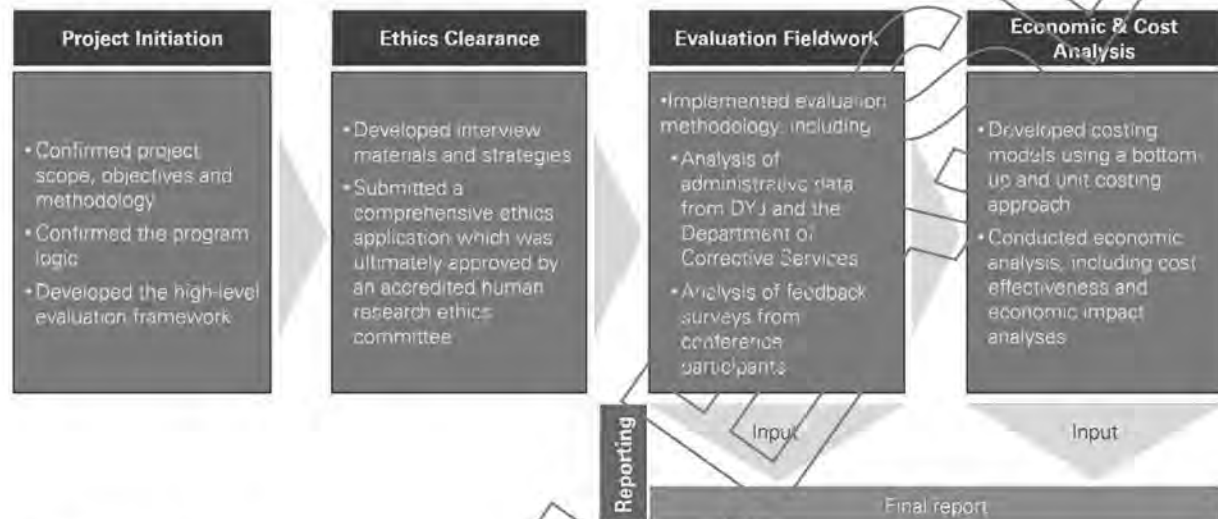
A comprehensive list of the evaluation questions is provided in Appendix A.

The findings from the evaluation offer a robust evidence base to support continuous improvement in service delivery, promote organisational learning, and inform future policy and program enhancements.

2. Methodology

This evaluation was conducted over a number of stages and considered a range of factors in assessing the overall effectiveness of RJC. This is reflected in the project methodology as outlined in the diagram below.

Figure 2: RJC program evaluation methodology



Source: KPMG, 2019

2.1 Project Initiation

As the first step in the evaluation process, KPMG confirmed the program logic underlying RJC in Queensland in consultation with the Department. This identified the inputs, activities, outcomes and overall assumptions of RJC, and assisted to highlight the causal links to outcomes. The program logic was subsequently used to inform the development of the evaluation framework which set out the detailed methodology for the evaluation, including the necessary data inputs and analysis techniques. The evaluation was based on a mixed methods approach, and used both qualitative and quantitative data collection methods and strategies. The Evaluation Framework set out the detailed evaluation questions, which were tailored to targeted stakeholder and participant groups, and linked these to the relevant outcome measures and proposed data sources.

2.2 Ethics Clearance

Prior to undertaking the evaluation fieldwork, KPMG obtained ethics approval from the Townsville Human Research Ethics Committee. An ethics clearance for the work was considered necessary in recognition of the sensitivities involved in consulting with participants of RJC, including both young people committing offences and their victims. It was important to ensure that the study was adequately designed to take account of potential vulnerabilities of young people and victims of youth crime, but to ensure their voice was appropriately heard in evaluating the program's outcomes. Interview materials were developed in conjunction with the Department, and were subject to review by the Department's cultural representatives, as well as the evaluation team's cultural advisors.

The ethics application covered key elements of the evaluation design, including:

- Facilitators - the use of interviewers with experience in consulting with vulnerable populations, inclusive of young and Aboriginal and Torres Strait Islander people.
- Participation - focus on participant consent, confidentiality, comfort and safety. Prior to interviews, participants were made fully aware of the project's purpose, interview process and their rights with regards to participation and privacy, as well as complaint mechanisms. KPMG worked closely with the Department to identify the most appropriate approaches to engage participants, such as; including an optional support person during the interview, clarifying participation as non-compulsory and providing access to support services post-interview.
- Privacy - data collected in the course of the evaluation was kept confidential in accordance with the Australian Market and Social Evaluation Standard (AS ISO 20252) the *Youth Justice Act 1992* and the *Information Privacy Act 2009*. Individual data was stored securely and no identifiable data has been included in reporting.

2.3 Outcomes Evaluation

2.3.1 Analysis of Background Materials and RJC Data

An analysis of relevant materials and RJC data was conducted alongside and subsequent to stakeholder and participant interviews. The data examined included:

- relevant restorative justice literature provided by the Department, and administrative data from the Conferencing and Reporting System (CRIS-YJ);
- information about RJC available to the general public involved in the process; and
- participant exit surveys completed by young people, victims and other participants at the end of their conference.

This analysis provided foundational understanding and assisted with the production of insights relating to correlations and trends regarding social outcomes, crime reduction and the RJC process.

2.3.2 Stakeholder and Participant Interviews

To complement the analysis of the relevant literature and materials discussed above, KPMG undertook interviews with Departmental staff and stakeholders involved in the RJC process (stakeholders), as well as young people and victims who participated in at least one RJC (participants). These interviews assisted the evaluation team to develop detailed insights into:

- the RJC process and the experience of participants and other stakeholders;
- its suitability in meeting the needs of diverse cohorts; and
- potential issues, barriers and improvements.

As part of the evaluation, KPMG conducted consultations with 62 stakeholders and interviews with 35 participants, including 15 consultations with young people and 20 with victims. Among the primary stakeholders interviewed were Departmental staff, police, legal and court representatives. A list of stakeholders interviewed is shown in Table 1 below.

Interviews with victims included eight individuals, three private sector and nine community/public sector representatives. These interviews were approximately 45-60 minutes in duration and conducted across the Gold Coast, Toowoomba, Caboolture, Brisbane and Cairns. Stakeholder interviews provided insight into the performance of RJC across regions and its efficacy in achieving desired criminogenic and system outcomes. Participant interviews provided insight into their experience of the conference and impression of the program's efficacy in achieving desired wellbeing and social outcomes.

Table 1 – Stakeholder Groups Interviewed

Stakeholders included in detailed interviews
<ul style="list-style-type: none"> • DYJ and DCSYW Departmental Staff – Regional Executive Directors, Regional Directors, Youth Justice Service Centre Managers, Team leaders, other key policy, program staff • RJC Staff • Magistrates of the Children’s Court of Queensland • Court Staff • Representatives from the Queensland Police Service • Legal representatives nominated by the Department • Non-government groups including Victims Assist, youth support agencies and community justice groups • Aboriginal and Torres Strait Islander peak groups including Elders, respected Aboriginal and Torres Strait Islander community members and representatives who have attended a RJC

Source: KPMG, 2019.

DYJ data sets were also analysed to assess criminogenic outcomes and the impact of other influencing factors such as age, cultural background, and location. To do so, outcomes were compared for young people who participated in an RJC as opposed to those who were exposed to the traditional court process. More detail is provided on the data matching exercise in section 2.3.5 below.

2.3.3 Analysis of Qualitative Data

The qualitative data collected in stakeholder and participant interviews was analysed by summarising each participant’s responses to reflect key themes and issues within each area of enquiry, and undertaking a process of coding and subsequent thematic analysis. This process involved categorising data, which was then coded by one evaluation team member, and themed as recurrent comments, concepts and ideas emerged from the analysis. The qualitative analysis generated specific insights based on the experiences of individuals and organisations involved in the RJC process.

2.3.4 Development of Case Studies

Upon identifying themes and insights from the RJC participant interviews, individual experiences with RJC were used to develop case studies. These detailed case studies were constructed to present an in-depth picture of participants’ experiences of RJC as they relate to the targeted outcomes. Case studies also served to confirm or verify findings from the quantitative data analysis or offer an alternative, person-centred counter example. Given the sensitive nature of these case studies, every safeguard was implemented to protect the identity of the participants and ensure anonymity when sharing these experiences.

2.3.5 Overview of Quantitative Data

The quantitative data provided by the DYJ included three key corporate data sets drawn from CRIS-YJ that are referenced in this report as the ‘Offences Received’ data set, the ‘Conferences Held’ data set and ‘Linked’ data set. The following section provides an overview of each of the datasets.

Offences received dataset

The offences received dataset details the offences committed by a young person referred to RJC from 2015-16 to 2017-18. Each offence is accompanied by detailed descriptors of the young person who committed the offence as well as the offence itself. These include sex of the young person, age, Indigenous status, referral pathway, reported region and service centre, offence seriousness group,

based on the QASOC code, and whether the offence was returned to the referrer as opposed to being conferenced through an RJC process. The table below provides a brief overview of number and type of referrals contained within the dataset as well as distinct number of young people represented.

Table 2: Offences received dataset

	2015-16	2016-17	2017-18
Number of offences	2,396	7,104	6,968
Number of distinct referrals	839	2,111	2,273
Police referrals	839	1,093	1,025
Court referrals	-	1,018	1,245*
Number of distinct young people	746	1,666	1,879

*Excludes 3 YJ Post Sentence referrals in 2017-18

Source: *Offences received, DYJ, 2019.*

Conferences held dataset

The conferences held dataset describes the referrals which progressed to the conferencing stage for each young person from 2015-16 to 2017-18. The dataset contains all conferences held for offences per young person, per agreement from 1 July 2015 to 30 June 2018. Each agreement is accompanied by detailed descriptors of the young person involved as well as the nature and outcomes of the conference and agreement. These include the:

- sex of the young person;
- Indigenous status;
- age;
- area of residence;
- whether the young person has an active or historical child protection order;
- the most serious offence type referred;
- timeliness of conferencing process;
- conference outcome; and
- agreement type.

Note that one conference can have multiple young people as well as multiple referrals. The table below provides a brief overview of the number of offences conferenced, distinct referrals conferenced and referral type, and distinct conferences, as well as the number of distinct young people represented in the data.

Table 3: Conferences held dataset

	2015-16	2016-17	2017-18
Offences conferenced	2,089	4,815	4,782
Number of distinct referrals conferenced	714	1,384	1,617
Police referrals conferenced	714	797	793
Court referrals conferenced	-	587	822*
Number of distinct conferences	614	1,196	1,412
Number of distinct young people	636	1,123	1,353

*Excludes 2 YJ Post Sentence referrals in 2017-18

Source: *Conferences held, DYJ, 2019.*

The following table shows the number of times a distinct young person participated in conferencing segmented by the number of conferences they have attended. There were 3,484 total conferences involving a distinct young person over the period from 1 July 2015 to 30 June 2018, for which 15% involved a young person who participated in two or more conferences.

Table 4: Distinct young person and distinct conferences 1 July 2015 to 30 June 2018

No. Conferences young person participated in	No. Distinct young people	Conferences for distinct young people
1	2,414	2,414
2	356	712
3	72	216
4	23	92
5	3	15
6	2	12
7	1	7
8	2	16
Total conferences for distinct young people		3,484

Source: Conferences held, DYJ, 2019.

Linked data set

The linked data set was provided to the evaluation team by the Department, linking data from the Department of Youth Justice (ICMS and CRIS-YJ), Queensland Wide Interlinked Courts (QWIC) system and Corrections (IOMS), Performance and Reporting Unit Adult Court Lodgements and Queensland Corrective Services data. Following the linking process, the Department used Coarsened Exact Matching (CEM) to establish a counterfactual so that outcomes for young people who were the subject of RJC processes could be compared directly with outcomes for young people from court processes. The table below outlines the eligibility criteria for young people in both the RJC and court cohorts to be included in the matched data set.

Table 5: Matching methodology to establish the counterfactual

RJC group	Court group
Young person had a status 'conference held' and a conference was held during the period of 1 July 2013 to 31 December 2017 3,492 distinct young people	Young person had finalised court appearance during the period of 1 July 2013 to 31 December 2017 10,847 distinct young people
An admission of guilt for all index offences	Plea of guilty for all index offences. All index offences are proven offences.
Aged 18 or under at index date	Aged 18 or under at index date
Index offences are not sexual offences ¹⁶ Index offences are not ADP (Alternative Diversion Program) Note: If at least one offence was a sexual offence or ADP, that conference is excluded from the analysis.	Index offences are not sexual offences ¹⁷ Note: If at least one offence was a sexual offence, that court appearance is excluded from the analysis.
Young person did not have prior custodial sentence ¹⁸ Note: Previous custodial sentence is defined as a previous detention order (detention or supervised release order, not remand). If a young person had a detention order start date before the index date, these young people are excluded from the analysis. ¹⁹	Young person did not have prior custodial sentence ²⁰ Note: Previous custodial sentence is defined as a previous detention order (detention or supervised release order, not remand). If a young person had a detention order start date before the index date, these young people are excluded from the analysis. ²¹ .

¹⁶ About 8% of all conference offences (after applying criteria above).

¹⁷ 0.3% of court offences are sexual offence (after applying criteria above).

¹⁸ Included only if the percentage of young people who had custodial sentence before their conference is low (see Smith and Weatherburn, 2012)

¹⁹ Less than 2% of young people had prior custodial sentence (after applying criteria above)

²⁰ Included only if the percentage of young people who had custodial sentence before their conference is low (see Smith and Weatherburn, 2012)

²¹ About 4% of young people had prior custodial sentence (after applying criteria above).

RJC group	Court group
Agreement status completed ²² All offences reached agreement made	Status of the most serious order: If the most serious order is a supervised order or conditional bail program (CBP) order – successfully completed. If the most serious order is an unsupervised order – have a completion date.
If multiple records per person are available, the record is selected at random	If multiple records per person are available, the record is selected at random
A young person does not spend 365 days in custody after the index date	A young person does not spend 365 days in custody after the index date
If a young person appears in both treatment and comparison groups, the young person is included in the RJC group	If a young person appears in both treatment and comparison groups, the young person is included in the RJC group
2,889 distinct young people	7,273 distinct young people

Source: DYJ, 2019

The CEM method was then used to match young people who went through the RJC system to the court system. The method matches individuals who passed the eligibility criteria based on sex, age category, Indigenous status and pre-treatment offending magnitude. Offending magnitude is a DYJ measure which takes account of both seriousness and frequency of offending behaviour to give a combined measure of offending. Appendix G provides an outline of how offending magnitude is derived.

Table 6: Matched data

		RJC group	Court group
After CEM	Before SEM	2,889	7,273
	Matched	2,889	7,242
	Unmatched	0	31

Source: DYJ, 2019

The table below provides an overview of the dataset:

Table 7: Data within the linked data set

	RJC group	Court group
Offences at index date ²³	28,759	9,894
Number of distinct young people	7,242	2,889
Police referrals	-	2,286
Court referrals	-	603
Number of distinct young reoffenders	3,696	1,375

Source: Conferences held, Linked data, 2019.

Participant survey dataset

The participant survey dataset includes quantitative and qualitative data obtained through exit surveys completed by young people, victims and other participants at the end of their conference between 1 January 2017 and 30 June 2018. The survey sought feedback about various aspects of the conference process, such as pre-conference preparation, consistency, fairness, respect and satisfaction with conference outcomes. Respondents were asked to provide satisfaction ratings on a

²² Of the 1253 agreements finalised in 2016-17, 96% of agreements were completed (see Table 13, CSYW, 2018a).

²³ Noting that multiple offences may be associated with a single referral or conference.

5-point Likert scale, ranging from 'strongly agree' to 'strongly disagree.'²⁴ The survey also included two open-ended questions, which asked 'What did you like about the restorative justice conference?' and 'What didn't you like about the restorative justice conference?' A total of 676 young people and 473 victims completed the survey between 1 January 2017 and 30 June 2018.²⁵

2.4 Economic Evaluation

KPMG performed an economic and cost analysis of RJC relative to a matched comparison group (counterfactual). The counterfactual involved a comparison of young people referred to a RJC and young people who were eligible for a conference but were formally charged and dealt with by the Children's Court without a conference. This analysis involved examination of:

- the *unit costings* associated with providing RJC across site locations (e.g. rural vs remote) and different referral pathways compared to the court system;
- the *cost effectiveness* of RJC as compared to dealing with matters in the court system; and
- the *savings* achieved by Government associated with reductions in reoffending and diversions from court and custody relative to the net costs of RJC.

The process used for each of the above is detailed in the following sections.

2.4.1 Development of Unit Costings

The initial stage of the economic analysis involved developing unit costs using a bottom-up approach and cost-allocation methodology. This included:

- identification, collation, and cleaning of the available data and information to support development of the model focused on all areas of the criminal justice system within evaluation scope;
- review of publicly available data from:
 - the Australian Bureau of Statistics (ABS);
 - the Productivity Commission (PC);
 - the Report on Government Services (RoGS);
 - the Australian Institute of Health and Welfare (AIHW); and
 - the Australian Institute of Criminology (AIC);
- review of domestic and international literature to further inform understanding of the current justice system, cost and demand drivers, and importantly, the fiscal and economic impacts of justice programs and interactions of clients with broader areas of the service system (e.g. health, education);
- analysis and exploration of key trends and drivers that impact activity and cost outcomes; and
- development of unit costs for the various activities along the service continuum involving development of activity costs on the basis of direct allocation of costs to activities, as well as allocation of overhead costs to activities based on appropriate allocation statistics – cost allocations were developed based on detailed input from individual agencies.

2.4.2 Analysis of Cost Effectiveness

Following development of detailed unit costings, KPMG conducted the economic analysis that leveraged the full extent of the evidence available, creating a model that incorporated the elements discussed below.

²⁴ It should be acknowledged that administering surveys immediately after a conference has been cited in research as producing favourable satisfaction levels.

²⁵ Duplicates were removed from the RJ Survey dataset, however there are some occasions where victims and other participants participated in more than one conference. These records have been retained.

Baseline model

The baseline model was created based on analysis of both the direct costs of service delivery, as well as broader economic impacts accrued at different points along the service continuum. It offers a comprehensive baseline picture of RJC activity and young person pathways, as well as the budgetary and economic impacts of young peoples' interactions with the justice system in the absence of RJC.

RJC model

This model was created using the identification of costs and activity associated with RJC as an alternative pathway. This involved consideration of:

- direct costs of service delivery, and associated economic and social impacts associated with diversion of individuals away from the youth justice system;
- the various pathways to matter resolution; and
- rates of offending, reoffending, time to reoffending, as well as examination of how these rates vary according to client characteristics.

The model defines the characteristics of the eligible population, as well as their likely pathway through the system.

The output of the cost-effectiveness analysis compared the baseline and alternative scenarios to produce a comparison of the characteristics and overall profile of client populations across the service continuum. It also produced estimates of the costs and impacts associated with client activity in the baseline and RJC scenarios, including the direct costs to government for justice sector service delivery, as well as broader economic and social impacts for various areas of the service system.

2.4.3 Analysis of Savings Impact

As the final component of the economic analysis, KPMG calculated the savings resulting from the use of RJC as an alternative to the court system for eligible individuals. A five year estimate of savings was determined using estimated demand projections for pre-court diversions, diversion from formal sentencing and mitigation of sentencing outcomes.

2.5 Limitations

Reliable data was not available in relation to the participation of victims, family members or other support people to answer evaluation questions associated with their involvement in conferencing from a quantitative perspective. This is due to a database issue, in that the Department's CRIS-YJ system requires victims to be allocated to offences and when a conference is scheduled, the database automatically populates the victim as a person who attends the conference. The expectation is that the database is updated post-conference to indicate whether or not the victim participated and how (i.e. in person, victim impact statement etc.). However, this is not consistently performed, resulting in unreliable data. Additionally, the CRIS-YJ system does not allow multiple role assignments to be made to one offence. The final data sets provided also did not facilitate any quantitative analysis around the final status of conferences being communicated to victims or referrers.

Similarly, data was not available in relation to support service referrals or to capture cultural status other than Aboriginal and/or Torres Strait Islander status. This limited analysis for associated questions to qualitative data only.

A further limitation includes that young people (i.e. both RJC and the court group) may also be participating in other programs (in addition to RJC and court processes) that may also impact on their subsequent levels of reoffending and other social and wellbeing outcomes. Given the lack of data on patterns of service utilisation, it was difficult to control for this external variable.

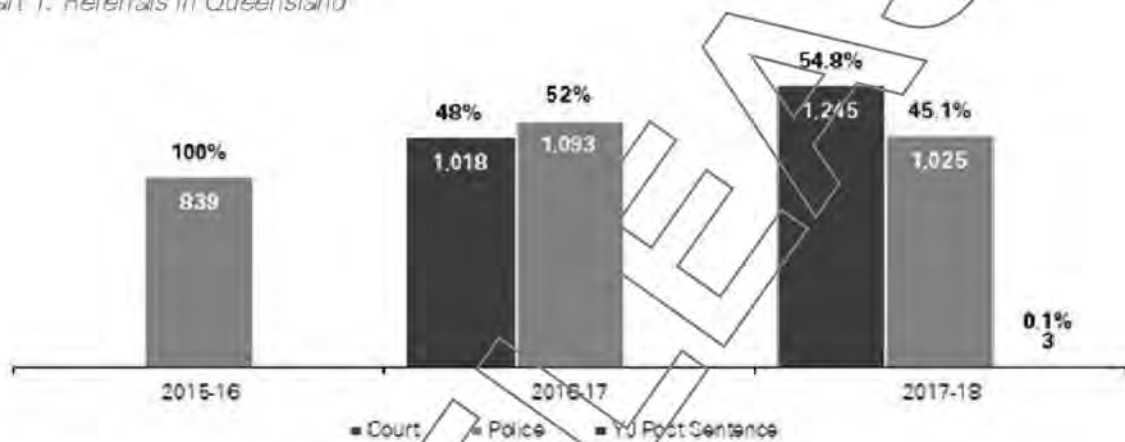
Selection bias may also be present in the qualitative elements of the evaluation, given that it was difficult to gain access to police or Magistrates that were opposed to the use of RJC as a diversionary response for young people.

3. RJC in Queensland

3.1 Offences and Referrals

Following the reintroduction of court referral pathways on 1 July 2016, the number of referrals to RJC increased significantly as a diversionary pathway for young people in contact with the youth justice system. In fact, year on year growth between 2016-17 and 2017-18 was higher for court referrals than police referrals with court referrals increasing from 1,018 in 2016-17 to 1,245 in 2017-18 (an increase of 22%) as compared to police referrals which actually fell from 1,093 in 2016-17 to 1,025 in 2017-18 (a decrease of 6%).

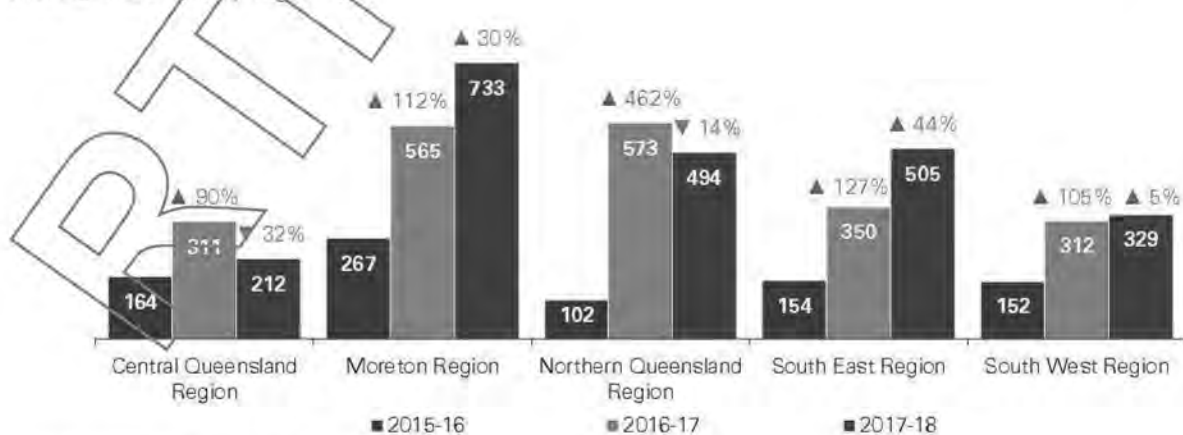
Chart 1: Referrals in Queensland



Source: Offences received, DYJ, 2019

The reintroduction of court referrals translated to growth in referral volumes for all youth justice regions from 2015-16 to 2016-17. However, from 2016-17 to 2017-18, Central Queensland and Northern Queensland experienced a decline in referral numbers by 32% and 14% respectively. All other youth justice regions experienced a continued increase in referral numbers. The South East region experienced the highest growth rate in referral volumes in 2017-18, increasing from 350 to 505 referrals, representing an increase of 44 per cent over the 2016-17 year. Northern Queensland region, however, experienced the highest rate of growth in referrals in the 2016-17 year, increasing from 102 referrals in 2015-16 to 573 referrals. Moreton region had the highest volume of referrals, with 733 referrals in the 2017-18 year.

Chart 2: Referrals by region



Source: Offences received, DYJ, 2019.

Chart 4: Referrals male vs female

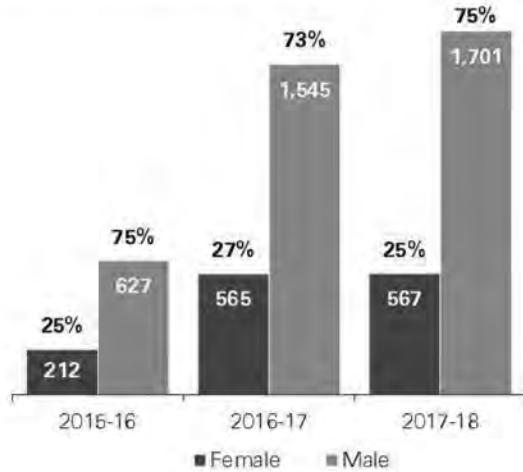
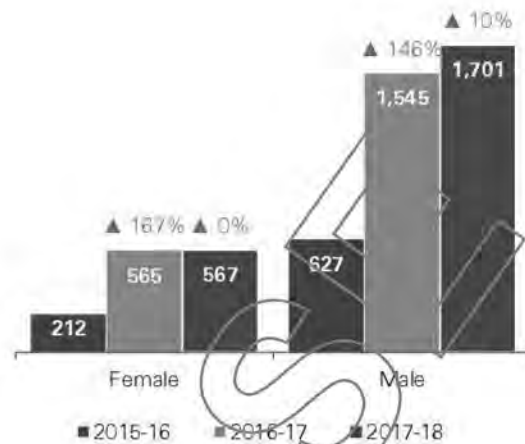


Chart 5: Referrals male vs female (% growth)



Excluding:

Confidential YJ information

Source: Offences received, DYJ, 2019.

Aboriginal and Torres Strait Islander representation in referrals increased from 38% to 49% from 2015-16 to 2016-17 but has since dropped to 41% in 2017-18. This is attributable to the 9% decline in Aboriginal and Torres Strait Islander representation from 2016-17 to 2017-18 while Non-Aboriginal and/or Torres Strait Islander representation grew by 24% over the same period.

Chart 6: Referrals by indigenous status

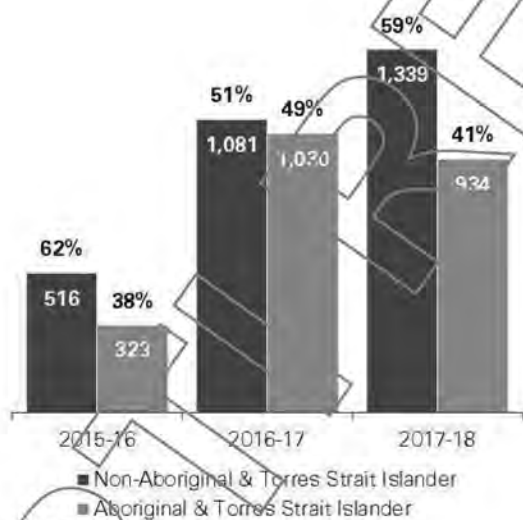
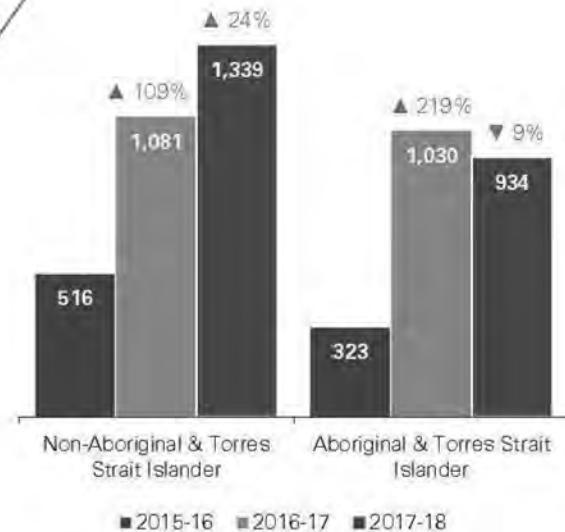


Chart 7: Referrals by indigenous status (% growth)

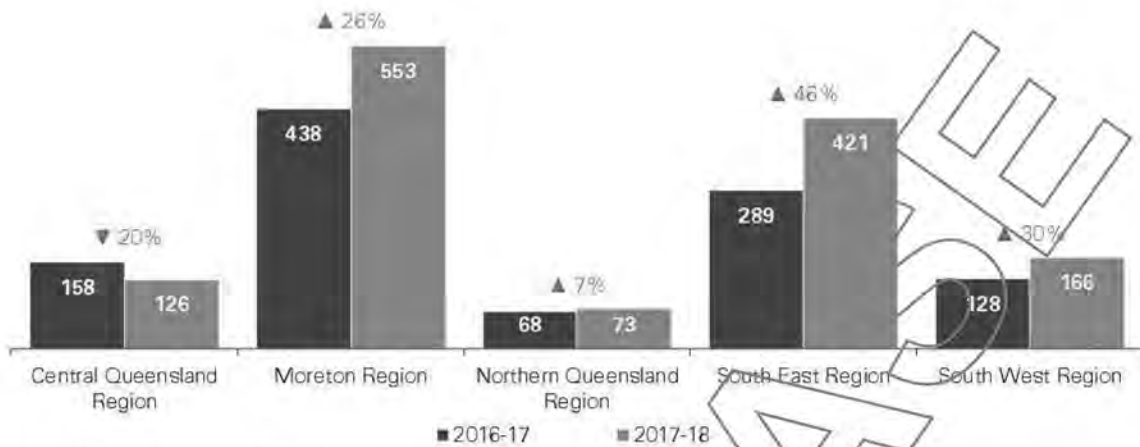


Source: Offences received, DYJ, 2019.

A regional analysis of referrals by Aboriginal and Torres Strait Islander status revealed that 3 out of the 5 regions (Central Queensland, Northern Queensland and South West) recorded a decline in Aboriginal and Torres Strait Islander referrals, most notably Central Queensland, with a decline of

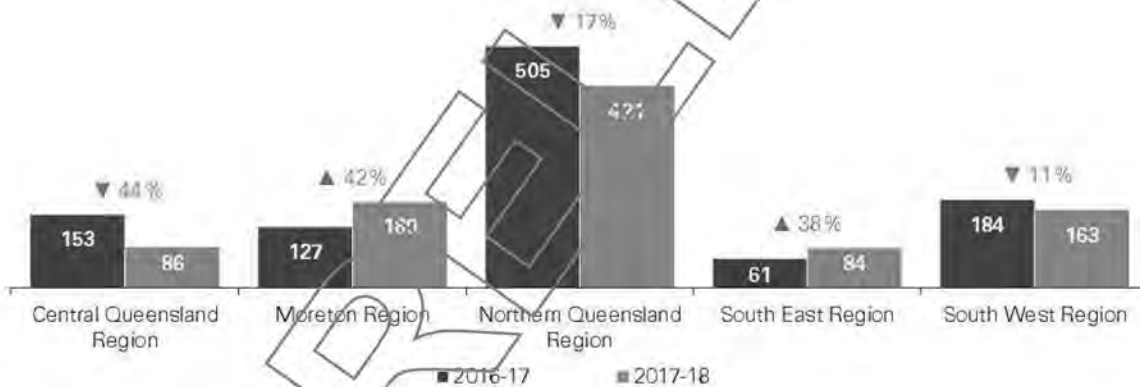
44%. On the other hand, only Central Queensland demonstrated a decline in non-Aboriginal and Torres Strait Islander referrals (-20%) while all other regions recorded growth – most notably South East region which grew from 289 to 421 referrals (+46%).

Chart 8: Distinct Referrals - Non-Aboriginal and Torres Strait Islander by Region



Source: Offences received, DYJ, 2019.

Chart 9: Distinct Referrals - Aboriginal and Torres Strait Islander by Region



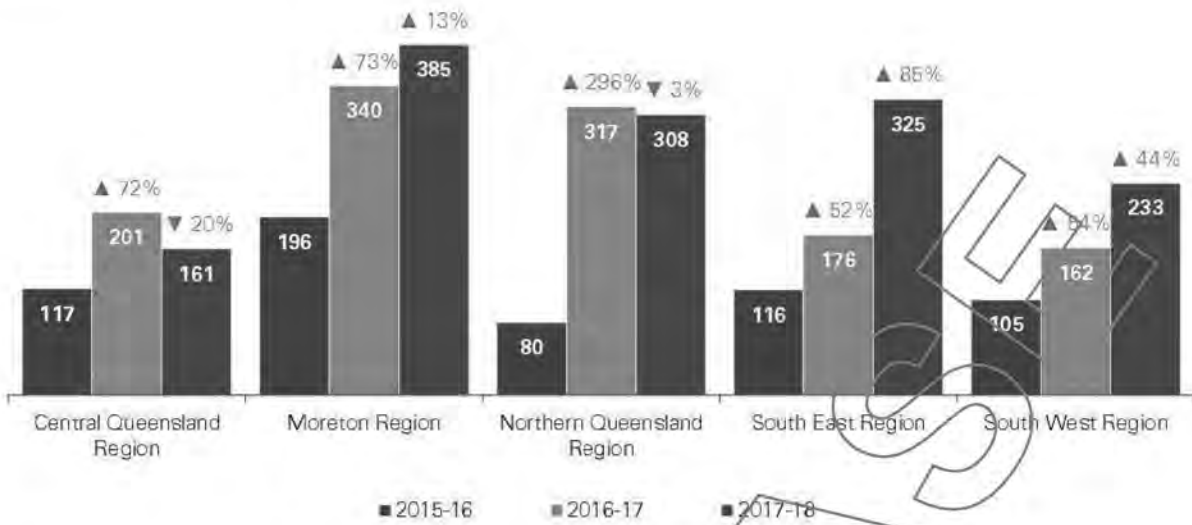
Source: Offences received, DYJ, 2019.

3.2 Conferences

Referrals do not always result in a conference being convened, with some matters returned to the referring authority for a variety of reasons. The most common reasons for return include: Agreement will not be made, the child denies the offence, the convenor is not available, the young person failed to attend the pre-conference interview, unable to contact the young person, unsuitable for restorative justice, or the victim is not participating. Consistent with the increase in volume of referrals, the number of conferences held also increased from 614 to 1,196 (+95%) in the period 2015-16 to 2016-17. From 2016-17 to 2017-18, RJC continued to experience growth in total conferences held, with the number increasing by 18% from 1,196 to 1,412.

South East region demonstrated the largest growth in conferences held in this period growing by 149 conferences (or 85%). However, consistent with the pattern of referrals, both Central Queensland and Northern Queensland demonstrated a reduction in conferences held over the same period, reducing by 40 (-20%) and 9 (-3%) respectively.

Chart 10: Distinct conferences held by region



Source: Conferences held, DYJ, 2019.

The age distribution for conference attendees has largely remained the same from 2015-16 to 2017-18. The largest proportional discrepancy was in the 16 year old age bracket. In 2016-17, 16 year olds constituted 21% of the total young people conference participants. The same age bracket escalated to 27% in 2017-18 representing a 6% increase in conference participants. As a result, the most represented age group in 2017-18 was 16 year olds (27%) whereas in previous two financial years the most represented age group was 15 year olds (28%).

Chart 11: Age at conference

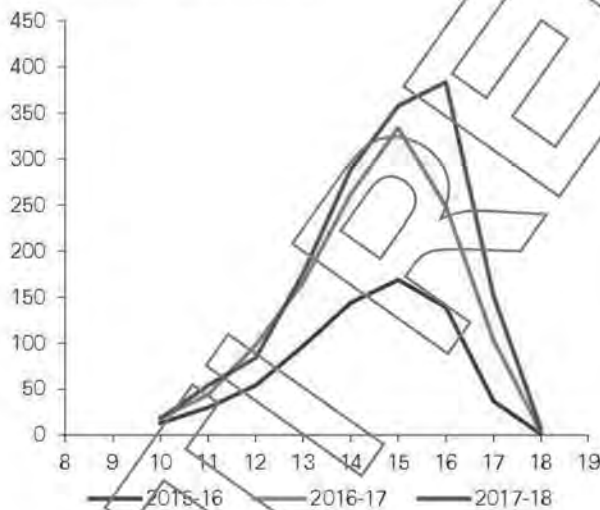


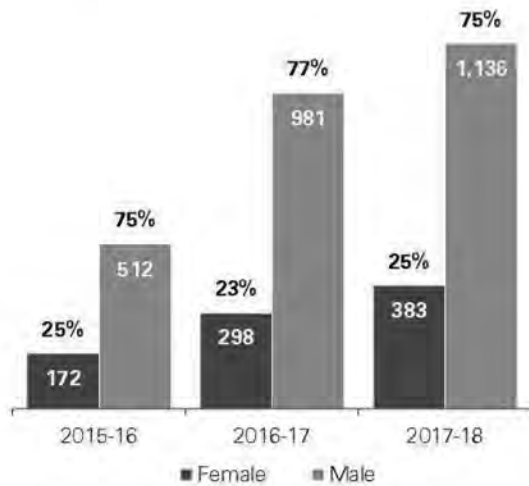
Table 9: Age at conference distribution (%)

	2015-16 %	2016-17 %	2017-18 %
10	1.90%	1.49%	1.18%
11	4.39%	3.44%	3.55%
12	7.89%	7.66%	5.52%
13	14.18%	12.98%	11.57%
14	21.05%	20.48%	19.00%
15	24.71%	26.11%	23.54%
16	20.32%	19.47%	25.25%
17	5.41%	8.05%	9.93%
18	0.15%	0.31%	0.46%
Total	100%	100%	100%

Source: Conferences held, DYJ, 2019.

Similar to referrals, the gender mix of participants in RJC has remained consistent from 2015-16 through to 2017-18. Males have consistently constituted around 75% of distinct conferences with females constituting the remaining 25%. From 2016-17 to 2017-18, young females attending conferences grew at a rate of 26% which was higher than males which grew at 16% over the same period.

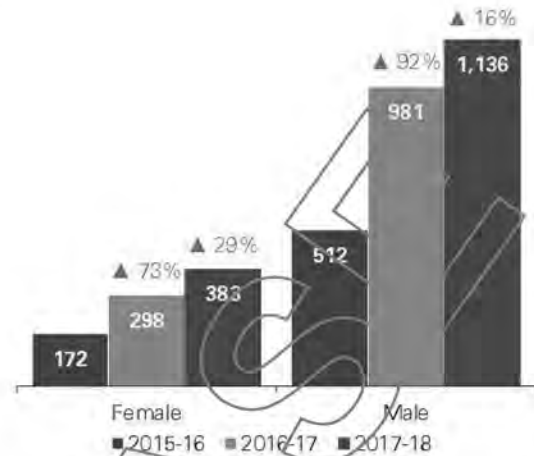
Chart 12: Young People Conferenced - Male vs Female



Excluding:
- 2 x unknown

Source: Conferences held, DYJ, 2019.

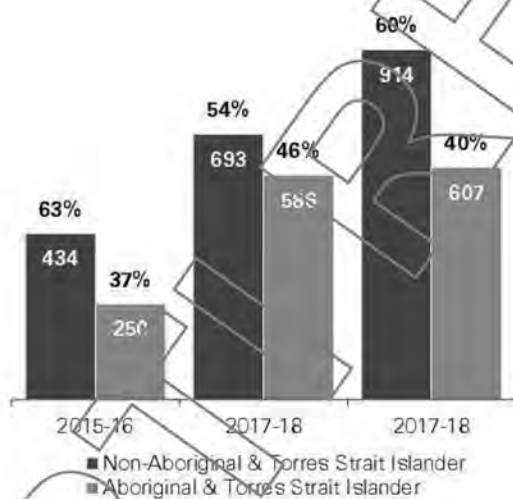
Chart 13: Young People Conferenced - Male vs Female (% growth)



Excluding:
- 2 x unknown

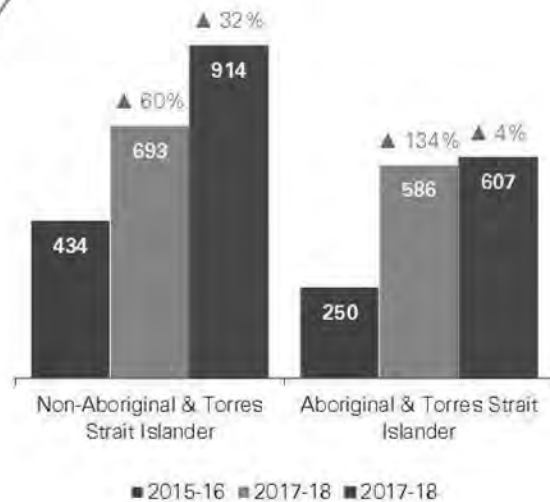
Similar to referrals, Aboriginal & Torres Strait Islander representation in conferences increased from 37% in 2015-16 to 46% in 2016-17 but then decreased to 40% in 2017-18 (Chart 14). Representation among the Aboriginal & Torres Strait Islander cohort grew by 4% from 2016-17 to 2017-18 while the non-Aboriginal and Torres Strait Islander cohort grew by 32% over the same period.

Chart 14: Young People Conferenced - Indigenous status



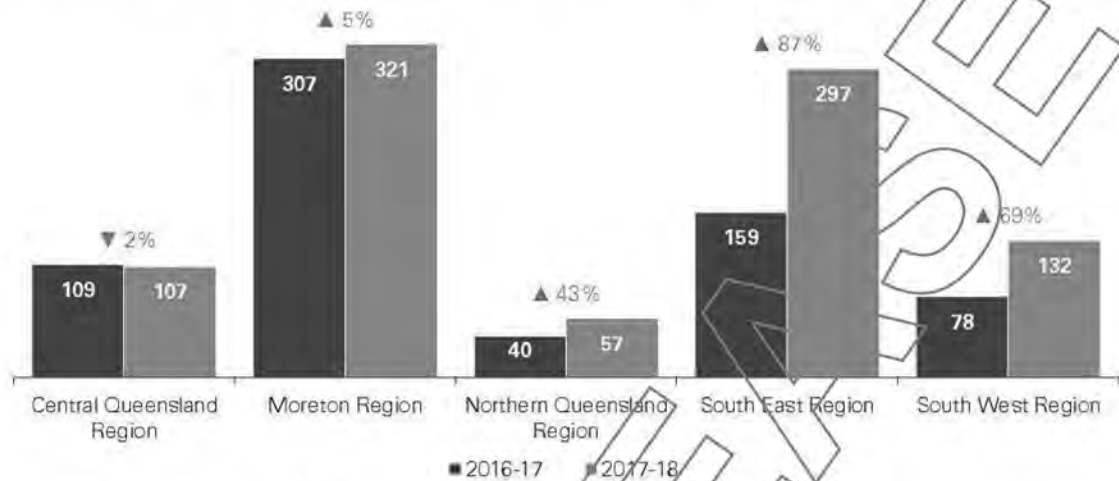
Source: Conferences held, DYJ, 2019.

Chart 15: Young People Conferenced - Indigenous status (% growth)



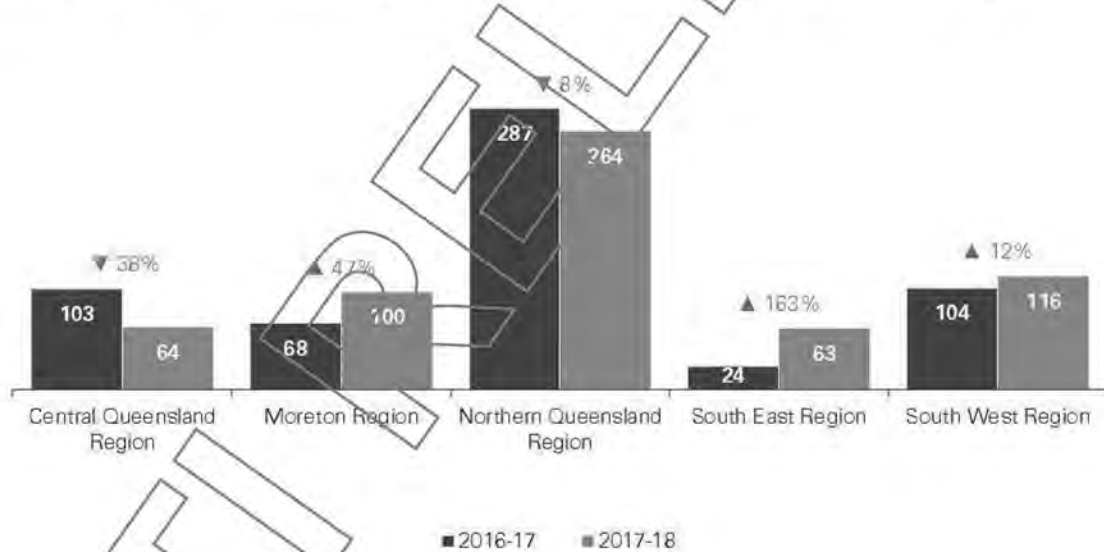
Understandably, the same regions which experienced a decline in Aboriginal & Torres Strait Islander and non-Aboriginal & Torres Strait Islander referral volume also experienced a decline in conference participation with the exception of the South West region for Aboriginal & Torres Strait Islander young people (Chart 17). Despite an 11% decrease in referral volume for Aboriginal & Torres Strait Islanders (see Chart 9 above), South West recorded an increase from 104 to 116 (+12%) for Aboriginal & Torres Strait Islander conferences.

Chart 16: Young People Conferenced – Non-Aboriginal & Torres Strait Islander status by region



Source: Conferences held, DYJ, 2019.

Chart 17: Young People Conferenced – Aboriginal & Torres Strait Islander status by region



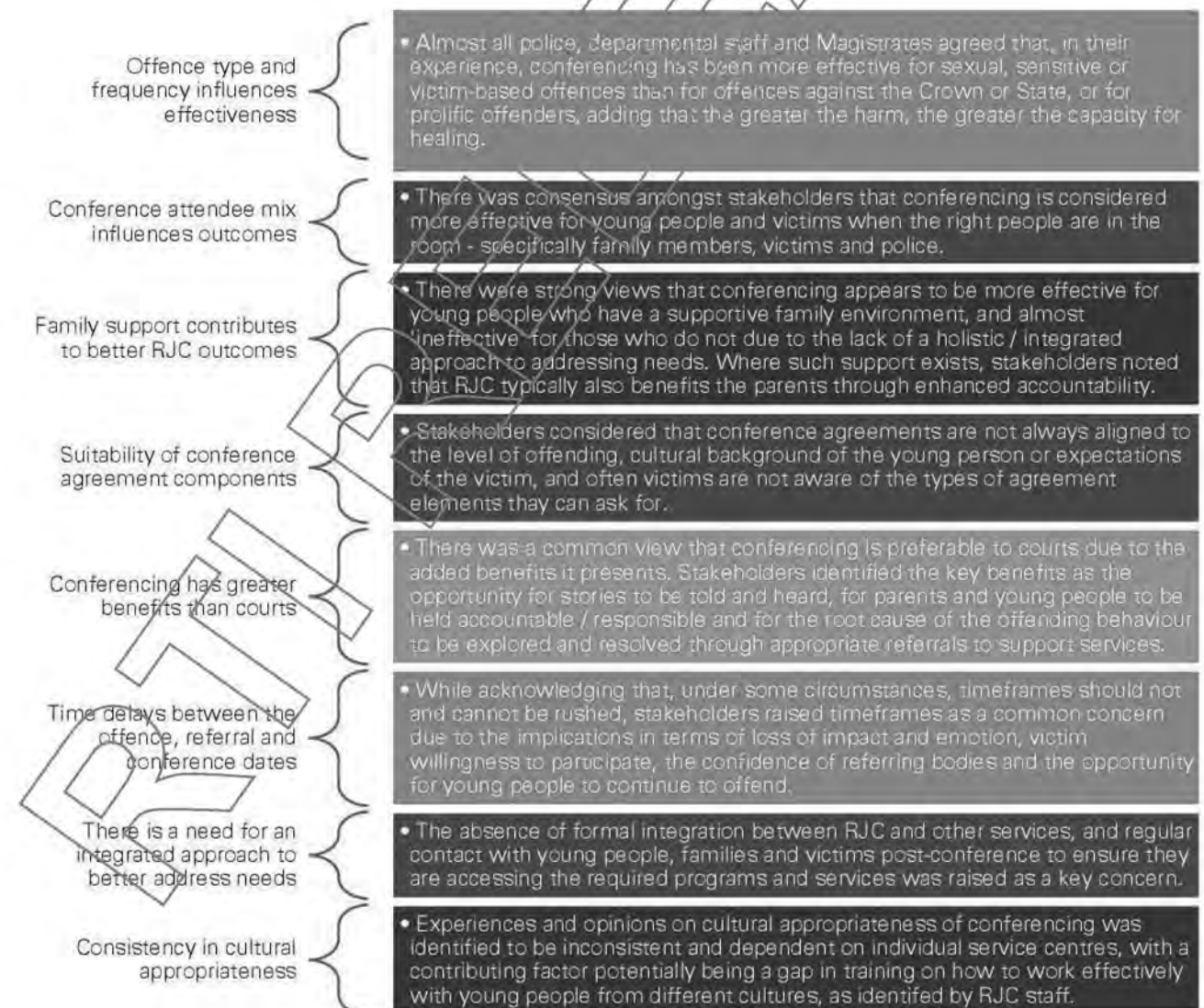
Source: Conferences held, DYJ, 2019.

4. Consultation Themes

4.1 Consultation themes

Interviews were conducted with departmental staff, Magistrates of the Children’s Court, police, and Aboriginal and Torres Strait Islander community representatives (collectively referred to as ‘stakeholders’) to gain insights into outcomes achieved by RJC, as well as to identify potential barriers, issues and suggested improvements. Victims and young people also participated in interviews, providing a comprehensive understanding of their experiences throughout the RJC process, as well as their perceptions of its efficacy, outcomes and areas for improvement. Detailed consultation insights have informed responses to evaluation questions, including how RJC has performed in delivering intended outcomes for young people, victims, families, communities, as well as criminogenic and system outcomes. Key themes arising from the consultations are discussed in the following pages.

Figure 3: Consultation themes



<p>Training for RJC staff is not adequate</p>	<ul style="list-style-type: none"> • Training available to RJC staff was identified to be limited and not aligned to the emerging and complex needs presented by conference participants. This is exacerbated by the absence of a dedicated training budget as well as the available training not being culturally suitable for Aboriginal and Torres Strait Islander RJC staff. The impost of accreditation within 12 weeks was also noted to be unrealistic and a contributing factor to inconsistency in practice and oversight across service centres.
<p>Barriers to referrals and participation exist for young people</p>	<ul style="list-style-type: none"> • Common barriers identified across consultations included reluctance by some legal advisors to counsel young people to admit guilt which, although legally prudent, precludes RJC as an option for police referral; the absence of a feedback loop to referring bodies to encourage more referrals; young people changing phone numbers; drug or alcohol issues impacting attendance; lack of parental support to enable participation; and the cognitive capacity of the young person.
<p>The resourcing model and levels require review</p>	<ul style="list-style-type: none"> • Across various stakeholder interviews there were concerns in relation to the suitability of resourcing to meet demand and deliver quality, as well as the appropriateness of current roles in terms of both their responsibilities and classifications (administration vs professional stream).
<p>Process enhancements are needed</p>	<ul style="list-style-type: none"> • Stakeholders identified that the duration of conference and large number of participants may not be appropriate for everyone (in particular young people).
<p>Conferences have more impact when the young person develops empathy for the victim</p>	<ul style="list-style-type: none"> • Participants observed that when RJC is held relatively close to the time the offence was committed, the young person could better remember the details of the crime and emotions associated with it. The presence of a police officer and the victim also escalated the emotion involved in the conference for the young person, making the consequences of the offence more real and the conference more impactful.
<p>RJC is more beneficial where young people take full responsibility</p>	<ul style="list-style-type: none"> • Victims observed that young people who want to take responsibility for their actions are more motivated to engage in the process and understand the victim and the consequences of the offence. This encouraged victims to be more likely to understand and forgive the young person and support them through the conference. A number of young people discussed the conference as an opportunity to move on from the offence and change their lives, and went on to consistently consider their actions, avoid reoffending and act as a more responsible member of society.
<p>RJC processes are mostly satisfactory except for scheduling and post-conference support</p>	<ul style="list-style-type: none"> • Participants indicated the information given and approach used for the pre-conference preparation meeting is useful in encouraging understanding and engagement in the process. Participants also believe that conferences are generally run well, providing a safe environment to talk and be listened to, fostering mutual understanding and healing between young people and victims. However, many noted difficulty confirming the time of the conference, and that post-conference follow-up and support services are largely not offered, leading to some dissatisfaction with the process among victims.
<p>Sentencing pathways are unclear or unsuitable</p>	<ul style="list-style-type: none"> • Concerns and challenges were raised in relation to RJOs, ADPs and pre-sentence referrals in relation to interpretation and requirement for presence of victims, their integrity and alignment with RJ principles and the pressure of timeframes (respectively). Additionally, stakeholders admitted there was some confusion as to when the different pathways should be used.
<p>Participants are satisfied with outcomes when they have genuine input</p>	<ul style="list-style-type: none"> • Participants indicated they were satisfied with the agreement when they had genuine input into the agreement in collaboration with the other party, and when the agreement was suitable in the context of the offence and its consequences. Victims and young people also have a positive perception of outcomes achieved when conferences result in the young person avoiding reoffending and pursuing more positive activities and relationships in their lives.
<p>Family support helps young people benefit from RJC</p>	<ul style="list-style-type: none"> • Participants observed that where the young person has access to a strong family support network, they are more likely to be engaged in the process, demonstrate honesty and respect through the conference, and deliver on the agreement reached in the conference. In particular, stakeholders noted young people's parents keep them accountable during and after the conference, providing the emotional and resource support necessary to complete the process.

5. Outcomes Evaluation

5.1 Did RJC achieve its intended outcomes?

Reduction in recidivism

One of the primary aims of RJC in Queensland is to reduce rates of youth recidivism and to divert young people away from the formal court system and custody. For the purpose of this evaluation, reduction in recidivism was measured in terms of reductions in re-offending magnitude, taking account of both a reduction in frequency of offending, and reduction in seriousness of offending, as well as assessing time to first re-offence, and reoffending in the 12 months following either a Court or RJC event. For this analysis, the Evaluation team used the linked data set incorporating data from DYJ, Queensland Wide Interlinked Courts (QWIC) system and Corrections.

Offending Magnitude

The offending magnitude variable is a construct representing the frequency and seriousness of offending pre and post either court or RJC processes (see Appendix C for a more detailed description). The measure of reoffending used in this study is defined as the change in 'offending magnitude' in the 12 months following a conference or finalised court appearance (index event) compared to the 12 months prior to the index event.

For the Restorative Justice Conference (RJC) group the index event is defined as the date the conference was held, where none of the offences were sexual offences and agreement status for all of the offences was completed. For the Court group, the index event is defined as a finalised court appearance, where none of the offences were sexual offences and the appearance had a court outcome of a supervised order, Conditional Bail Program (CBP) or unsupervised order (for more information please refer to Appendix B). Reoffending results are based on police charges for new offences that occurred within 12 months of the index event, including: charged offences lodged in the Children's Court or an adult court; and/or offences referred by police to a RJC.

Offending magnitude is measured on a scale of 0 to 6 where 0 is nil offending, and 6 is offending on a very high scale. The linked data set provided by DYJ was used to analyse differences in pre- and post-offending behaviour for young people who were subject to either a court process or an RJC process. Table 10 below outlines the mean average magnitude of offending 12 months before the index event, and 12 months after the index event across all young people, and also for sub-groups of Aboriginal and Torres Strait Islander young people and non-Indigenous young people.

Table 10: Offending Magnitude Pre- and Post- Court or RJC – All young people, and by Indigenous Status²⁶

Average Magnitude Number - CEM Weighted Averages					
	Pre offending (weighted)	Post offending (weighted)	p-value	Effect size	Strength of Difference
Total					
Court	3.62	2.03	0.00E+00	75%	Moderate
RJC	3.62	1.82	5.76E-294	78%	Large
Aboriginal and/or Torres Strait Islander					
Court	3.97	2.56	3.24E-174	72%	Moderate
RJC	3.97	2.58	3.37E-68	72%	Moderate
Non-Aboriginal or Torres Strait Islander					
Court	3.43	1.74	0.00E+00	77%	Large
RJC	3.43	1.39	3.64E-236	81%	Large

Source: KPMG, 2019.

Overall, RJC had the impact of reducing reoffending magnitude with large and significant effect when compared to a young person's pre-offending history. In fact, the likelihood that offending magnitude will reduce as a consequence of an RJC process is 78%. A similar analysis of the court group demonstrated moderate to large, but significant, effects on reducing offending magnitude with an overall 75% likelihood of post-court offending magnitude reducing from pre-court offending history.

When broken down by Indigenous status, we can demonstrate that the strength of the effect is larger for the non-Aboriginal or Torres Strait Islander RJC group than for Aboriginal and Torres Strait Islander young people. The results suggest that RJC processes are more effective overall for non-Aboriginal or Torres Strait Islander young people as opposed to Aboriginal and Torres Strait Islander young people, but that the RJC processes still had a significant and comparable impact in reducing offending magnitude as court processes for both Aboriginal and Torres Strait Islander young people (72% likelihood that reoffending behaviour will reduce for both the court group and the RJC group) as well as non-Indigenous young people (77% likelihood for the court group, compared with 81% likelihood for the RJC group).

The impact of RJC on reoffending magnitude was consistent across all age groups. For non-Aboriginal or Torres Strait Islander young people, there was a consistently large effect of both court and RJC with RJC having a greater size of effect than court for all groups (Table 11 overleaf). For Aboriginal and Torres Strait Islander young people (Table 12 overleaf), there was a significant moderate effect on reduction of offending magnitude across all age groups for RJC with the impact of court slightly greater for the younger age groups.

Notably, for the 17-18 age group, court processes appear to have less impact on reduction of reoffending magnitude than RJC for both non-Aboriginal and Torres Strait Islander young people and for Aboriginal and Torres Strait Islander young people.

Young people in the moderate/high, high and extreme categories tended to demonstrate a de-escalating pattern of reoffending while young people with no offending history in the 12 months prior to conferencing tended to have escalating reoffending behaviour post conferencing. When compared with court processes, the effects were largely on the same scale although the results in the high and extreme pre-offending categories for RJC were found to be better than court.

²⁶ In Table 10, pre-intervention offending and post-intervention offending represents the weighted averages of offending magnitude before and after court or RJC. The p-value provides an indication of whether the result is statistically significant at the 95% confidence interval, with a figure less than 0.5 indicating that the difference between pre-intervention offending and post-intervention offending is statistically significant. The effect size is an indicator of the probability that a young person's offending behaviour will be moderated by the intervention (that is, that their post-intervention offending behaviour will be different to their pre-intervention offending behaviour). Strength of difference is an indicator of whether the effect size is considered statistically to be large, moderate, small or minimal based on the Hedges' g statistic. A Hedges' g of less than 0.2 is considered to represent a minimal effect, between 0.2 and 0.5 a small effect, between 0.5 and 0.8 to be a moderate effect and anything over 0.8 a large effect. Hedges' g statistics are reported in Appendix H.

Table 11: Non-Aboriginal or Torres Strait Islander Young People – Comparison between Pre- and Post-Offending Magnitude by Age Group

Pre and Post Offending Magnitude by Age - non-Aboriginal or Torres Strait Islander young people - CEM					
Age	Pre offending (weighted)	Post offending (weighted)	p-value	Effect size	Strength of Difference
9-13					
Court Group	3.41	1.78	1.66E-66	76%	Large
RJC Group	3.41	1.51	2.66E-35	78%	Large
14-16					
Court Group	3.36	1.72	0.00E+00	77%	Large
RJC Group	3.41	1.39	1.13E-179	82%	Large
17-18					
Court Group	3.63	1.86	3.13E-35	77%	Large
RJC Group	3.63	1.21	5.23E-26	86%	Large

Source: KPMG, 2019.

Table 12: Aboriginal and/or Torres Strait Islander Young People – Comparison between Pre- and Post-Offending Magnitude by Age Group

Pre and Post Offending Magnitude by Age - Aboriginal and/or Torres Strait Islander young people - CEM					
Age	Pre offending (weighted)	Post offending (weighted)	p-value	Effect size	Strength of Difference
9-13					
Court Group	4.05	2.90	4.97E-49	69%	Moderate
RJC Group	4.05	2.89	5.22E-19	68%	Moderate
14-16					
Court Group	3.99	2.38	2.95E-124	75%	Large
RJC Group	3.99	2.46	2.70E-47	74%	Moderate
17-18					
Court Group	3.25	2.13	1.82E-07	67%	Moderate
RJC Group	3.25	1.70	2.67E-06	75%	Moderate

Source: KPMG, 2019.

When looking at the differences between pre-offending magnitude and post-offending magnitude (within 12 months of the conference), RJC had a large and significant effect in reducing post-RJC reoffending across most offence types for non-Indigenous young people. Notably, RJC appeared to have a stronger effect in reducing reoffending magnitude than court processes in all cases except public order offences although it should be noted that court processes achieved a small impact in relation to these offences also.

Table 13: Non Indigenous Young People – Comparison between Pre- and Post- Offending Magnitude by Type of Index Offence

Pre and Post Offending Magnitude by Most Serious Offence Type - non-Aboriginal or Torres Strait Islander						
Type of offence	Pre offending	Post offending	p-value	Effect size	Strength of Difference	
Drug						
Court	3.22	1.46	2.14E-26	72%	Moderate	
RJC	3.57	0.74	4.94E-27	87%	Large	
Fraud						
Court	4.74	2.31	1.49E-09	76%	Large	
RJC	3.09	1.10	3.12E-13	84%	Large	
Property						
Court	3.98	2.17	2.36E-114	70%	Moderate	
RJC	3.32	1.53	1.05E-112	79%	Large	
Public Order						
Court	2.29	1.25	8.20E-13	64%	Small	
RJC	1.75	1.24	0.01	63%	Small	
Traffic & Motor Vehicle						
Court	2.44	0.96	3.92E-35	73%	Moderate	
RJC	2.96	0.86	1.22E-08	83%	Large	
Violent						
Court	6.25	2.23	1.00E-45	82%	Large	
RJC	4.28	1.40	1.30E-85	91%	Large	
Other						
Court	2.42	1.48	1.29E-18	64%	Small	
RJC	2.77	1.49	1.36E-07	72%	Moderate	

Source: KPMG, 2019.

For Aboriginal and Torres Strait Islander young people, post-RJC reoffending magnitude reduced compared to pre-RJC magnitude across all offence categories. For those categories of offence where the effect was statistically significant, moderate (property, traffic, drug and 'other' offence categories) and large (violent offences) effects of RJC were observed.

Table 14: Aboriginal and Torres Strait Islander Young People – Comparison between Pre- and Post-Offending Magnitude by Type of Index Offence

Pre and Post Offending Magnitude by Most Serious Offence Type - Aboriginal and/or Torres Strait Islander						
Type of offence	Pre offending	Post offending	p-value	Effect size	Strength of Difference	
Drug						
Court	2.76	1.79	7.36E-05	67%	Small	
RJC	2.60	1.30	0.15	69%	Moderate	
Fraud						
Court	4.44	3.08	2.48E-03	71%	Small	
RJC	3.67	2.89	0.42	61%	Small	
Property						
Court	4.37	2.92	1.03E-66	67%	Small	
RJC	3.97	2.68	7.20E-44	71%	Moderate	
Public Order						
Court	1.98	1.29	2.79E-07	62%	Small	
RJC	2.44	1.88	0.07	62%	Small	
Traffic & Motor Vehicle						
Court	2.29	1.32	6.32E-08	67%	Small	
RJC	4.08	2.33	0.06	73%	Moderate	
Violent						
Court	4.18	1.92	7.97E-26	79%	Moderate	
RJC	4.35	2.41	7.09E-23	79%	Large	
Other						
Court	2.67	1.77	5.80E-11	65%	Small	
RJC	3.70	2.30	7.53E-04	74%	Moderate	

Source: KPMG, 2019.

Reduction in Frequency of Reoffending

Breaking down the Offending Magnitude construct into its components, RJC was found to have a moderate to large impact on reduction in the frequency of offending for all young people. It can therefore be concluded that RJC is in most cases, is as effective as court in reducing re-offending frequency.

When taking into consideration prior offending magnitude and Aboriginal and Torres Strait Islander status, RJC was found to impact on reduction of frequency of offending across all groups in the continuum of offending, from negligible to extreme, for non-Aboriginal or Torres Strait Islander young people. However, where prior offending magnitude was nil, offending on average escalated post court and RJC processes. Although across the more serious categories of offending, including the extreme offending category, the strength of effect from RJC processes was greater than for court in reducing reoffending behaviour for non-indigenous young people.

Table 15: Non Indigenous Young People – Comparison between Pre- and Post- Offending Frequency by Prior Offending Magnitude

Pre and Post Offending Frequency by Most Serious Prior Offending Magnitude - non-Aboriginal or Torres Strait Islander young people - CEM Weighted Averages						
Prior Offending Magnitude	Pre Treatment Offending Frequency	Post Treatment Offending Frequency	p-value	Effect size	Strength of Difference	
Nil						
Court	0.03	0.36	2.65E-02	64%	Moderate	
RJC	0.00	0.56		67%	Moderate	
Negligible						
Court	1.52	0.70	2.74E-80	75%	Large	
RJC	1.34	0.55	5.92E-32	74%	Large	
Low						
Court	2.08	0.86	1.39E-69	83%	Large	
RJC	1.86	0.68	3.96E-27	82%	Large	
Moderate/Low						
Court	2.38	1.13	4.66E-79	82%	Large	
RJC	2.24	0.85	3.00E-33	82%	Large	
Moderate/High						
Court	2.25	1.20	2.60E-70	76%	Large	
RJC	1.82	0.78	3.31E-37	80%	Large	
High						
Court	3.08	1.71	7.51E-209	82%	Large	
RJC	2.88	1.45	5.12E-91	83%	Large	
Extreme						
Court	3.87	2.62	5.90E-26	79%	Large	
RJC	3.72	2.01	1.53E-17	87%	Large	

Source: KPMG, 2019.

For Aboriginal and Torres Strait Islander young people, offending also escalated on average following both court and RJC processes, where there was no prior offending history in the 12 months preceding court or RJC. Across most other categories of offending, there were moderate to large effects from RJC processes in reducing the frequency of offending behaviour, with large and significant effects in the High and Extreme prior offending categories. In these two categories, the strength of the effect for RJC processes was greater than for the court group for Aboriginal and Torres Strait Islander young people (Table 16, overleaf).

Table 16: Aboriginal and Torres Strait Islander Young People – Comparison between Pre- and Post-Offending Frequency by Prior Offending Magnitude²⁷

Pre and Post Offending Frequency by Prior Offending Magnitude - Aboriginal and/or Torres Strait Islander young people - CEM Weighted Averages					
Prior offending magnitude	Pre offending (weighted)	Post offending (weighted)	p-value	Effect size	Strength of Difference
Nil					
Court	0.06	1.03	1.66E-03	73%	Large
RJC	0.00	0.69		72%	Moderate
Negligible					
Court	1.52	0.98	3.05E-10	66%	Moderate
RJC	1.37	0.85	2.84E-04	64%	Moderate
Low					
Court	2.01	1.15	3.87E-14	74%	Large
RJC	1.84	1.65	0.28	55%	Minimal
Moderate/Low					
Court	2.24	1.41	2.00E-21	72%	Moderate
RJC	1.98	1.28	1.90E-07	69%	Moderate
Moderate/High					
Court	2.17	1.37	8.65E-32	72%	Moderate
RJC	1.99	1.28	2.24E-10	69%	Moderate
High					
Court	3.23	2.19	4.44E-108	76%	Large
RJC	3.14	2.14	1.84E-39	74%	Large
Extreme					
Court	3.90	3.01	3.06E-14	76%	Large
RJC	3.85	2.95	2.65E-07	78%	Large

Source: KPMG, 2019.

Seriousness of Reoffending Behaviour

A small, but significant, impact of RJC on reduction of the seriousness of offending overall was identified. This contrasts with the court group in which only a minimal impact on seriousness of post-court offending was found to exist overall.

Table 17: Comparison between Pre- and Post- Offending Seriousness by Indigenous Status – Court and RJC

Pre and Post Offending Seriousness for reoffenders - CEM Weighted Averages					
	Pre-treatment Offending Seriousness	Post-treatment Offending Seriousness	p-value	Effect Size	Strength of Difference
Total					
Court	4.55	4.76	5.53E-10	54%	Minimal
RJC	4.33	4.70	2.26E-11	57%	Small
Aboriginal and/or Torres Strait Islander					
Court	4.35	4.52	4.78E-19	54%	Minimal
RJC	4.21	4.41	3.76E-03	55%	Minimal
Non-Aboriginal or Torres Strait Islander					
Court	4.70	4.93	4.73E-20	54%	Minimal
RJC	4.45	4.96	5.43E-10	59%	Small

Source: KPMG, 2019.

²⁷ Noting where pre-treatment means between court and RJC are different this is because the variable being assessed was not a criteria on which the groups were matched, i.e. pre-offending frequency and seriousness were not matched in the matching methodology

A deep dive was undertaken into seriousness to determine whether this effect was consistent when consideration of index offence type and prior offending history was analysed. With respect to index offence type, seriousness of reoffending escalated on average for both the court and RJC groups for young people who committed public order offences or offences in the 'other' category for both non-Indigenous and Aboriginal and Torres Strait Islander young people.

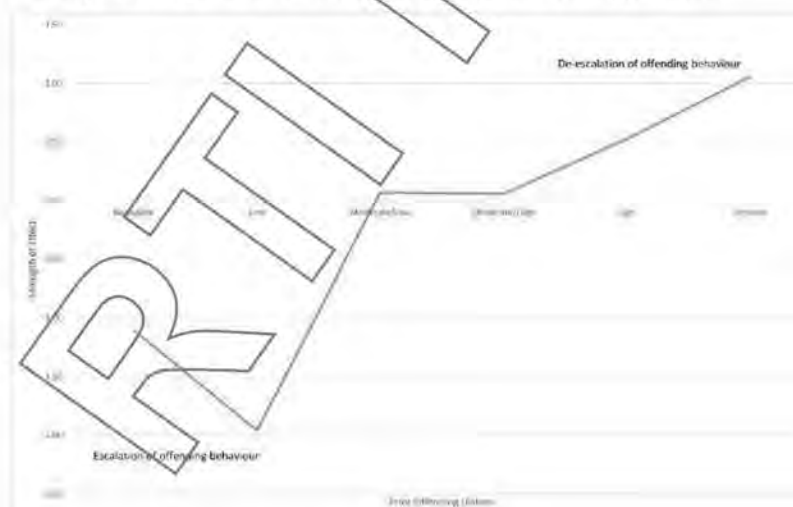
While there were some small but significant impacts on the reduction of seriousness as a consequence of RJC where the index offence related to drug and property offences, the most significant impact in reduction in seriousness of offending was demonstrated where the index offence was a violent offence. In this category, large and significant effects were observed as a consequence of RJC processes in reducing the seriousness of reoffending behaviour for non-Indigenous young people, and moderate and significant effects were observed in relation to RJC processes for Aboriginal and Torres Strait Islander young people whose index offence was a violent offence. In relation to pre-offending behaviour, Charts 18 and 19 overleaf demonstrate that the more serious the pre-offending behaviour, the more significant the impact of RJC processes in moderating the seriousness of re-offending behaviour. This would support the interpretation discussed above.

Chart 18: Strength of Effect of RJC on Seriousness of Reoffending Behaviour by Prior Offending History – Non-Indigenous Young People



Source: KPMG, 2019.

Chart 19: Strength of Effect of RJC on Seriousness of Reoffending Behaviour by Prior Offending History – Aboriginal and Torres Strait Islander Young People



Source: KPMG, 2019.

Reparation of Harm for Victims

One of the fundamental aims of RJC is to achieve reparation of harm for victims in addition to reducing the rates of recidivism for young people. Interviews conducted for this evaluation indicated that most victims believed reparation of harm was achieved, while others were not convinced. It appears this conclusion was dependent on several factors, varying in importance to each individual victim. These factors included the young person's behaviour through the conference, such as the sincerity, remorse and overall change in their approach to life, the degree to which the victim believed they had input into the agreement, and/or the nature of the offence committed.

It also became apparent throughout interviews that the meaning of the term 'reparation of harm' varies between victims. Some victims felt harm was repaired if they believed the young person was sincere and remorseful, having learned lessons that would lead them to change the way they think and behave.

Other victims believe harm was redressed when the conference reduced the likelihood that the young person would re-offend or helped them to change their life. Of the 473 victims who completed²⁸ a post-conference survey about their experience between the period January 2017 and June 2018, 467 victims responded to the statement 'the offender is motivated to complete the agreement' by providing a rating between 1 (strongly disagree) and 5 (strongly agree). 79.7% of respondents agreed or strongly agreed with this statement.

Victims expressed dissatisfaction when they did not believe the agreed consequences (as documented in the agreement) adequately addressed the harm caused by the offence, particularly when the victim was emotionally impacted by the offence and the agreement consisted entirely of a written apology. These victims provided several reasons for this sentiment. Some noted it was "a bit easy" and that they were unsure whether the young person wrote the apology, if it was a template from Youth Justice or was written by someone else. Post-conference survey data revealed that only 41% of the 466 victims who responded to the statement 'a restorative justice conference is an easy option for young people', agreed or strongly agreed with this statement.

From the conferences held data, it is evident that although the proportion of apologies that featured as an agreement component declined by 5% between 2016-17 and 2017-18, apologies still constituted 42% of all agreement components in 2017-18 (18% for verbal and 24% for written). Statements of intent were another dominant agreement component type, constituting 29% of all agreement components in the same year – an 18% increase from 2016-17.

Furthermore, many victims who participated in RJs in Gold Coast, Caboolture and Cairns felt limited in what they could request as they understood that a written apology was the recommended and most common agreement option in these locations.

"One of the main agreements was an apology letter...we were talking about community service but were told that's not an option for young people. Even knowing what you could put would be good." – Individual victim interview

This contributed to dissatisfaction with the process by some participants.

"There should have been more to the agreement for the offender...it would have been good if there was more I could ask for." – Individual victim interview

It should be noted, that where there was less emotional investment in the offence, as with organisational victims, an apology letter was perceived as satisfactory in addressing harm.

"The convenor asked me what I wanted the agreement to be, and as a business we have a blanket response. An apology, showing remorse, saying they will never do it again." – Organisational victim interview

Young people taking responsibility for their offending behaviour

Outcomes from interviews held with young people, victims and the various stakeholder groups, as well as participant post-conference surveys and the conferences held indicate that most young people appear to accept responsibility for their actions at the time of RJC. Additionally, while the completion

²⁸ Completed = a response was recorded against at least one survey question

Case Study 1 – RJC is effective where young people voluntarily accept responsibility

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In some circumstances, young people also indicated that they felt the conference helped them to take responsibility for other aspects of their lives, such as their studies, by engaging in extra-curricular activities and by thinking about their actions more carefully.

Additionally, of the 665 young people who responded to the statement 'I am willing to do what I have agreed to', in the post-conference survey, 97% responded that they either agreed, or strongly agreed with the statement. Victims were less optimistic, with only 79% strongly agreeing, or agreeing that the 'offender [was] motivated to complete the agreement' (of the 467 who responded to the statement).

The insight young people gained in the conference as to the type/s of harm caused and/or the extent of the harm caused by their actions appeared to be an influencing factor in the willingness of young people to discuss the consequences and realise the impact of their behaviour.

These young people indicated they appreciated the opportunity to hear the victim's side of the story, with one young person recalling:

However, instances were also noted where young people did not feel they were at fault either before or after the conference and on occasion, some young people viewed the conference as an administrative task necessary to clear themselves of the offence. For example, one young person commented.

Another mentioned:

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Other young people also admitted to saying what was expected of them during the conference, rather than what they were genuinely feeling. This was particularly prevalent amongst young people aged 14 years or younger, who appeared to not engage with the offence by reflecting on their actions or the impact of these actions. This attitude is consistent with the trends observed in the data, in which reoffending magnitude is negatively correlated with age. In some cases, the tendency to say what was expected of them applied to apologies made by the young person to their victim, with one young person recalling of their conference and convenor:

From the perspective of victims interviewed, most commented that they felt the young person genuinely accepted responsibility and understood the consequences of their behaviour, noting this was typically associated with the extent of remorse the young person showed during the conference. One victim recalled of one of the conferences they had attended:

Another victim who had also attended more than four conferences commented:

Conversely, some victims were not convinced that the young person had taken responsibility for their actions, with one commenting:

Those victims who have attended a number of conferences identified common variables that they feel contribute to a young person's willingness to accept responsibility. These included the young person's temperament, the type of victim (i.e. business vs. individual) and the existence of any co-conspirators to the offence who did not receive a similar reprimand.

Agreement completion and responsibility

Although the completion of all elements of an agreement by young people is not necessarily conclusive in defining whether or not a young person has taken responsibility for their actions, the legal definition of the agreement does suggest there is a link between the two. Specifically, a conference agreement is an agreement reached at the conference in which the young person admits committing the offence and in which they undertake to address the harm caused.³¹

From interviews held with young people, some commented that they were unable to recall an agreement being reached or what the agreement included, yet most demonstrated an understanding of the actions they were required to complete following the conference. One young person commented:

A potential reason for the lack of awareness of the agreement itself is the absence of a consistent and formal follow up process post-conference as identified by young people, victims and representatives from the courts and police. Consequently, while the majority of victims and stakeholders interviewed indicated they felt that young people accepted responsibility for their actions at the time of the conference, most were unable to comment on the extent to which this played out post-conference, which in some cases made them question the integrity of the conference outcome.

³¹ Section 36(1) of the *Youth Justice Act 1992*

"I felt that she understood and was genuinely engaged at the time, but again, I'm not as sure now because I haven't heard anything since the end of the conference." – Individual victim interview

Linked to this, victims and stakeholders commented that they felt the extent of family support is particularly important to the completion of an agreement. However due to limitations in the data in terms of being able to identify whether young people had family support at RJC, this viewpoint could not be supported with quantitative analysis.

Changes in behaviour or attitude post-conference may also be seen as an indicator of a young person accepting responsibility for their actions. One community representative commented that changes are typically noticeable in the behaviour of young people immediately post-conference. However in the absence of any follow up with them to check whether they understood the process and outcomes or have access to the required support services, young people are soon "back with idiots". These comments were echoed across the board.

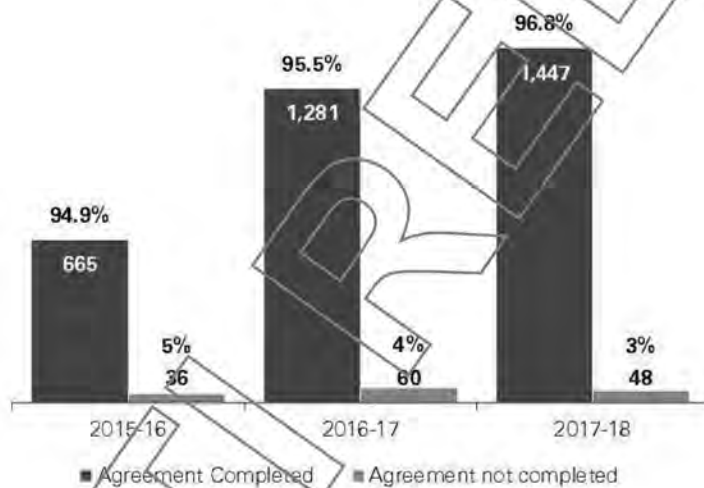
"Restorative justice has a role, but it must be in the context of adequate support for change in behaviour." Departmental stakeholder interview

Police indicated that many of the young people come from troubled backgrounds and therefore require greater intervention and support for change to be seen (e.g. connecting the family with support services, not just the young person) and ongoing contact (e.g. talking regularly with the family to see how the young person and the family are doing). Further discussion around the statutory interventions associated with RJC processes is included in Section 2 below.

Conferecing outcomes – the data

Between 2015-16 and 2017-18, the total volume of agreements that were reached in conferencing grew by 18% from 1,407 to 1,666.³² Overall, there was a high rate of compliance in completing agreements. Of the 1505 agreements finalised in 2017-18, 96.8% were completed.

Chart 20: Conference Agreement Completion



Source: Conferences held, DYJ, 2019.

³² This includes all conferences with an agreement status of completed, not completed, blank or open.

Chart 21: Agreement status 2016-17

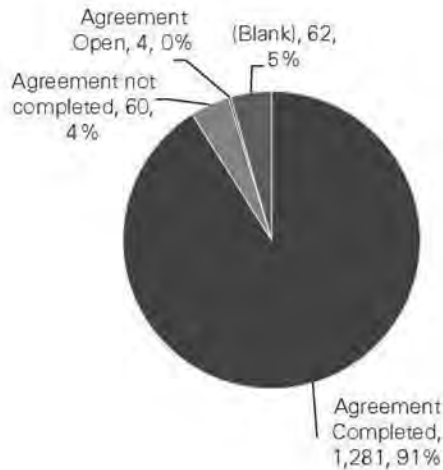
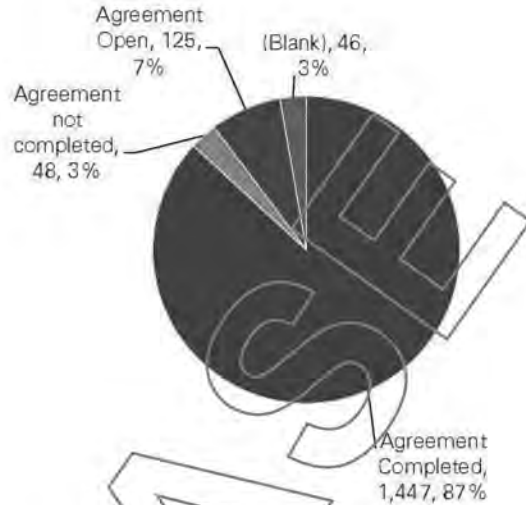


Chart 22: Agreement status 2017-18



Source: Conferences held, DYJ, 2019.

If considering agreement completion rates as an indicator of young peoples' acceptance of responsibility, it could therefore be said that the majority of young people are illustrating that they accept responsibility for their actions. The larger number of agreements remaining open in 2017-18 makes it difficult to assess whether, overall the completion rate is increasing or decreasing, or whether the elements of agreements are taking young people longer to complete.

Looking at the detail behind those agreements that were completed during the three year period from 2015-16 to 2017-18, trends are evident in the age of the young people attached to each agreement, as well as the agreement components.

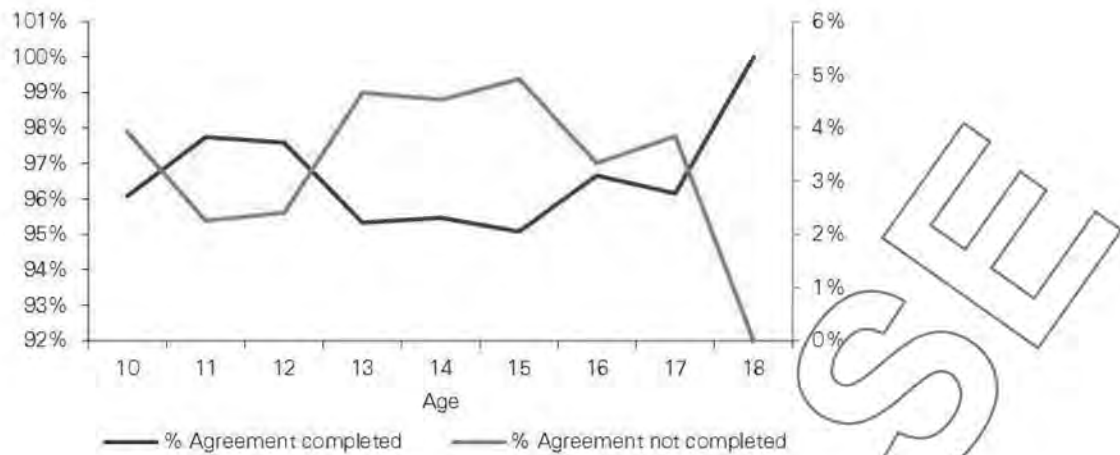
Age

Table 22: Agreement status by age

Age	Agreement Completed	Agreement not completed	% Agreement completed	% Agreement not completed
10	49	2	96%	4%
11	130	3	98%	2%
12	243	6	98%	2%
13	429	21	95%	5%
14	674	32	95%	5%
15	831	43	95%	5%
16	752	26	97%	3%
17	275	11	96%	4%
18	10	0	100%	0%
Total	3,393	144	96.8%	3.2%

Source: Conferences held, DYJ, 2019.

Chart 23: Age Distribution Agreement Complete vs Not Completed



Source: Conferences held, DYJ, 2019.

Table 22 and Chart 23 above demonstrate that 13 to 15 year olds accounted for the greatest proportion of conference agreements that were not completed.

Agreement components

Table 23: Agreement status by component type

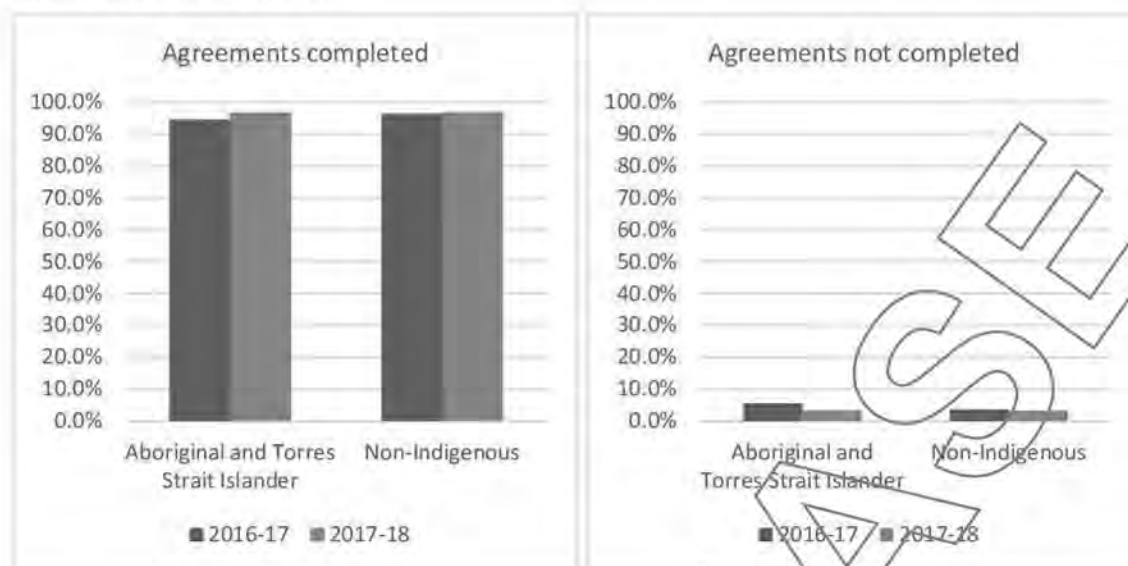
	Agreement completed	Agreement not completed	Proportion
Verbal apology	1,325	33	2%
Written apology	1,488	71	5%
Statement of intent	1,703	51	3%
Financial Restitution	59	6	10%
Provide/Produce Article	257	21	8%
Voluntary Work Victim	127	14	11%
Voluntary Work Community	191	36	19%
Counselling	433	16	4%
Educational/Program/Activity	414	37	9%
Departmental Program/Activity	27	5	19%
Social/Rec Activities	65	3	5%
Curfew	43	12	28%
Total	6,132	305	

Source: Conferences held, DYJ, 2019.

Table 23 above highlights the number and nature of agreement components included in those agreements that were and were not completed between 2015-16 and 2017-18. It should be noted that each agreement may include multiple agreement components. Of those agreements that were completed, it can be seen that the majority of these included the following component types: verbal apology, written apology and statement of intent. For those agreements that were not completed, the volume of apologies (written and verbal) and statement of intent were still high, however proportionately, voluntary community work, departmental programs/activities and curfews were more likely to be elements of agreements not completed. Proportionally, uptake of counselling was high as were social and recreational activities suggesting a willingness on the part of young people to improve

Aboriginal and Torres Strait Islander Status

Charts 24 and 25: Agreements completed and not completed by Aboriginal and Torres Strait Islander Status 2016-17 to 2017-18³³



Source: Conferences held, DYJ, 2019.

Charts 24 and 25 above demonstrate that a significant proportion of agreements are completed for both Aboriginal and Torres Strait Islander young people (96.7%) and non-Indigenous young people (96.8% in 2017-18). Whereas in 2016-17, 94.5% of agreements were completed for the Aboriginal and Torres Strait Islander cohort, this increased to 96.7% in the 2017-18 year. Consistent with this increase in the proportion of completed agreements, agreements not completed fell from 5.5% to 3.3% for this group.

From the above, it could be said that if looking at agreement completion status as an indicator of a young person taking responsibility for their actions, it can be concluded that young people who attend conferences have a high rate of agreement completion, and thus are largely taking responsibility for their actions. Where agreement elements relate to either personal improvements or are directly related to the victim, these agreements are more likely to be completed by young people. However, where agreement elements are likely to be perceived as punitive (such as curfews, departmental programs or voluntary work where not related to the victim) young people are proportionally more likely to default on these elements. However, as stated previously, interviews with victims, young people and stakeholders indicated that the agreement is only one factor and potential indicator of a young person's acceptance of responsibility.

Improving the wellbeing of victims

Interviews suggested that RJC appears to foster healing for many victims who participated in the process, by way of developing an understanding between the victim and young person that culminates in feelings of increased security post-conference.

Victim's change in perspective

Some victims discussed how the conference provided an opportunity for them to empathise with the young person's situation and improve their perception of the young person. On average, the 469 victims who responded to a post-conference survey agreed with the statement - 'I have a better understanding of the offender's motivation for the offence' (average score of 4 = agreed).

As victims listened to and gained insight into the young person's background, they began to understand their reasons for committing the offence.

³³ It should be noted that there could be multiple agreements for a young person per conference.

"Looking at their background, you can see why they end up in trouble...they've had hard lives, poor kids." – Organisational victim interview

Victims that attend conferences frequently stated this tends to happen across all conferences they attend, stating "it provides insight into my thinking and their actions, why they do things". This often had the effect of encouraging the development of more positive emotions and attitudes towards the young person.

"It's different, the way I feel about the young person. In a good way. We reached good terms." – Individual victim interview

Sense of security

Interviews with these victims suggested their understanding of the young person allowed them to feel more secure after the conference; both in relation to the young person "I feel if I saw him again I wouldn't be threatened by him...after all that time talking", and the offence "I feel more confidence that it wouldn't happen again". Many victims were also no longer concerned with thoughts of the crime, "I don't worry about it [the offence] now". Linked to this, 431 victims provided a rating from 1 – a high degree, to 4 – not at all, in relation to the degree to which they experienced difficulties immediately following the crime (average 2.26) and 424 victims rated the degree to which they continued to experience difficulties as a result of the crime at the time the survey was completed (average 2.83). This suggests that with time victims experience difficulties from the crime to a lesser degree. On average, the most influential factor in assisting victims in managing the effects of the crime as rated on the survey was 'having my say in the conference' with the least being 'hearing from the offender' although on average, victims rated this as still assisting them to a 'moderate degree'.

Those victims who did not leave the conference with sufficient insight into the young person and the crime suggested that they experienced ongoing fear a similar offence would occur.

"The victim did not feel safe for the rest of their time on campus. They went from being very inviting to friends, to having their door continually locked and being one of the most security conscious people." – Organisational victim interview

This is further evidenced in an instance where victims did not attend the conference and continued to be afflicted by the offence.

"There will continue to be an ongoing level of angst...even though the apology was good, it won't take that away." – Organisational victim interview

Support services

Victims of crimes against the person do not appear to be consistently referred to support services to assist with healing.

"Youth Justice didn't offer any programs to help me after the conference." – Individual victim interview

However, this differed to the views expressed by organisational victims, who indicated that support services are consistently offered.

"Yes, support staff tell the attendees about the support services on offer".

This difference in opinion may be due to the time elapsed between the conference and interviews conducted as part of this evaluation, as a few victims claimed they could not remember if services were offered. Additionally, the Department's database does not easily facilitate the recording of victim support service referral or uptake such that it can be tracked and analysed. Nonetheless, these comments highlight a point of consideration for Youth Justice when delivering the program in future.

In summary, healing experienced by victims who participated in RJC appears to largely result from the process itself, particularly the opportunity it provides to develop insight into the young person and the offence.

Healing relationships and promoting connections

Most young people interviewed felt RJC helped them understand their mistakes and develop better connections with their families and the victims, as well as inspiring them to improve their lives as a whole.

Young person's change in perspective

Similar to some of the victims interviewed, many young people expressed that they experienced increased personal insight and motivation as a result of the conference. Young people often commented on "feeling relieved" and "getting what they deserved", so that the conference allowed them to "learn from [their] mistakes and move on."

Young people discussed a number of these lessons explicitly. The first and most common lesson was understanding "how stupid [the offence] was" and the consequences of their actions "people don't realise it but what you do really has an impact". This was consistently accompanied with a commitment to "never do something like that again". Young people's approach to achieving this often involved careful consideration of their actions: "I always think twice or three times before I do anything." Survey data supported the intention of young people to change their behaviours, per responses to the following statements provided by 633 young people:

'I am willing to stay out of trouble' – 95% agreed or strongly agreed with this statement

'I am less likely to offend' – 94% agreed or strongly agreed with this statement

Another common insight young people gained from the conference was the limited opportunities they had to improve their choices.

[Redacted] Confidential RJ information [Redacted]

These lessons inspired young people to improve their lives and reintegrate into the community "the conference helped me to aim high, look up" and led most young people to the conclusion that they appreciated the opportunity to participate in RJC.

[Redacted]

Drawing from the results in the previous section, young people had high proportions of "agreement element completion" where the elements of the agreement either related to improving themselves, or doing something for the victim directly.

Connections within the community

Young people, victims, Magistrates, police and community representatives identified benefits of police attending conferences for a number of reasons, including that it helps to break down barriers between young people and police. In particular, stakeholders commented that RJC helps to build bridges and promote conflict resolution by reforming a young person's opinion of and respect for police, and shared the view that:

"Stronger community representation and participation result in stronger conference outcomes." – Stakeholder interview

Interviews with young people indicated police presence in the conference may assist in building respect for the police.

[Redacted]

However, it may also have the opposite effect, [Redacted]

Several police representatives and one Aboriginal and Torres Strait Islander community member indicated that the cultural appropriateness and extent to which RJC supports a strengthened connection between Aboriginal and Torres Strait Islander young people, their culture and community is inconsistent and centre-dependent. Stakeholders acknowledged that attempts are made to talk

about culture or to include an Elder in conferences. However, two police representatives commented that this 'never happens' or that there is often an absence of Indigenous leaders, with another noting cultural barriers often exist between upper-middle class victims and Indigenous offenders in the conference setting in their regional location. These barriers could be seen to impact the effectiveness of RJC for Aboriginal and Torres Strait Islander young people, with one RJC staff member acknowledging that where these young people do not have the right cultural support, RJC can cause some challenges when trying to ensure the young person knows what they are agreeing to.

Family connections

Interviews also revealed the importance of RJC as a platform for parents to openly discuss their thoughts and the impact the offence had on them, as discussed by an organisational victim who had attended multiple conferences "[their Dad] was saying he didn't understand why they did it". This helped some young people more fully understand the consequences of the offence "to see their change when they saw their Dad losing faith in them, it affected them". For some, RJC strengthened their resolve to prevent a similar occurrence in future and improve their relationship with their parents.

Confidential YJ information

Stakeholders interviewed also indicated that RJC appears to have a greater impact where parents are involved. Community representatives commented that they see a marked improvement in children at home when parents show up and speak from the heart. The positive impact that RJC has on young people and families was also acknowledged by RJC staff who highlighted that the conference is sometimes "the first time that parents can express how they're affected". This highlights the value in having families participate in RJC.

Case Study 2 – Conferences have more impact where they involve the young person's parents

Confidential YJ information

While stakeholders expressed the view that conference outcomes were enhanced significantly where families were involved in the process, several service centre staff commented that practice is not up to speed in terms of being able to deal with situations where a young person is violent both within their home environment, and external to it. In these situations, a family may be asked to attend a conference for a young person who has committed an outside offence, but unresolved family issues impede their capacity to attend in a supportive role. Several stakeholders acknowledged there is a gap in services for young people and families who have experienced domestic violence.

The relationship between young people and victims

Although uncommon, some participants also credited RJC with helping to build civil relationships between the young person and the victim, founded on mutual respect.

"I see them out on the water...I give them a wave, go slow around them, keep clear and do the best I can to show them and everyone respect."

"The victim took [the young person] under their wing"

[Redacted]

Victims also acknowledged this aspect of RJC, explaining the appreciation they gained for the young person's background and situation through the conference helped nurture relationships. In instances where there was a pre-existing relationship between the victim and the young person, victims indicated that the conference contributed to the reparation of relationships, "they needed to rebuild my trust over time. And we never had another incident". Similarly, where victims and young people interacted subsequent to the conference, victims often felt comfortable offering assistance to the young person by establishing relationships and ongoing support.

"I can see how the young person is slowly changing and maturing. They're now at the point where they are trying to do the right thing and [are] aware." – Organisational victim interview

However, throughout interviews, some young people expressed lingering feelings of resentment towards the victim and other stakeholders involved in the offence [Redacted]

[Redacted]

The major difference between these young people and those that saw RJC as an opportunity to change their lives appears to be a willingness to accept responsibility for the offence.

[Redacted]

Case Study 3 – RJC can help to repair and develop relationships between young people and victims

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Confidential YJ information

Table 27: Overall reoffending post Court and RJC, by Indigenous status

Indigenous Status	Indigenous Status		Grand %	
	Did not reoffend	Reoffended	Total	Reoffended
Court Group	3546	3696	7242	51%
Indigenous	1111	1657	2768	60%
Non-Indigenous	2435	2039	4474	46%
RJC Group	1514	1375	2889	48%
Indigenous	392	650	1042	62%
Non-Indigenous	1122	725	1847	39%
Grand Total	5060	5071	10131	50%

Source: KPMG, 2019.

Further breakdown of this analysis by prior offending magnitude demonstrates that, while Aboriginal and Torres Strait Islander young people who went through RJC tended to re-offend to a proportionally greater extent than non-Aboriginal and/or Torres Strait Islander young people who went through an RJC process, pre-offending history did have some effect on reoffending proportions when compared with Aboriginal and Torres Strait Islander young people going through court processes. Noting that some categories have small numbers, and in these categories limited conclusions can be drawn, in the Negligible, Medium/low and Moderate/high prior-offending categories, RJC performed roughly equivalent to, or better than court in terms of moderating re-offending behaviour.

Tables 28 to 34: Overall reoffending post Court and RJC, by Indigenous status and pre-offending magnitude

Indigenous Status	Prior Offending Magnitude - Nil		Grand %	
	Did not reoffend	Reoffended	Total	Reoffended
Court Group	92	27	119	23%
Indigenous	22	12	34	35%
Non-Indigenous	70	15	85	18%
RJC Group	22	7	29	24%
Indigenous	9	4	13	31%
Non-Indigenous	13	3	16	19%
Grand Total	114	34	148	23%

Indigenous Status	Prior Offending Magnitude - Negligible		Grand %	
	Did not reoffend	Reoffended	Total	Reoffended
Court Group	1484	803	2287	35%
Indigenous	358	250	608	41%
Non-Indigenous	1126	553	1679	33%
RJC Group	357	135	492	27%
Indigenous	69	37	106	35%
Non-Indigenous	288	98	386	25%
Grand Total	1841	938	2779	34%

Indigenous Status	Prior Offending Magnitude - Low		Grand %	
	Did not reoffend	Reoffended	Total	% Reoffended
Comparison	371	262	633	41%
Indigenous	107	93	198	46%
Non-Indigenous	264	171	435	39%
Conference	166	99	265	37%
Indigenous	26	43	69	62%
Non-Indigenous	140	56	196	29%
Grand Total	537	361	898	40%

Indigenous Status	Prior Offending Magnitude - Medium/ Low		Grand %	
	Did not reoffend	Reoffended	Total	% Reoffended
Comparison	385	361	746	48%
Indigenous	129	151	280	54%
Non-Indigenous	256	210	466	45%
Conference	213	147	360	41%
Indigenous	56	69	125	55%
Non-Indigenous	157	78	235	33%
Grand Total	598	508	1106	46%

Indigenous Status	Prior Offending Magnitude - Moderate/High		Grand %	
	Did not reoffend	Reoffended	Total	% Reoffended
Court Group	374	369	743	50%
Indigenous	143	174	317	55%
Non-Indigenous	231	195	426	46%
RJC Group	299	194	493	39%
Indigenous	95	92	187	49%
Non-Indigenous	204	101	305	33%
Grand Total	673	562	1235	46%

Indigenous Status	Prior Offending Magnitude - High		Grand %	
	Did not reoffend	Reoffended	Total	% Reoffended
Court Group	762	1494	2256	66%
Indigenous	327	772	1099	70%
Non-Indigenous	435	722	1157	62%
RJC Group	426	678	1104	61%
Indigenous	132	351	483	73%
Non-Indigenous	294	327	621	53%
Grand Total	1188	2172	3360	65%

Indigenous Status	Prior Offending Magnitude - Extreme		Grand %	
	Did not reoffend	Reoffended	Total	% Reoffended
Court Group	78	380	458	83%
Indigenous	25	207	232	89%
Non-Indigenous	53	173	226	77%
RJC Group	31	116	147	79%
Indigenous	5	54	59	92%
Non-Indigenous	26	62	88	70%
Grand Total	109	496	605	82%

Source: KPMG, 2019.

In terms of a diversionary outcome for Aboriginal and Torres Strait Islander young people, RJC processes appear to better mitigate re-offending (as differentiated from re-offending magnitude) for less prolific offenders when compared with court processes. However, for offenders with high and extreme pre-treatment offending histories, RJC processes appear to be less effective than court in mitigating re-offending. This observation needs to be made in the context of results discussed previously which demonstrate that, where a young Aboriginal and/or Torres Strait Islander person reoffends, the likelihood of the magnitude of offending reducing over pre-RJC offending history is 72% for the RJC group, compared with 67% for a young person who goes through a court process.

Reduction in incidence of court appearances

Minimal effects are observed in the differences in court appearances 12 months post RJC or court appearances following referrals to RJC for Aboriginal and Torres Strait Islander young people. Across the referral categories, court appearances are significantly higher in the 12 months post RJC, than for the court group for court diversion, court presentence and court RJO referrals. However, court appearances following a police referral tend to be lower than if these cases were progressed through court.

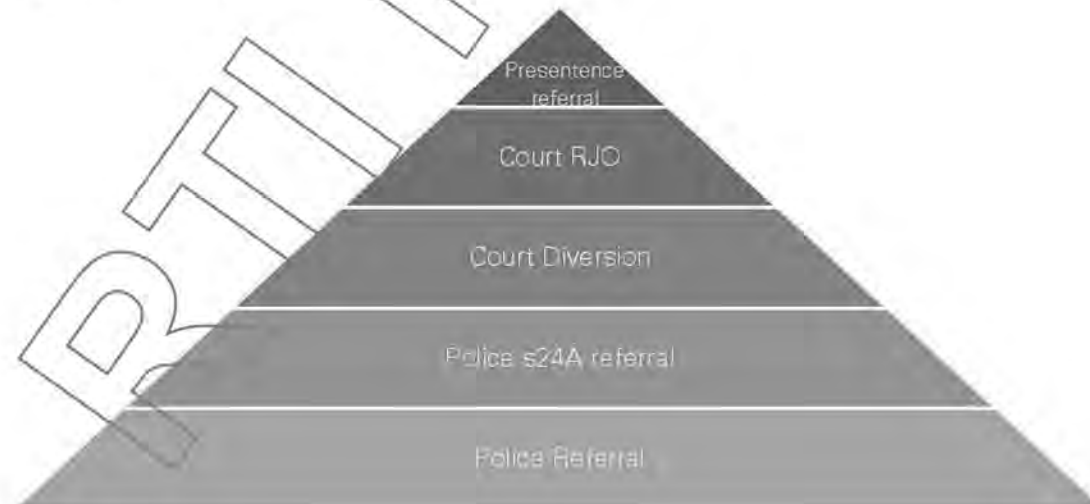
Table 35: Comparison of number of court appearances in the 12 months post Court and RJC, Aboriginal and Torres Strait Islander young people, by referral type

	Court Appearances Post Court	Court Appearances Post RJC	Sample size Court	Sample size RJC	StdDev Court	StdDev RJC	t-stat	p value	CI effect size	Strength of Effect
Court Diversion	5.12	6.47	3471	201	7.70	8.42	2.41	1.58E-02	55%	Minimal
Court Presentence	4.76	7.51	2316	41	6.92	6.80	2.53	1.16E-02	61%	Small
Court RJO	5.49	6.83	2255	65	7.92	8.04	1.35	0.178301809	55%	Minimal
Police	4.46	3.73	2309	709	7.30	6.16	2.40	1.64E-02	53%	Minimal
Police s24A	4.85	3.50	1884	26	7.72	8.29	0.89	0.375407	56%	Minimal

Source: KPMG, 2019.

It should be noted that this cannot be interpreted as RJC processes being less effective than court in the instances where court appearances are higher. When segmented into referral category and then compared against the comparative cases within the court group, the hierarchy of court referral pathways are representing increasingly more complex offending behaviours. Average court appearances in the 12 months post an RJC process are consistent in magnitude with this hierarchy in that police referrals are at the lower end of the spectrum for court appearances in the following 12 months and have the highest volume of referrals, and pre-sentence referrals have the highest number of court appearances in the following 12 months, and the lowest volume of referrals (Figure 3).

Figure 3: Hierarchy of referral options for RJC



Source: KPMG, 2019.

Table 38: Comparison of average days in custody post Court and RJC, Non-Indigenous young people

	Court Days in Custody Post	RJC Days in Custody Post	Sample size Court	Sample size RJC	StdDev Court	StdDev RJC	t stat	p value	CL effect size	Strength of Effect
Court Diversion	8.48	7.64	3470	201	33.98	34.24	0.34	0.74	51%	Minimal
Court Presentence	15.13	14.55	2768	49	45.80	49.81	0.09	0.93	50%	Minimal
Court RJO	17.44	9.76	1595	46	49.06	31.76	1.05	0.29	55%	Minimal
Police	6.38	1.83	4899	1504	28.46	13.11	6.00	2.06E-09	56%	Minimal
Police S24A	8.73	2.89	3407	47	33.99	17.14	1.18	0.24	56%	Small

Source: KPMG, 2019.

RJC processes tend to be associated with stronger results for non-Indigenous young people when compared to results for Aboriginal and Torres Strait Islander young people. The RJC pathways are associated with around 7,660 less days in custody than would have been the case had the non-Aboriginal or Torres Strait Islander RJC cohort been dealt with by the courts. Overall, 15,566 less days in custody are associated with the RJC cohort in comparison to the court group.

5.2 Patterns of service utilisation by young people referred to conferencing?

Support service utilisation patterns of young people referred to conferencing could not be analysed as this data is not currently recorded by RJC staff and mechanisms do not exist to enable oversight to the uptake of support services to which young people are referred as part of the RJC process (including statutory interventions). However, data did include a flag to highlight any conferences held between 1 July 2015 and 30 June 2018 which involved a young person with an active or historical Child Protection Order, Intervention with Parental Agreement (IPA) or Supervised Youth Justice Order (YJO) at the time the conference took place. This flag was also available in the linked dataset which relates to the period 1 July 2013 and 31 December 2017.

From a qualitative perspective, various stakeholders raised concerns that RJC is not currently providing a holistic approach to addressing the needs of young people and their families, adding that there is a need to integrate available services and address barriers preventing young people and their families from being referred to and accessing required interventions and support services.

Referral and access to statutory interventions and/or non-statutory support services

As noted above, while available data included a flag for statutory interventions that were either active at the time of / at some point prior to a conference taking place, it is not possible to comment on statutory interventions entered into post-conference by young people and their families.

Statutory intervention types considered as part of this evaluation per available data included:

- **Child Protection Orders (CPO)** – the Children’s Court will make a CPO if it believes a child is in need of protection. This means the magistrate agrees the child has been harmed or is at an unacceptable risk of harm;³⁴
- **Interventions with Parental Agreement (IPA)** – Child safety officers work intensively with children, young people and their families to meet their protection and care needs while they remain in the family home for all, or most of the intervention period;³⁵ and
- **Supervised Youth Justice court orders (YJO)** – The court can order a young person to a number of community-based orders, such as probation, supervised release, graffiti, intensive supervision, conditional release or community service orders.

³⁴ Department of Child Safety, Youth and Women website - <https://www.csyw.qld.gov.au/child-family/protecting-children/ongoing-intervention/child-protection-order>

³⁵ Department of Child Safety, Youth and Women website - <https://www.csyw.qld.gov.au/child-family/protecting-children/ongoing-intervention/intervention-parental-agreement>

A total of 3,484 conferences involving 2,894 young people were held between 1 July 2015 and 30 June 2018. Of these young people, 15% were participants in two or more of the distinct conferences, as outlined in Table 38 below.

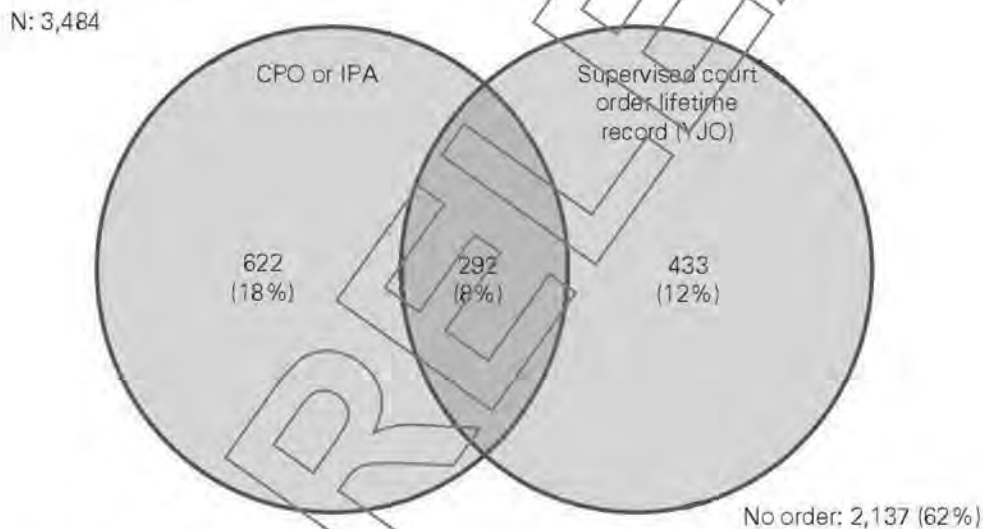
Table 38: Distinct young person and distinct conferences

No. Conferences	No. Distinct young people	Conferences for distinct young people
1	2,414	2,414
2	356	712
3	72	216
4	23	92
5	3	15
6	2	12
7	1	7
8	2	16
Total conferences for distinct young people		3,484

Source: Conferences held, DYJ, 2019.

Of the 3,484 conferences that were held, 38% involved a young person who had either an active or historical YJO or a CPO or IPA, or a combination of these, per Figure 4 below.

Figure 4: CPO or IPA vs supervised court order lifetime record³⁶



Source: Conferences held, DYJ, 2019.

While the data above shows historical order history for young people, as opposed to active orders at the time of RJC, from a qualitative perspective, RJC staff commented that where a young person is on a YJO, more successful outcomes are often observed due to the involvement of a case worker, which allows learnings to be reinforced and support to be continued once the conference process is complete. From the data, it can be seen that distinct conferences involving young people resulted in similar conference agreement outcomes in terms of completion status, regardless of whether a young person had a CPO or IPA, YJO, a combination of these, or no order.

Table 39: Distinct conferences and agreement status by CPO / IPA and court order

	CPO or IPA		YJO		Both		No Order	
Agreement completed	605	95%	428	97%	289	95%	2071	96%
Agreement not completed	30	5%	13	3%	14	5%	81	4%
	635		441		303		2152	

³⁶ It should be noted that if a young person participated in multiple conferences, they are counted multiple times in the data.

Source: Conferences held, DYJ, 2019.

Linked to case worker support, there was also a view from RJC staff that young people who are referred from a school environment respond well to conferencing where the school provides support post-conference. In terms of regional insights, representatives from the courts, police and RJC staff in the Gold Coast area separately commented on the effective integration of RJC in terms of there being a comprehensive program between RJC, Child Safety and police.

Non-statutory support services

Non-statutory support services are not mandatory, meaning the young person must agree to access such services. As noted previously, there is no follow-up process to check whether participants and their families have accessed the services to which they were referred.

Linked to this, there is also currently no mechanism or process to track, report on or analyse data relating to support service referrals made for young people, their families and victims to allow service utilisation patterns and needs to be understood and to inform a holistic approach to addressing needs. Specifically, there is no data field within the database to capture the number and nature of referrals made to support services. A brief screener tool is used by convenors pre-conference to provide an initial screening of criminogenic risk and needs levels in young offenders. However, the system does not capture data relating to the scores from this assessment, nor the actions taken as a result, meaning there is currently no way to report on that data. At present, convenors may record support service information through case notes only. Consequently, support service utilisation data could not be obtained or analysed as part of this evaluation to allow identification of any trends in the uptake of non-statutory support services pre and post-conference.

From a qualitative perspective, although RJC staff interviewed did not have visibility of the uptake of services, they were able to share insights on gaps in the support service follow up process. Specifically, RJC staff highlighted that there are no dedicated support workers or case managers at the youth service centres and the current resourcing model does not accommodate a process to check that young people, their families and victims are accessing the required support services pre and post-conference.

Linked to this process gap was a common view across the various stakeholder groups, including police and community representatives, that to better support desired change, there is a need for greater intervention, engagement and ongoing contact with young people and their families, particularly those who are most at-risk, and those that remain disengaged post-conference.

RJC staff interviewed indicated that young people and victims are frequently referred to support services, usually as a result of a need being identified during pre-conference or conference discussions or via the brief-screener tool. However, most young people interviewed did not indicate whether support services were referred or otherwise accessed. There was one instance in which support services were offered, but not followed up by the young person, despite their intimation that the service would have been helpful.

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This highlights the significance for greater integration and follow up between RJC, participants and support services, to reinforce the importance of participants accessing the services they need.

Although not included within the scope of this review, it should also be noted that for all conferencing processes involving sexual offences, it is a requirement that the young person must attend or engage in a suitable specialist intervention or education service in preparation for a restorative justice conference.³⁷ Almost all youth service centre staff and police who have taken part in conferencing commented that they felt conferencing of sexual offences typically results in some of the most effective and powerful outcomes for both the young people and victims (when victims participate), with a key contributing factor being the requirement for young people to engage in support services. This highlights the value of this being a mandatory requirement, with police officers commenting on

³⁷ Department of Child Safety, Youth and Women, *Restorative Justice Project – 12-Month Program Evaluation – Case studies*, 2018, Queensland.

conferences of this nature “outcomes are phenomenal - in terms of repairing harm”, and in relation to counselling, that you “don’t get that with courts.”

Capacity of the system to divert at-risk ‘young people’ to other prevention/early intervention or support services

The current *Youth Justice Strategy 2019-2022*³⁸ references international literature that provides evidence regarding the effectiveness (including cost-effectiveness) of early intervention approaches that deal with risk factors that lead to offending. This includes prevention programs focused on improving parenting, supporting families at risk and addressing substance abuse. It highlights that such approaches are most effective when initiated early through engagement with families and communities, and when there is collaboration between agencies and services in supporting families and young people.

One of the key benefits that Magistrates and police identified in relation to RJC over dealing with youth crime through the courts, is that court processes do not provide the time or opportunity to get to the root cause of the young person’s behaviour which led to the offence, in the same way that RJC does. They highlighted that RJC can allow true underlying issues to be identified and resolved through support services or other forms of early intervention.

Barriers to diverting young people to the required services and intervention programs do exist. However, as previously noted, RJC processes do not currently serve as a means to provide a holistic, integrated response to the underlying factors that contribute towards offending behaviour. Specifically, interviews identified the nature and proximity of services as a barrier to providing young people, their families and victims with the support they need, along with an opportunity to capitalise on conference agreements as a tool to ensure such support is accessed.

Gaps in available services

The DCSYW *Youth Justice Pocket Stats 2017-18* report published in June 2018 commented on the complexity of young people who come into contact with the Youth Justice system, per the following statistics:³⁹

- 52 per cent were disengaged from education, training and employment
- 18 per cent were homeless or in unsuitable accommodation
- 80 per cent used at least one substance
- 58 per cent had a diagnosed or suspected mental health and/or behavioural disorder
- 17 per cent had an assessed or suspected disability
- 5 per cent were parents of young children⁴⁰
- 31 per cent had at least one parent that had spent time in adult custody

This provides an indication of the nature of support services required based on young people’s needs noting that staff from almost all service centres consulted through this evaluation commented on there being gaps in available services, particularly in remote locations, some of which align with the above. Specifically, common gaps identified relate to support for homelessness, drug and alcohol counselling, domestic violence and services for young people who are under 14 years of age⁴¹. Linked to domestic violence was a concern from RJC staff that current practice is not effective in dealing with domestic violence cases that are identified through RJC, but which do not constitute the offence for which the young person was referred. It was also noted that there is a general lack of support services for young people who are based in remote locations, with an anecdote mentioned of one

³⁸ Queensland Government, *Working Together Changing the Story Youth Justice Strategy 2019 - 2023*

³⁹ Department of Child Safety, Youth and Women, *Youth Justice Pocket Stats 2017-18*, June 2018

⁴⁰ This includes being pregnant or being an expectant father

⁴¹ The DYJ has recently funded youth worker positions in Aboriginal and Torres Strait Islander Family Wellbeing Services. The aim is to support children, young people and families at ‘high risk’ of entering the statutory system through the creation of non-government sector-based youth and family worker roles to ensure a comprehensive response to families experiencing vulnerabilities that might otherwise lead to their involvement in the child protection or youth justice system. Further information is available at: <https://www.youthjustice.qld.gov.au/reform/youth-justice-strategy-action-plan-2019-2021>

young person

Confidential YJ information

Another gap and 'untouched area' that most service centres identified was support for the families of young people who are referred to RJC for conferencing which links to the opportunity identified by police and Magistrates to 'make parents responsible'. It is understood that in the past, it was possible to coordinate a Family Action Plan. This was considered to be a successful option as it was seen to empower families with mediation techniques and a mechanism to reach out to services. However, staff mentioned this was phased out due to funding, and that there are limited options to which families can be referred. Further, from a restorative justice perspective, this program has little cross-over with restorative principles and it may be inappropriate to consider this model in the context of RJC. Nevertheless, there is scope for consideration of family capacity building programs to assist families of young people engaging in offending behaviour, for example, referral to Youth Justice Family Led Decision Making Pilot. In particular, centres expressed a need for greater accessibility of appropriate services such as the Youth Empowered Towards Independence (YETI) organisation, which has a 'Strong Together' program for high risk adolescents and their families.

Lack of integration between conference agreements and support programs

A potential tool to divert young people to the required services or programs which is not currently utilised to the extent considered necessary by cultural representatives, police and RJC staff, is the conferencing agreement. While stakeholders acknowledged the need for RJC staff to be able to supervise agreement outcomes, they also considered the general absence of support programs and services in agreements as a limitation. However, as noted by the Department, current legislation requires the content of an agreement to repair the harm caused to the victim, and thus, the RJC agreement may not be the most appropriate tool to increase referrals to support agencies for young people. This is particularly the case because victims often don't know what support services are available, or indeed, what the young person's specific needs are. While a separate tool independent of the agreement may be an option, the mechanism to ensure uptake of referrals as part of any alternative referral method would need particular consideration.

This is supported by data in relation to agreement components for conferences held from 2015-16 and 2017-18, which shows counselling is appearing proportionally less in agreements year-on-year and represented only 6% of all agreement components in 2017-18. This is 1% lower than 2016-17 and 4% lower than 2015-16.

Similarly, as per Table 40 below, it is evident that although the volume has grown for both Aboriginal and Torres Strait Islander and non-Aboriginal and Torres Strait Islander young people, as a proportion of all agreement components, departmental programs/activities and educational programs/activities only made up 9% of all agreement component types in 2017-18. Two Aboriginal and Torres Strait Islander cultural representatives who regularly support the conferencing process commented on the benefits of young people taking part in cultural programs, but also noted (separately) that RJC is not capitalising on the opportunity to divert young people to such programs. Again, while the focus of the RJC agreement is on repairing the harm to the victim, there are opportunities to consider a more holistic approach to addressing the specific needs of young people engaged in offending behaviour that complements the outcomes of RJC.

Table 40: Agreement components RJC – 2015-16 to 2017-18⁴²

	2015-16	% of all components for 2015-16	2016-17	% of all components for 2016-17	2017-18	% of all components for 2017-18
Verbal apology	304	22%	574	23%	510	18%
Written apology	341	25%	600	24%	670	24%
Statement of intent	305	22%	690	27%	816	29%
Financial Restitution	19	1%	21	1%	34	1%
Provide/Produce Article	60	4%	91	4%	143	5%
Voluntary Work Victim	30	2%	70	3%	52	2%
Voluntary Work Community	64	5%	84	3%	92	3%
Counselling	132	10%	170	7%	172	6%
Educational/Program/Activity	89	6%	162	6%	236	8%
Departmental Program/Activity	6	0%	13	1%	17	1%
Social/Rec Activities	6	0%	26	1%	41	1%
Curfew	23	2%	19	1%	18	1%
Total	1,379	100%	2,520	100%	2,801	100%

Source: Conferences held, DYJ, 2019.

5.3 What works for whom and under what circumstances?

Examining outcomes across different cohorts of young people

Section 5.1 identified that as the seriousness of pre-offending behaviour increased for both Aboriginal and Torres Strait Islander and non-Aboriginal and/or Torres Strait Islander cohorts, so too did significance in the impact of RJC in moderating the seriousness of reoffending behaviour. While this was generally the case, young people with no offending history in the 12 months prior to conferencing tended to have escalating reoffending behaviour post court and conferencing. However, those in the moderate/high, high and extreme categories tended to demonstrate a de-escalating pattern of reoffending. The following analysis profiles offenders with a prior offending history of Nil, as well as Moderate/high, High and Extreme. This section also profiles public order offences, as previously in this report, both court and RJC were shown to only have a small impact on magnitude of reoffending for this group, in contrast to large effects observed for all other categories of offending.

Offenders with no offending history in prior 12 months

Of the 148 young people with no prior offences in the 12 months preceding either court or RJC, only 34 of these young people reoffended in the 12 months subsequent to the index offence. There was relatively little difference between court or RJC in terms of mitigating reoffending, with 23% of the court group reoffending, and 24% of the RJC group reoffending. Table 41 below demonstrates that Aboriginal and Torres Strait Islander young people were more likely to reoffend than non-Indigenous young people, irrespective of going through a Court or RJC process, noting the overall numbers for RJC in particular is small.

⁴² It should be noted that there can be multiple agreement components within an agreement.

Table 41: Young people with nil offending history by Indigenous status and reoffending status: 2013-2017 from sample of court and RJC data provided in linked data set

Prior Offending Magnitude - Nil				
Indigenous Status	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	92	27	119	23%
Indigenous	22	12	34	35%
Non-Indigenous	70	15	85	18%
RJC Group	22	7	29	24%
Indigenous	9	4	13	31%
Non-Indigenous	13	3	16	19%
Grand Total	114	34	148	23%

Source: KPMG, 2019.

Of those young people without a prior offending history in the twelve months prior to the index offence, who then re-offended post court or conference, the majority are categorised as having an increasing offending magnitude by virtue of the fact they had no offending history prior.

Table 42 indicates the numbers and young people with nil prior offending history grouped by the post court or conference offending magnitude.

Table 42: Young people with nil offending history by Post Offending Magnitude Group: 2013-2017 from sample of court and RJC data provided in linked data set⁴³

Prior Offending Magnitude - Nil		
Post offending magnitude	Total reoffenders	% of group
Extreme	3	9%
High	10	30%
Moderate/high	1	3%
Moderate/low	6	18%
Low	3	9%
Negligible	10	30%
Grand total	33	100%

Source: KPMG, 2019.

The court group sample of nil offenders in the 12 months prior to court/RJC is substantially larger than the RJC group, and therefore has a broader spread of offences that are represented than for the conference group. Property offences were the largest group of offences for both the court group and the conference group, with violent offences the second most common offence for this cohort.

⁴³ Only includes young people who reoffended and 114 who did not reoffend are excluded from this table.

Table 43: Young people with nil offending history by type of index offence: 2013-2017 from sample of court and RJC data provided in linked data set

Prior Offending Magnitude - Nil				
Index Offence Type	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	92	27	119	23%
Drug	2	1	3	33%
Other	10	3	13	23%
Property	42	15	57	26%
Public order	5	1	6	17%
Traffic and motor vehicle	16	3	19	16%
Violent	17	4	21	19%
Conference	22	7	29	24%
Drug	1		1	0%
Fraud	3		3	0%
Other	1		1	0%
Property	9	4	13	31%
Violent	8	3	11	27%
Grand Total	114	34	148	23%

Source: KPMG, 2019.

Of the young people who reoffended, 27 across the court and RJC groups had prior Youth Justice Orders, and in both groups, these young people were more likely to reoffend than those who did not have a prior history of Youth Justice Order, noting that the sample size of these young people in the RJC group is quite small.

Table 44: Young people with nil offending history in 12 months prior to index offence, by prior Youth Justice Order history: 2013-2017 from sample of court and RJC data provided in linked data set

Prior Offending Magnitude - Nil				
Prior YJO	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	92	27	119	23%
No	82	16	98	16%
Yes	10	11	21	52%
RJC Group	22	7	29	24%
No	18	5	23	22%
Yes	4	2	6	33%
Grand Total	114	34	148	23%

Source: KPMG, 2019.

Although the analysis of pre- and post-offending frequency by prior offending magnitude (see Tables 15 and 16 in Section 5.1 above) indicated that both RJC and court had moderate to large impacts on increasing the offending magnitude of young people with no prior offending history, and while these effects were largely statistically significant, it cannot be argued that this effect is causal. In fact, for both court and RJC, 77% and 76% of young people respectively, did not reoffend in the 12 months post the index offence. Where young people did reoffend, it was the case that for the vast majority of young people, offending escalated translating to consistently higher averages post-court or RJC than prior. Based on the fact that the majority of young people with no offending history in the 12 months prior to court or RJC did not reoffend, it can be concluded that both processes are effective diversionary measures for young people, and that the effectiveness of court and RJC are comparable.

Offenders with Moderate/high, High and Extreme history of offending in the 12 months prior to court or RJC

Tables 15 – 16 on page 23, and Charts 18 and 19 on page 26 show that for both Aboriginal and Torres Strait Islander young people and for Non-Indigenous young people, those with a moderate/high, high and extreme pre-offending history all showed large de-escalation effects for RJC in terms of

frequency and seriousness of offending. While the impact between court processes and RJC processes were largely on the same scale, the results in the High and Extreme pre-offending categories for RJC appear to be better than for court. To further analyse these trends, this section takes a deep dive into these high pre-offending groups, to determine what is working for young people, and whether these results are consistent across the cohort in terms of age, gender, indigenous status and type of offence.

Tables 45 to 47 below demonstrate that, overall as prior offending magnitude increases, so does the proportion of young people that reoffend. Overall, in the Moderate/High pre-offending group, 46% reoffended following a court or RJC process, for the High pre-offending group, 65% reoffended, and for the Extreme pre-offending group, 82% of young people reoffended. Notably, for each category overall, a marginally smaller proportion of young people reoffended for the RJC group than for the court group. However, in the High and Extreme pre-offending categories, court processes appeared to be marginally more effective than RJC for Aboriginal and Torres Strait Islander young people in terms of the proportion of individuals re-offending, noting that the analysis on page 26 identified that in terms of offending magnitude, the severity of re-offending behaviour for this group was reduced to a greater extent by RJC.

Tables 45 - 47: Young people with significant pre-offending history in 12 months prior to index offence, by Indigenous status: 2013-2017 from sample of court and RJC data in linked data set

Prior Offending Magnitude - Moderate/High				
Indigenous Status	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	374	369	743	50%
Indigenous	143	174	317	55%
Non-Indigenous	231	195	426	46%
RJC Group	299	193	492	39%
Indigenous	95	92	187	49%
Non-Indigenous	204	101	305	33%
Grand Total	673	562	1235	46%

Prior Offending Magnitude - High				
Indigenous Status	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	762	1494	2256	66%
Indigenous	327	772	1099	70%
Non-Indigenous	435	722	1157	62%
RJC Group	426	678	1104	61%
Indigenous	132	351	483	73%
Non-Indigenous	294	327	621	53%
Grand Total	1188	2172	3360	65%

Prior Offending Magnitude - Extreme				
Indigenous Status	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	78	380	458	83%
Indigenous	25	207	232	89%
Non-Indigenous	53	173	226	77%
RJC Group	31	116	147	79%
Indigenous	5	54	59	92%
Non-Indigenous	26	62	88	70%
Grand Total	109	496	605	82%

Source: KPMG, 2019.

By comparing pre- and post- offending magnitude for these three groups in Tables 48 – 50 below, the extent to which re-offending behaviour is escalating or de-escalating can be demonstrated. In the

moderate/high pre-offending category, 61% of young people did not reoffend, compared to 50% for the court group. Further, a greater proportion of young people in the court group escalated their offending behaviour, than in the RJC group. While not as great a difference between the court and RJC groups in the High pre-offending category, a greater proportion of young people did not reoffend in the RJC group than the court group. However, overall in both the court and RJC group, 62% of young people had a de-escalating pattern of offending post- court or RJC. In the extreme category of pre-offending, 80% of young people de-escalated their offending behaviour post- RJC compared with 75% in the court group.

Tables 48 - 50: Young people with significant pre-offending history in 12 months prior to index offence, by Indigenous status: 2013-2017 from sample of court and RJC data provided in linked data set

Prior Offending Magnitude - Moderate/High				
Group	Did not reoffend	Reoffended	Grand Total	% Reoffended
Court Group	374	369	743	
Extreme		38	38	5%
High		125	125	17%
Moderate/high		48	48	6%
Moderate/low		42	42	6%
Low		32	32	4%
Negligible		84	84	11%
Nil	374		374	50%
RJC Group	299	193	492	
Extreme		19	19	4%
High		71	71	14%
Moderate/high		31	31	6%
Moderate/low		21	21	4%
Low		11	11	2%
Negligible		40	40	8%
Nil	299		299	61%
Grand Total	673	562	1235	46%

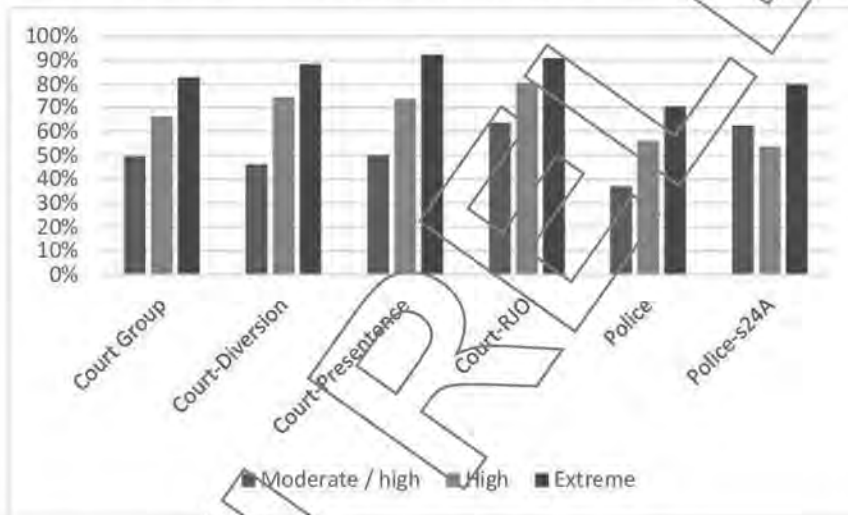
Prior Offending Magnitude - High				
Group	Did not reoffend	Reoffended	Grand Total	% Reoffended
Comparison	762	1494	2256	
Extreme		263	263	12%
High		591	591	26%
Moderate/high		160	160	7%
Moderate/low		137	137	6%
Low		109	109	5%
Negligible		230	230	10%
Nil	762	4	766	34%
Conference	426	678	1104	
Extreme		111	111	10%
High		308	308	28%
Moderate/high		53	53	5%
Moderate/low		55	55	5%
Low		40	40	4%
Negligible		108	108	10%
Nil	426	3	429	35%
Grand Total	1188	2172	3360	65%

Prior Offending Magnitude - Extreme				
Group	Did not reoffend	Reoffended	Grand Total	% Reoffended
Comparison	78	380	458	
Extreme		113	113	25%
High		164	164	36%
Moderate/high		36	36	8%
Moderate/low		21	21	5%
Low		14	14	3%
Negligible		31	31	7%
Nil	78	1	79	17%
Conference	31	116	147	
Extreme		29	29	20%
High		53	53	36%
Moderate/high		12	12	8%
Moderate/low		3	3	2%
Low		6	6	4%
Negligible		13	13	9%
Nil	31		31	21%
Grand Total	109	496	605	82%

Source: KPMG, 2019 from linked data set provided by DYJ.

Chart 26 below demonstrates the reoffending rates by referral type across the Moderate/high, High and Extreme pre-offending categories. The proportion of young people that reoffend is lowest in each of the seriousness categories where a police referral has been made. The reasons for this may include that this is the first diversionary pathway before the young person enters the court system, and thus young people that are capable of diversion may be more likely to be diverted at this stage.

Chart 26: Reoffending rates by RJC referral type, compared with court group

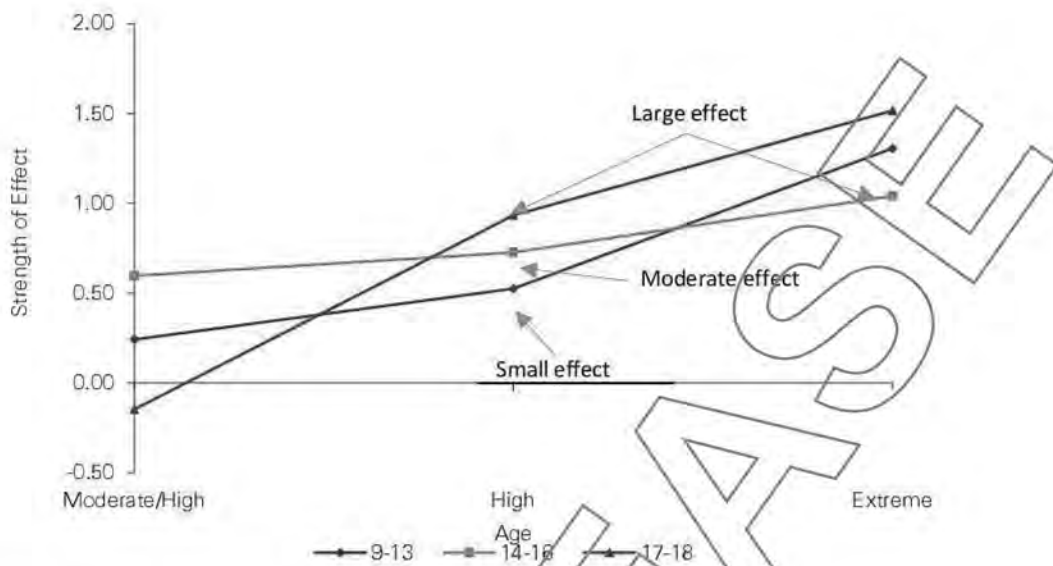


Source: KPMG, 2019.

Charts 27 and 28 below compare strength of the moderating effect of RJC on Moderate/high, High and Extreme pre-offenders in terms of seriousness of re-offending and frequency of reoffending. When reading Chart 27, it should again be noted that seriousness of offending is measured on a scale of 1-9, with 1 being the most serious offending and 9 being the least serious offending (refer Appendix D). This means an upward slope on the chart should be read as a decline in seriousness of offending. In the moderate/high category, offenders aged 9-13 demonstrated a minimal and insignificant reduction in offence seriousness post conferencing. As the prior offending magnitude increased to high and extreme, the strength of effect of RJC in reducing seriousness of reoffending for the 9-13 age group shifted to be a moderate and significant effect for the high pre-offending young people, and large and significant effect for the extreme offenders. Chart 27 also demonstrates that for moderate/high prior offenders, the conferencing process had a significant and stronger impact on offenders aged 14-16 compared to younger offenders. Although all age categories demonstrated a

significant impact in the reduction of seriousness of reoffending in the high and extreme pre-offending categories, offenders aged 17-18 were most strongly impacted by RJC.

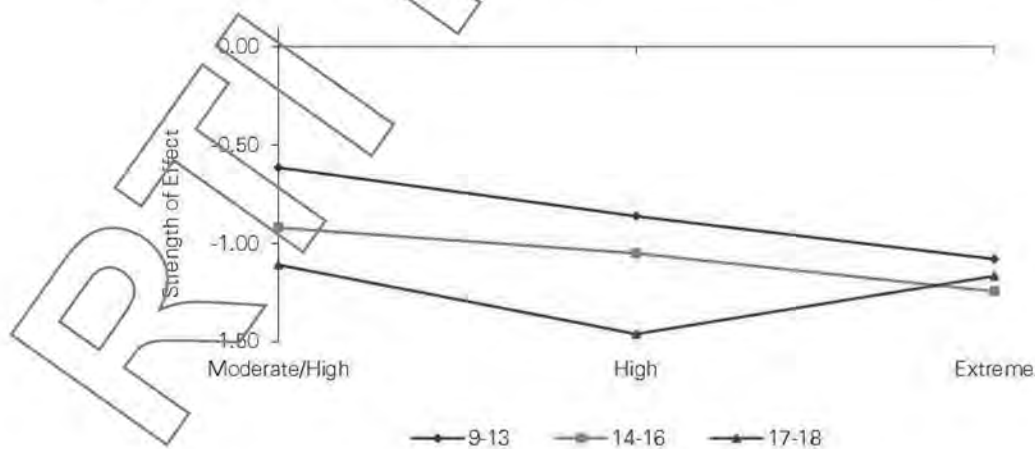
Chart 27: Strength of Effect of RJC on Seriousness of Reoffending Behaviour by Moderate/high, High and Extreme Prior Offending History – Age



Source: KPMG, 2019.

Chart 28 analyses the strength of the effect of RJC on frequency of offending within moderate/high, high and extreme prior offending categories. The chart shows that for offenders aged 9-13 and 14-16, the strength in reducing frequency was significant and decreased steadily as prior offending magnitude increased. The strength of effect was greater for offenders aged 14-16 than offenders aged 9-13. However, for offenders aged 17-18, the moderate/high and high prior offending magnitude again demonstrated the largest reduction in frequency of offending 12 months post-RJC. Consequently, RJC had a stronger effect in reducing frequency of re-offending behaviour for older offenders compared to younger offenders in these categories. For extreme offenders, the strength of effect for all age categories was large and significant, but for the 17-18 age group, the strength of effect of RJC in reducing frequency of offending was more in line with the 9-13 and 14-16 age cohorts than for the other offending categories.

Chart 28: Strength of Effect of RJC on Frequency of Reoffending Behaviour by Moderate/high, High and Extreme Prior Offending History – Age



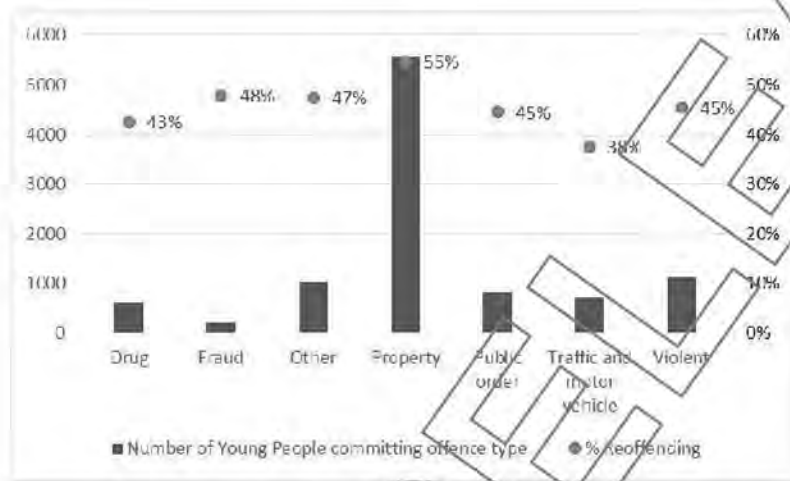
Source: KPMG, 2019.

Public Order Offences

It has been identified in the sections above that RJC has a moderate to large effect in reducing the magnitude of offending across all offence types, with the exception of public order offences. Both court and RJC only impacted on the reduction in offending magnitude for public order offences with small effect. When breaking down this analysis by frequency and seriousness as well as Indigenous status, public order offences increased in seriousness for both Aboriginal and Torres Strait Islander and non-Aboriginal and Torres Strait Islander young people. The analysis below provides deeper insight into public order offences to profile the potential underlying issues that might impact on the effectiveness of RJC (and indeed of court) for these types of offences.

Overall, the level of reoffending for public order offences is comparable with other offence types, with property offences the highest and reoffending in this category the most prolific. Chart 29 below demonstrates that of the 831 offenders who committed public order offences, 45% reoffended after either a court or RJC process.

Chart 29: Number of young people committing offences and % reoffending 2013-2017 from sample of court and RJC data provided in linked data set⁴⁴



Source: KPMG, 2019 from linked data set provided by DYJ.

Of those who reoffended, Table 51 demonstrates that, while in the court group there was no difference between males and females with respect to reoffending, in the conference group, a much smaller proportion of females reoffended than males. Overall, the conference group had a lower proportion of reoffenders than the court group for both females and males.

⁴⁴ Note that this does not account for all young people who committed offences and subsequently went through court or RJC. This represents the young people within the linked data set whose profiles across the total court and RJC cohorts were matched in accordance with the matching methodology.

Table 53: Young people committing public order offences by Region and % reoffending 2013-2017 from sample of court and RJC data provided in linked data set

Public Order Offences	Did not reoffend	Reoffended	Grand Total	% reoffended	% in RJC or Court Groups
Central Queensland Region	95	50	145	34.5%	
Court Group	82	46	128	35.9%	88.3%
RJC	13	4	17	23.5%	11.7%
Moreton Region	97	83	180	46.1%	
Court Group	82	72	154	46.8%	85.6%
RJC	15	11	26	42.3%	14.4%
Northern Queensland Region	99	81	180	45.0%	
Court Group	91	73	164	44.5%	91.1%
RJC	8	8	16	50.0%	8.9%
South East Region	71	69	140	49.3%	
Court Group	57	63	120	52.5%	85.7%
RJC	14	6	20	30.0%	14.3%
South West Region	82	86	168	51.2%	
Court Group	71	79	150	52.7%	89.3%
RJC	11	7	18	38.9%	10.7%
Region Unknown	16	2	18	11.1%	
Court Group	16	2	18	11.1%	100.0%
RJC	0	0	0	0.0%	0.0%
Grand Total	460	371	831	44.6%	

Source: KPMG, 2019.

Interestingly, while court processes had a moderate effect in reducing the frequency of public order offences, the impact of RJC processes increases with the age of the cohort. Table 54 below demonstrates that, for public order offenders RJC only had a small (and statistically insignificant) effect for 9-13 year old cohort, whereas for young people aged 14-16 and 17-18, RJC had a significant and moderate, increasing to large, effect for these groups respectively.

Table 54: Average frequency of public order offences by age group at index offence

Age	Average Frequency - Public order - Age			Effect size	Strength of Difference
	Pre offending	Post offending	p value		
9-13					
Court	2.24	1.32	7.87E-05	73%	Moderate
RJC	1.92	1.08	0.07	71%	Small
14-16					
Court	1.99	1.07	2.59E-52	75%	Moderate
RJC	1.87	0.99	5.08E-10	79%	Moderate
17-18					
Court	2.07	1.36	2.02E-05	71%	Moderate
RJC	2.00	0.40	0.03	92%	Large

Source: KPMG, 2019.

Table 55 below demonstrates that a rise in offence seriousness associated with reoffenders is the significant moderating factor in the overall small change in magnitude observed for public order offences. For the 9-13 and 14-16 age groups across the court group and the RJC group, seriousness of reoffending escalated. However, for the 17-18 age cohort, seriousness of reoffending de-escalated or remained the same. The greatest escalation in reoffending behaviour was within the RJC 14-16 age cohort. It should be noted when reading Table 55, seriousness is measured on a scale of 1-9, with 1 being the most serious offending, and 9 being the least serious. Consequently, a lower mean for post offending seriousness is associated with an escalation in offending behaviour.

5.4 Is RJC appropriate in meeting the needs of different cohorts?

Differences in access to, and outcomes of restorative justice conferencing –
Regional perspective

Access to RJC by Region

Stakeholder interviews highlighted that there are some barriers that limited referral to RJC associated with referrers' beliefs about the appropriateness of RJC as an effective response to offending behaviour, and particularly, whether RJC meets the community's expectations with regard to appropriate punishment. This potentially translates to differences across locations in terms of whether young people are referred to a RJC, whether there is a difference in the types of offences that are conferenced, and whether there is a difference in offence seriousness levels that are conferenced. Table 57 below demonstrates that, across the Youth Justice regions, there are differences with respect to rates of offences referred to conference per 1000 population of young people aged 10-17.

Table 57: Number of offences referred to conference by region 2017-18

	2017-18	Population	2017-18 Per '000 population
Central Queensland Region	473	68,172	6.9
Moreton Region	2,069	185,823	11.1
Northern Queensland Region	1,226	56,416	21.7
South East Region	1,248	101,640	12.3
South West Region	880	62,777	14.0
Total	5,896	474,828	12.4

Source: Australian Bureau of Statistics Census, 2016, and Offences Received data set, DYJ, 2019.

Northern Queensland region has the highest rate of offences conferenced per 1000 population of 10-17 year olds in 2017-18, in comparison to the other regions. Central Queensland region, on the other hand, had the lowest rate of offences referred per 1000 population in the 2017-18 year. However, in terms of the seriousness of offences conferenced, only 7 percent of serious offences in Northern Queensland region were referred to conference, as opposed to between 11 and 21 percent of conferences in all other regions (see Tables 58 and 59 below).

Table 58: Offences progressed to conference by seriousness and region 2017-18

	Central Queensland Region	Moreton Region	Northern Queensland Region	South East Region	South West Region
Serious	54	364	80	190	186
Moderate	334	1100	1004	649	528
Minor	85	605	142	409	166
Total	473	2,069	1,226	1,248	880

Source: Offences received, DYJ, 2019.

Table 59: Offences not returned (i.e. progressed to conference by seriousness)

	Central Queensland Region	Moreton Region	Northern Queensland Region	South East Region	South West Region
Serious	11%	18%	7%	15%	21%
Moderate	71%	53%	82%	52%	60%
Minor	18%	29%	12%	33%	19%

Source: Offences received, DYJ, 2019.

In contrast to the number of offences conferenced, Moreton region had the lowest rate of young people conferenced per 1000 population in 2017-18 when compared with the other regions (2.27). Northern Queensland region again has the highest (5.69), with Central Queensland region, South East region and South West region comparable at between 2-4 young people conferenced per 1000 population of 10 – 17 year olds.

Table 60: Number and rate of young people conferenced per region by 1000 population, 2017-18

Region	Number of young people conferenced	Population (10-17)	Number of young people conferenced per 1000 population (10-17)
Central Queensland region	171	68,172	2.51
Moreton region	421	185,823	2.27
Northern Queensland region	321	56,416	5.69
South East region	360	101,640	3.54
South West region	248	62,777	3.95

Source: ABS Census, 2016 and Conferenced held-DYJ, 2019.

Tables 61 and 62 below demonstrate that Moreton region and South East region have different offending profiles related to young people conferenced than the other regions, with proportionally less young people conferenced where their most serious offence related to property offences, and a proportionally greater number of young people conferenced where their most serious offence was a violent or drug offence. Northern Queensland region, on the other hand, has a significantly greater proportion of property offences that are conferenced than all of the other regions. It is unclear whether the variation in conferencing profiles is related to the offending profile generally of the population in the region, or whether it is indicative of a barrier in access to conferencing for certain offence types within particular regions.

Tables 61 and 62: Young people conferenced by most serious index offence type

	Drug	Fraud	Other	Property	Public order	Sexual	Traffic and motor vehicle	Violent	Grand Total
Central Queensland Region	4	3	4	111	4	12	6	27	171
Moreton Region	26	14	18	208	20	14	10	111	421
Northern Queensland Region	1	4	12	259	6	3	5	31	321
South East Region	26	9	24	156	10	20	17	98	360
South West Region	2	5	16	164	10	9	3	39	248
Grand Total	59	35	74	898	50	58	41	306	1521

	Drug	Fraud	Other	Property	Public order	Sexual	Traffic and motor vehicle	Violent
Central Queensland Region	2%	2%	2%	65%	2%	7%	4%	16%
Moreton Region	6%	3%	4%	49%	5%	3%	2%	26%
Northern Queensland Region	0%	1%	4%	81%	2%	1%	2%	10%
South East Region	7%	3%	7%	43%	3%	6%	5%	27%
South West Region	1%	2%	6%	66%	4%	4%	1%	16%

Source: Conferenced held, DYJ, 2019.

Age Profile of Conferencing by Region

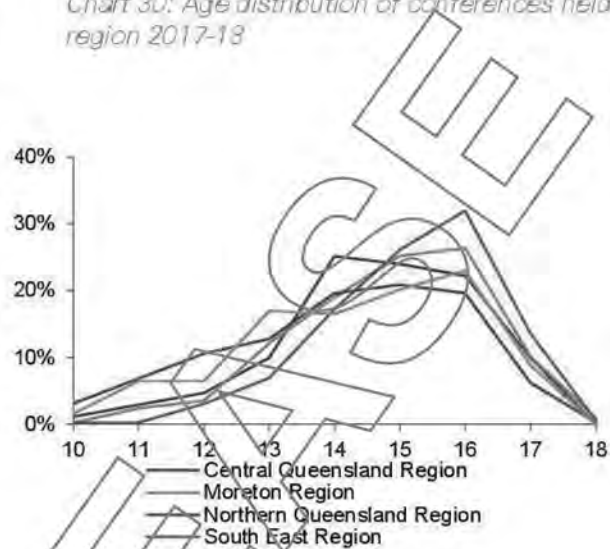
The charts below demonstrate the variation in age profile of young people referred to conferencing. This demonstrates that for South East region and Moreton region, the age profile of young people conferenced is higher than for other regions. South West, Central Queensland and Northern Queensland regions have a higher proportion of younger people being referred to RJC.

Table 63: Age profile of conferencing by region 2017-18

	Central Queensland Region	Moreton Region	Northern Queensland Region	South East Region	South West Region
10	3	1	10	1	4
11	5	10	22	1	16
12	6	15	34	11	16
13	17	51	41	25	42
14	43	60	63	62	41
15	41	106	67	94	50
16	98	111	63	115	57
17	17	43	20	49	22
18	4	4	1	2	2
	171	421	321	360	248

Source: Conferencing held, DYJ, 2019.

Chart 30: Age distribution of conferences held by region 2017-18



Socio-Economic Disadvantage

Table 64 below highlights the relative socio-economic disadvantage of young people in the RJC cohort by region, with young people in the Northern Queensland region from areas that are substantially more disadvantaged than young people conferenced in other regions. The Moreton region is the least disadvantaged cohort followed by South East region, which is likely associated with, but not necessarily the cause of, the different profile of offending in these Regions. Whereas in the more disadvantaged regions, property offences are more likely to be conferenced, in Moreton and South East regions, there are a greater proportion of Drug and Violent offences. The table also shows that young people who are conferenced come from areas within the region that are more disadvantaged than the population adjusted average for their region.

Table 64: Index of relative socio-economic advantage and disadvantage by region (average for region vs conference representation)

	Index of Relative Socio-economic Advantage and Disadvantage		
	Regional population adjusted average	Conference Cohort within region	% Difference
Central Queensland Region	997.9	944.3	▼ 5%
Moreton Region	1008.9	994.1	▼ 1%
Northern Queensland Region	987.2	916.5	▼ 7%
South East Region	1003.9	977.0	▼ 3%
South West Region	1000.7	936.6	▼ 6%

Source: ABS Census, 2016 and Conferencing held, DYJ, 2019.

Outcomes for different cohorts

RJC is an effective diversionary response across all Youth Justice regions as evidenced by the significant large effects of RJC in reducing offending magnitude. Notably, when compared directly

with court, conferencing had an equal to larger effect than court across all regions, with the exception of Northern Queensland region where the effect size from conferencing and court was slightly lower.

Table 65: Average magnitude pre offending vs post offending by youth justice region

	Pre offending (weighted)	Post offending (weighted)	Sample size pre	p value	hedges g	CL effect size	Strength of Effect
Central Queensland Region							
Court Group	3.69	1.80	1053	5.82187E-91	0.97432	80%	Large
Conference Group	3.69	1.57	441	1.16354E-47	1.10476	82%	Large
Moreton Region							
Court Group	3.59	2.10	2275	1.5638E-121	0.739149	73%	Moderate
Conference Group	3.59	1.62	953	2.05903E-89	1.024018	80%	Large
Northern Queensland Region							
Court Group	3.94	2.38	1385	4.8512E-84	0.791306	75%	Moderate
Conference Group	3.94	2.39	580	1.86223E-36	0.793704	74%	Moderate
South East Region							
Court Group	3.34	1.94	1174	1.55359E-56	0.690122	73%	Moderate
Conference Group	3.34	1.55	492	7.35282E-39	0.907906	78%	Large
South West Region							
Court Group	3.55	2.06	964	1.45635E-54	0.754947	74%	Moderate
Conference Group	3.55	2.06	404	2.16288E-22	0.726309	74%	Moderate

Source: Linked data, DYJ, 2019.

Previously in this report it has been noted that the impact of RJC (and court) is less profound for Aboriginal and Torres Strait Islander young people than for non-Indigenous young people and that RJC for property offences, particularly as these relate to Aboriginal and Torres Strait Islander young people, has a moderate impact on reducing reoffending magnitude.

RJC for non-Indigenous offenders across all of the five regions demonstrates a moderate to large, and significant impact on reduction in reoffending magnitude. This contrasts with RJC for Aboriginal and Torres Strait Islander young offenders which demonstrates a varied strength of effect across the 5 regions. Aboriginal and Torres Strait Islander young people in the Central Queensland and South East regions experience a large impact from conferencing, whereas in Moreton and Northern regions, young people experience a moderate impact. In South West region, only a small impact is observed from RJC. These observations are important from the perspective that the impact of RJC on Aboriginal and Torres Strait Islander young people is roughly equal to or better than the impact of court processes in four of the regions, with the exception of in South East region where RJC appears to have a lesser effect than court. Also impacting on this outcome is potentially that there is a different profile of offending across regions.

Table 66: Average magnitude pre offending vs post offending by youth justice region – Aboriginal and/or Torres Strait Islander young people

Aboriginal and/or Torres Strait Islander young	Pre offending (weighted)	Post offending (weighted)	Sample size pre	Sample size post	StdDev Pre	StdDev Post	t-stat	p value	CL effect size	Strength of Effect
Central Queensland Region										
Court Group	4.03	2.31	403	403	1.47	2.32	12.54	1.10511E-30	78%	Large
Conference Group	4.03	2.10	169	169	1.47	2.35	9.08	7.79777E-16	79%	Large
Moreton Region										
Court Group	3.93	2.99	403	403	1.61	2.43	6.49	2.5648E-10	65%	Small
Conference Group	3.93	2.59	169	169	1.62	2.44	5.95	1.54559E-08	71%	Moderate
Northern Queensland Region										
Court Group	4.03	2.63	1098	1098	1.42	2.39	16.77	2.43506E-55	73%	Moderate
Conference Group	4.03	2.63	450	450	1.42	2.37	10.89	9.83643E-21	77%	Moderate
South East Region										
Court Group	3.96	2.62	122	122	1.54	2.30	5.35	4.30309E-07	76%	Moderate
Conference Group	3.96	2.31	51	51	1.55	2.22	4.34	6.88024E-05	75%	Large
South West Region										
Court Group	3.84	2.41	423	423	1.52	2.27	10.70	8.35089E-24	71%	Moderate
Conference Group	3.84	2.97	177	177	1.53	2.38	4.09	6.49231E-05	65%	Small

Source: KPMG, 2019

Outcomes by gender

An analysis of gender demonstrates that there is a moderate to large effect from both court and RJC in mitigating offending magnitude for both males and females overall. The impact of both court and

support was also observed by some victims, who felt that conferencing is more successful when delivered in a supportive environment.

“Conferencing is one part of it to put them straight but there are other parts that need to be played for that young person; home life, love and support...a big part of that lies with their parents and families.” – Organisational victim interview

The support provided by parents or guardians also facilitated the process. Many young people were convinced they needed their community of care there to help them complete the conference.

[Redacted]

However, young people who believed their parents were not needed in the conference still expressed appreciation for their support, suggesting it aided their contribution.

[Redacted]

Police representatives echoed the importance of having parental buy-in to the RJC process, adding that conferencing is “completely ineffective if a child doesn’t have support at home”. Victims also identified family and carer support as key to the completion of conference agreements, “the mother supervised the extra 35 hours of homework”. Conversely, where young people’s parent/s or carer were unsupportive in the conference it was evident the support required to complete the agreement and make sustainable changes was not available. One victim provided an example involving a young person who relied on their carer for transport and was limited in their ability to fulfil the agreement requested because their carer did not want to take them.

[Redacted]

However, in general, supportive and engaged parents/guardians were willing to do what was necessary to hold their child accountable.

In general, young people felt the conference was fair, because everyone could safely share their story, [Redacted] Fairness was also signalled by young people through the perception that everyone was respectfully listened to.

[Redacted]

The skills of the convenor to ensure a fair process is vital in achieving positive conference outcomes, particularly as the conferencing process is likely confronting for both the victim and the young person. The importance of feeling heard is highlighted by one instance where a young person did not feel their contribution was properly acknowledged, leading them to disengage from the process.

[Redacted]

The difficulties experienced by some young people in expressing themselves in the conference also came through in post-conference survey data, with young people responding least favourably to the statement ‘I was able to talk to the victim about what happened’, agreeing or ‘strongly agreeing’ only 73% of the time (from 614 responses). Notwithstanding this, young people agreed to feeling safe or being treated fairly at the conference 95% of the time.

Although less frequent, some interviews with victims suggested that RJC does not fulfil the needs of young people. This was evident where the victims did not observe any impact of the conference on the young person’s behaviour, and where the outcome did not appear to be appropriate. Some victims who had participated in numerous conferences suggested that “[although] the conference was a good process [it] didn’t always impact or change behaviour”, attributing this to the young

person's disposition, "it depends on attitude". One victim suggested taking a more stern approach would elicit the desired behavioural change, "go harder to get shock value to change their life. A soft approach is not a life-changer for them...doing hard labour is sometimes more beneficial". Victims who shared these or similar views either felt the young person or they themselves were disadvantaged by the system.

"I don't think it benefitted her, so I don't think that's fair." – Organisational victim interview

"I felt it was a case of the justice system failing, like the offender had got away with everything that they had done." – Individual victim interview

All stakeholder groups interviewed considered that RJC is flexible enough to accommodate any young person or victim, but RJC staff commented that they recognise there are gaps in training which they could benefit from to be able to better address the needs of participants. Additionally, concerns from stakeholders over the cultural appropriateness of RJC also raise the question of whether conferencing is meeting the needs of all Aboriginal and Torres Strait Islander young people, or people from other cultures. Service centre staff commented that working with translators can often be 'clunky' and on one occasion they had a translator attend a conference who spoke the wrong dialect. Staff noted this can cause challenges when trying to ensure the young person knows what they are agreeing to. Observations were also made in relation to a barrier in satisfying the cultural needs of participants due to some agencies not being able to actively participate because restorative justice is a 'legal process'. Three police representatives and one community representative noted in relation to Aboriginal and Torres Strait Islander young people that conferences do not appear to be 'hitting the mark'. As previously discussed, Indigenous leaders are often not present and cultural barriers are sometimes evident between participants in the conference setting.

The extent to which RJC is meeting the needs of Aboriginal and Torres Strait Islander participants appears to be centre-dependent. However, as some service centre staff advised they employ strategies like finding a pre-existing cultural connection to involve that person in the conference (including inviting Elders to take part), including a yarning mat to the conferencing space, conducting an acknowledgement of country, or running a two day cultural immersion program with local Elders and restorative justice staff to ensure cultural appropriateness.

Families of young people

Linked to the above, stakeholders commented that RJC can benefit families where there is adequate engagement although many considered improvements could be implemented to make it more appropriate in addressing the broader needs of families. Examples of benefits to families observed by stakeholders include the opportunity for enhanced accountability among parents and improvements to the young person's behaviour in the home environment. Further detail on the improvements required in terms of a more integrated, holistic approach to RJC and ensuring families receive the support needed have been previously addressed under Section 2 above.

The needs of victims

Throughout interviews, victims' assessment of RJC varied. Some were satisfied and fully supportive of the approach, while others were more sceptical of its efficacy.

Victims consistently indicated they were satisfied with the process.

"I thought it was handled professionally, quickly and with a lot of empathy." – Individual victim interview

Some victims described RJC staff as "polite and friendly", and another as "excellent". However, one victim who attended a conference believed the convenor was too strict while administering questions.

"They had no empathy...they would ask you a question and you have to respond to that instead of letting it flow." – Individual victim interview

This led the victim to the conclusion that the conference was "very impersonal".

Many victims believed that overall, RJC was beneficial for them "the process was beneficial to me", as well as the community more generally. Individual and organisational victims alike commented on the benefits of the process with regard to the meaning they found through developing mutual understanding with the young person.

"[Conferencing] gives everyone time to take a break and have empathy towards the others' situation." – Individual victim interview

These victims went on to describe how this changed their outlook.

"it changed my whole perspective. I go into each one with an open mind because you don't know which direction it will go".

Of the 467 victims who responded to the statement 'I am satisfied with the agreement,' 94% either strongly agreed or agreed – an overwhelming endorsement of the RJC process. However, with respect to the 6% of respondents who were not satisfied with the conference, a variety of explanations were provided. From the perspective of police and RJC staff, several comments were made to suggest that victim satisfaction declines over time, in the sense that an agreement might be reached but the victim is ultimately not satisfied with the outcome. Some police commented that it is sometimes the case that victims appear to be limited in terms of what could be requested for input into the agreement, with one police officer mentioning they had heard of instances where a pre-formatted apology letter was produced in a conference and the young person simply added their name, suggesting lack of integrity and sincerity in the process. This sentiment was also echoed by some victims as noted previously.

Community representatives also noted that conference outcomes are a key factor contributing to their view that victims often feel let down. They acknowledged that it depends on the victim, however there is a view that RJC should be giving back to the victim, rather than the community, through agreement outcomes. Data indicates that in 2017-18, only 2% of all agreement components related to voluntary work for the victim, falling from 3% in 2016-17. Some service centre staff who have worked across different centres noted that the nature of agreement components varies between centres, and that victim satisfaction is generally greater at centres where the agreements are more punitive.

Young people also considered the fairness of the conference for the victim. Most were satisfied RJC was fair because they could collaborate with the victim to find a suitable punishment that acted as a 'solution' to the offence, commenting "it was like everyone was there to resolve the issue", and "we came to a reasonable solution".

Communities

Discussions with police, Magistrates and community representatives highlighted concerns in line with those held by some victims regarding the integrity of RJC and its alignment with the broader criminal justice system. Specifically, it was identified through interviews that views still remain amongst some members of the community, police and Magistrates that conferencing is a 'soft' option. Similar opinions have been publicised in the past, with sentencing transcripts and press releases highlighting the dismissive and somewhat critical view towards RJC by some stakeholders in the process. Illustrative of this point is the view of one magistrate, who made the comment in respect of RJC, "it's all airy fairy, if you ask me."⁴⁵ During consultations, one police representative mentioned these views raise the question of "whether referring a child to restorative justice conferencing meets the community's expectations. Police try to keep community confidence high. Culturally it's hard because the police don't want to be seen as soft".

One young person made a comment that further evidenced this, noting [REDACTED]

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[REDACTED] These views were also shared in relation to representatives from the courts, with one magistrate noting there is a mindset in the magistracy that RJC is not a strong enough punishment.

Consequently, it appears that concerns still exist from some stakeholders regarding the degree of confidence in RJC as an effective criminal justice process.

Accessibility of processes surrounding RJC

RJC processes were considered to be accessible among victims and young people throughout preparation for the conference and the conference itself, however, challenges were noted in relation to the length of time between the offence and the conference. Both cohorts were also concerned

⁴⁵ *MLN v The Queen* [2018] QChC 32.

with the follow-up post-conference, as it called into question the accountability of the young person and credibility of the process overall. These views were supported by police, Magistrates and community representatives, who added that the time impost, conference size and cultural appropriateness were additional factors influencing accessibility of RJC for young people and victims.

Preparation

Where participants discussed the preparation meeting(s) undertaken between them and Youth Justice, they indicated they were mostly satisfied with the experience although this varied across cohorts and locations. Young people whose conference was facilitated by a Youth Justice Service Centre in a metropolitan area recounted how staff met with them face-to-face and explained the process.

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Others recalled a similar preparatory process replicated across their service centres, however they did not feel as well prepared, as one young person suggested:

Analysis of post-conference survey data suggested that young people may benefit from better preparation with only 73% of 667 young people agreeing or strongly agreeing that they were well prepared for the conference, compared with 86% of the 470 victims that responded.

Victims provided further detail on the preparation provided by Youth Justice. In the same metropolitan area, victims went through a similar process as young people.

"We met at a coffee shop before so they told me what it was about, what would happen and why it was being held." – Individual victim interview

Several added after discussing this process that they "felt well prepared" and further information was "not necessary". Some victims who participated in RJC in other locations remember being more uncertain of the details prior to the conference, "I didn't know what the process would be", "I went in without expectations" and "knowing what to do would have been a lot better".

The content and approach to the preparatory meeting was highlighted as an important factor in two victims' decision to attend.

"If they had just spoken to me on the phone I wouldn't have been keen to [attend]."

"It wasn't until a few days before that I was told there would be other people there. I was more prepared to go with other people there." – Individual victim interviews

Time commitment

Through interviews with stakeholders, it was identified that a barrier to victims and other participants such as police in accessing RJC is the requirement to take time off work to participate, and in some cases, travel to the conference. This can also have financial, and in the case of police, resourcing implications. Linked to this, one police officer in a regional area had the view that conferencing is significantly more time consuming than the court process, adding that it takes one to two hours for a caution, whereas the conference itself can run for this long, without taking into account travel time required, paperwork etc. While this view was not raised as a common concern across non-regional locations, it highlights an issue in that the perceived time impost on referring officers may influence their decision on whether to refer a young person to RJC or not.

Time delays

Despite the largely positive evaluation of preparatory meetings, many participants expressed concerns with the length of time taken to prepare the conference itself, and interviews suggested this disadvantaged young people and victims in a number of ways.

Some young people recounted the issues they experienced when the conference was delayed, particularly when this was accompanied by several rounds of rescheduling. Additionally, one young person was inconvenienced financially as a result of a lack of clarity from the courts in determining if a

RJC was appropriate given [REDACTED]

[REDACTED] The young person recounted the financial burden this caused.

Another lost their original support person and almost lost their second due to delays with the process.

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Other young people described experiencing heightened anxiety as a result of the delay, [REDACTED]

Young people and victims also explained how the emotions and memories associated with the offence faded over time, as one young person recounted [REDACTED]

This reduces the impact the conference has on the young person, as summarised by one victim who attended many conferences:

"My concerns with RJC are that a lot of the time it's so long since it's occurred, six months or further. This disconnects the behaviour to the consequences." - Organisational victim interview

RJC staff agreed with this, noting it can be hard for the young person to recall the offence and carry any remorse where significant delays are encountered. Police representatives added that remorse is a factor that benefits the conferencing process and helps victims to feel empowered.

Notwithstanding this, most young people, victims and stakeholders also acknowledged that there is some benefit in allowing young people "time to think about it" as calling the conference too early "can set [the young person] up for failure if they're not ready to attend". RJC staff agreed that under some circumstances, timeframes should not and cannot be rushed as time is needed to allow victims to heal or for approval to be granted by therapists to allow for young person or victim participation in conferencing.

Linked to this were observations made by stakeholders, in particular police and Magistrates, regarding their common concern over the delay between offences occurring and conferences being convened. Specifically, it was felt that delays can have a number of implications on the RJC process, including acting as a barrier to victim and young person participation and access. Specifically, stakeholders observed that delays often result in young people continuing to offend and potentially going through the court several times while awaiting the conference. One police officer also raised an example where a young person was referred to conferencing but three months after the referral was made, the young person offended again to a much more serious extent, posing the question of whether or not the conference may have helped to prevent this if it had been more timely.

Concerns were also raised in relation to the implication of time delays on police and Magistrates through a loss of confidence in RJC. Staff from the service centres commented they have observed this in the past, whereby courts had found out that referrals could not be serviced in a timely manner so as a result they do not refer. Supporting this, one magistrate who was interviewed commented that the extended timeframes makes them question whether they should be making the referrals. Police also noted that the timeliness of the process has been a barrier to referrals and therefore access to conferencing for young people.

Family environment

Processes surrounding RJC were seen to be less effective, but also less accessible for young people who did not come from a supportive family environment. Specifically, police and Magistrates commented that a lack of family support / structure was a factor they considered in their decision of whether to refer a young person to conferencing or not, as their view is that it ultimately influences whether or not the young people will be able to attend the conference. RJC staff agreed with this view, noting parental support as a barrier to young people being able to take part.

Conference process (including conference duration and size)

As with young people, victims felt that access, in terms of their ability to discuss their perspective, was appropriate during the conference itself, commenting:

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"I felt comfortable sharing my story. I probably shared more than I thought I would."

"We were all heard and understood." – Individual victim interviews

Some victims described how this helped them build a connection with the young person, adding:

"[I can] use my personal experience to relate to the young person." – Organisational victim interview

Victims also acknowledged that every person in the room had a similar opportunity to contribute to the conference "I think we all got to say what we wanted to say". The input of victims appears to be particularly valuable to RJC, as explained by one organisational victim who has attended a number of conferences on behalf of their organisation:

"Without having someone there connected emotionally to something, without real victims, it doesn't have the impact intended." – Organisational victim interview

From the perspective of community representatives who regularly take part in conferences, a barrier to access identified in terms of young people's contribution and participation during the conference itself was the presence of lots of stakeholders in the room. They observed that, in the presence of a large audience, young people can be shy and reluctant to talk. Similarly, community representatives observed that the duration of conferences (these can run from two to five hours depending on the number of offences, victims etc.) there is a view that young people can find this hard to sit through and as a result, this may also impact their engagement in, and true access to the intended outcomes of conferencing.

Post-conference follow up

RJC follow-up processes are inconsistent for victims, and this may be influenced by whether a victim is an individual with a single encounter with RJC, or an organisational victim, such as school, council or other public entity that may have multiple encounters with RJC and existing rapport with Youth Justice Service Centres.

Despite their positive experience of the conference, the majority of participants, both victim and young people, noted they did not receive follow-up after the conference, although this was more prevalent for individual victims than young people. A few young people shared comments such as:

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This raised the concern that some young people weren't being held accountable post-conference, and this was an issue that was also identified by victims.

"If there is to be an agreement it should be something that is monitored." – Organisational victim interview

Follow-up for victims was also not always about ensuring the young person was held accountable. Some victims became invested in the young person and were interested in hearing how the young person was doing.

"I wanted to meet up with him again this month to see if it [the conference] actually helped." – Individual victim interview

The lack of follow up has the potential to impact on how the victim perceives the RJC process, with some becoming disenchanted, leading them to question the credibility of RJC.

"at the time I was satisfied, but now I'm not as much"

"At the time I felt engaged in the process, but now I feel a little ripped off. I wonder if the young person was just 'playing the game'." – Individual victim interviews

However, follow-up appeared to be more consistent for organisational victims who were connected to Youth Justice, some of whom commented:

"I get an email from Youth Justice so we check our databases to ensure they are upholding their agreement."

"I get a letter when the matter has been finalised." – Organisational victim interviews

A number of stakeholders that refer to RJC raised similar concerns, in that they are not notified of conferencing outcomes, despite this being a legislative requirement. Section 41 of the Youth Justice Act 199 (QLD) states:

“41 Notice of successful completion of restorative justice agreement

If a child discharges his or her obligations under a restorative justice agreement made as a consequence of a restorative justice process, the chief executive must notify the referring authority for the process accordingly.” Youth Justice Act 1992 (QLD) s41.

From consultations it is understood that notification of successful outcomes is less likely to be undertaken than notification of unsuccessful outcomes, as the feedback process takes time, and youth justice staff are busy. Unsuccessful outcomes are automatically notified when the referral is returned. It was suggested that this creates a situation where the referring body only hears about situations where conferencing has not gone well, which has a potential negative influence on their perception of conferencing and willingness to refer. This ultimately creates an additional barrier to RJC access for young people. The lack of feedback on conferencing outcomes and agreements applies to both police and courts, with one police officer commenting that if police engagement is desired, there is a need to close out the loop and provide feedback.

Case Study 5 – Participants are mostly satisfied with RJC processes, but believe follow-up and post-conference support could be improved

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Other identified barriers to access

In addition to the above and outside of process considerations, stakeholders also noted the following barriers to referring young people to conferencing, or for young people taking part in conferencing.

- Police – Most police identified that some legal aid solicitors will refuse to let the child be interviewed to allow them to refer to conferencing (admission and consent is required).

socio-economic backgrounds. Consistent with the hierarchy of referral pathways, these young people are also more likely to have a lower pre-offending magnitude.

Table 68: Profile of young people receiving police referrals

Profile of Police referrals					
	Police Referrals	All other referral types	p-value	Effect size	Strength in differences
Age	2.32	2.33	0.79	50%	Minimal
Indigenous status	0.33	0.52	5.71E-17	61%	Small
CPO	0.12	0.18	4.72E-04	54%	Minimal
IPA	0.12	0.20	1.11E-06	56%	Small
SEIFA	952.84	933.60	6.58E-06	56%	Small
Index of relative socio-economic disadvantage	954.95	936.12	7.32E-05	55%	Minimal
Index of Economic Resources	962.94	942.57	3.48E-05	56%	Minimal
Index of Education and Occupation	940.85	929.50	0.00	55%	Minimal
Pre offending magnitude	3.49	4.15	2.25E-18	62%	Small
Most serious offence prior	4.66	4.33	5.10E-06	56%	Small
Frequency group	2.19	2.80	8.97E-06	67%	Moderate

Source: KPMG, 2019.

In contrast to police referrals, young people who are the subject of police s24A referrals, that is referrals that were not referred by police, but have been deemed by the court to have warranted the less serious referral pathway, tend to be older on average than young people receiving police referrals and referrals by way of the other court diversionary pathways. In addition, these young people tend to be more socio-economically disadvantaged by comparison to young people receiving referrals by way of any other referral pathway.

Table 69: Profile of young people receiving police s24A referrals

Profile of young people receiving Police S24A referrals					
	Police s24A	All other referral types	p-value	Effect size	Strength in differences
Age	2.40	2.32	0.20	55%	Minimal
Indigenous status	0.40	0.38	0.76	51%	Minimal
CPO	0.11	0.14	0.56	52%	Minimal
IPA	0.14	0.14	0.93	50%	Minimal
SEIFA	918.60	948.97	8.98E-03	58%	Small
Index of relative socio-economic disadvantage	915.67	951.31	5.80E-03	58%	Small
Index of Economic Resources	924.10	958.91	9.34E-03	58%	Small
Index of Education and Occupation	925.72	938.43	0.11	56%	Small
Pre offending magnitude	3.71	3.64	0.74	51%	Minimal
Most serious offence prior	4.92	4.57	0.07	56%	Small
Frequency group	2.79	2.32	2.78E-04	65%	Small

Source: KPMG, 2019.

Table 71: Profile of young people receiving RJO referrals

Profile of Young People on RJOs					
	RJO	All other referral types	p-value	Effect size	Strength in differences
Age	2.29	2.32	0.46	52%	Minimal
Indigenous status	0.59	0.37	7.26E-06	62%	Small
CPO	0.23	0.13	4.08E-03	57%	Small
IPA	0.18	0.14	0.19	53%	Minimal
SEIFA	920.92	949.40	1.80E-03	58%	Small
Index of relative socio-economic disadvantage	918.85	951.79	1.16E-03	58%	Small
Index of Economic Resources	925.04	959.47	1.05E-03	58%	Small
Index of Education and Occupation	925.87	938.65	0.04	56%	Small
Pre offending magnitude	4.69	3.60	1.39E-11	70%	Moderate
Most serious offence prior	3.89	4.61	3.57E-06	66%	Small
Frequency group	3.14	2.30	6.53E-17	73%	Large

Source: KPMG, 2019.

The most significant differences between the cohort of young people who receive an RJO referral as opposed to a pre-sentence referral is that the RJO cohort is more socio-economically disadvantaged, more likely to be of Aboriginal and Torres Strait Islander background, and more likely to have been the subject of a CPO. Otherwise these groups are comparable in terms of age and pre offending magnitude, with the exception that the RJO group is likely to be slightly more prolific in their offending, and marginally more serious.

Table 72: Profile of young people receiving court diversion referrals

Profile of young people receiving pre sentence referrals					
	Pre-sentence Referrals	All other referral types	p-value	Effect size	Strength in differences
Age	2.33	2.32	0.82	51%	Minimal
Indigenous status	0.46	0.38	0.12	55%	Minimal
CPO	0.17	0.14	0.43	52%	Minimal
IPA	0.18	0.14	0.29	53%	Minimal
SEIFA	928.26	948.85	0.05	56%	Small
Index of relative socio-economic disadvantage	930.53	951.05	0.08	56%	Small
Index of Economic Resources	930.05	958.94	0.02	58%	Small
Index of Education and Occupation	934.93	938.22	0.64	52%	Minimal
Pre offending magnitude	4.58	3.62	2.35E-07	68%	Moderate
Most serious offence prior	4.01	4.60	9.03E-04	61%	Small
Frequency group	2.99	2.31	7.49E-09	69%	Moderate

Source: KPMG, 2019.

Matters referred by Children's Court and how Restorative Justice Orders (RJOs) are being applied

Nature and seriousness of offences referred by the Children's Court

Pursuant to the *Youth Justice Act 1992* (Qld), the Children's Court is obligated to consider referring an offence for a restorative justice process instead of sentencing if a young person enters a plea of guilty

or if there is a finding of guilt for an offence before the court.⁴⁶ The Children's Court may make a referral for any type of offence that it considers appropriate in the circumstances. In deciding whether to refer an offence to a restorative justice conference, the court must have regard to:

- (a) the nature of the offence;
- (b) the harm suffered by anyone because of the offence; and
- (c) whether the interests of the community and the child would be served by having the offence dealt with under a restorative justice process.⁴⁷

The Magistrates interviewed as part of this evaluation indicated that the type of offence committed was an important consideration for each determination of the Children's Court. Magistrates agreed that, in their experience, victim-based offences were more suited to a restorative justice process than offences against the state. The victim perspective was identified to be a valuable element of the conferencing process as it encouraged young people to accept responsibility for their offending behaviour and to understand in a tangible way the effects of their actions on others. It was also noted by the judiciary that the restorative justice process more effectively addressed victims' needs than traditional court measures. In particular, it was acknowledged that, in contrast to the traditional court measures, conferencing provided victims with an opportunity to tell their story directly to the young person who caused them harm, and to seek answers to the questions that they may have about the crime and why they were the subject of the offence.

The inclination of the Children's Court to refer victim-based offences to the restorative justice process is reflected in Table 72. This table presents the number of offences by offence group that were referred by the Children's Court between 1 July 2016 and 30 June 2018. The most common offence groups referred by the court were offences related to property and violent offences, which are offences that commonly impact individual victims. During this time period, property offences accounted for 66.4% of all court referrals in 2016-17, and 65.1% in 2017-18, and violent offences accounted for 9.5% in 2016-17 climbing to 9.8% in 2017-18. In contrast, offences committed against the state were referred less frequently with drug and public order offences accounting for 4.6% and 4.1% of all court referrals respectively in 2017-18.

Table 73: Number of offences by offence group that were referred by the Children's Court, 1 July 2016 to 30 June 2018

Offence Group	2016-2017 (number)	2016-2017 (%)	2017-2018 (number)	2017-2018 (%)
Drug	109	3.3%	181	4.6%
Fraud	210	6.3%	124	3.2%
Other	213	6.4%	303	7.7%
Property	2225	66.4%	2549	65.1%
Public order	114	3.4%	162	4.1%
Sexual	8	0.2%	27	0.7%
Traffic and motor vehicle	152	4.5%	184	4.7%
Violent	318	9.5%	383	9.8%
Total	3349		3913	

Note: Sexual offences are out of scope for the purposes of this evaluation.

Source: KPMG, 2019.

Following the recent decisions of the Children's Court of Queensland, the Magistrates reported that they now are obligated to consider the restorative justice process for young people who have committed serious offences. As such, the seriousness of the offending was noted by the Magistrates as another key consideration in each determination of the court. In particular, the Magistrates

⁴⁶ Youth Justice Act 1992 (Qld) s 162.

⁴⁷ Youth Justice Act 1992 (Qld) s 163(2).

Table 76: Number of RJOs by offence group and offence seriousness group, 1 July 2016 to 30 June 2018

Offence Group	Offence Seriousness Group							
	1	2	3	4	5	6	7	8
Drug	0	0	3	0	0	0	19	3
Fraud	0	0	0	0	69	14	0	0
Other	0	0	0	3	12	2	2	77
Property	0	0	2	742	0	406	1	84
Public order	0	0	0	0	3	0	1	27
Sexual	0	2	0	0	0	0	0	0
Traffic and motor vehicle	0	0	0	12	8	0	0	54
Violent	0	0	109	0	63	0	0	0
Grand Total	0	2	114	757	155	422	23	245

Source: KPMG, 2019.

A number of service centres indicated that the offences subject to RJOs typically related to older offences and consequently, had reduced victim participation. It was also observed by the service centres that RJOs were an inappropriate mechanism to deal with offences committed by young people as the finding of guilt forms part of a young person's criminal history. It was suggested that RJOs punitively deal with offending behaviour, and therefore are not consistent with the underlying principles of restorative justice.

Effectiveness of Restorative Justice Court Diversion referrals as a diversion option from formal sentencing

The amendments in 2016 to the *Youth Justice Act 1992* (Qld) reinstated court diversion referrals to provide greater flexibility in the delivery of diversionary restorative justice interventions.⁴⁹ This pathway is an option for the court if the young person pleads guilty and the referral would allow the offence to be appropriately dealt with without making an order. In effect, a court diversion referral brings the proceeding against the young person to a close without formal sentencing and without the finding of guilt forming part of the young person's criminal history.⁵⁰

The rationale supporting the reintroduction of court diversion referrals was a growing body of evidence showing the benefits of the restorative justice model in reducing the frequency and magnitude of reoffending by diverting young people from the criminal justice system.⁵¹ The stakeholders consulted as part of this evaluation observed that traditional court processes and measures are generally depersonalised and do not encourage young people to take responsibility for their offending behaviour. It was also observed that court proceedings can expose young people to negative peers while they wait for their court appearance. This can be the case both where a young person is remanded in custody awaiting court appearance, as well as in the court environment as a young person can wait a number of hours at court awaiting their hearing. Compared with formal sentencing, therefore, the stakeholders considered the court diversion referrals to be more likely to be effective than the traditional court processes in deterring future offending behaviour.

As part of this evaluation, stakeholders indicated that the court diversion referrals are an important measure aimed at preventing and keeping young people out of detention. Detention separates young people from important relationships and limits their education and employment opportunities. Evidence has also shown that young people who have been through detention are at more risk of committing offences when they return to the community, with 82% of young people leaving detention returning within 12 months.⁵² As such, stakeholders considered the court diversion referrals

⁴⁹ Legal Affairs and Community Safety Committee, 'Youth Justice and Other Legislation Amendment Bill 2016', Report No. 29, 55th Parliament, June 2016, p 9.

⁵⁰ *Youth Justice Act 1992* (Qld) ss 154, 163-4.

⁵¹ Legal Affairs and Community Safety Committee, 'Youth Justice and Other Legislation Amendment Bill 2016', Report No. 29, 55th Parliament, June 2016, p 13.

⁵² Australian Institute of Health and Welfare, 'Young people returning to sentenced youth justice supervision 2016-17', August 2018, p 14.

to be a valuable intervention that may potentially disrupt offending behaviour and prevent some young people from entering detention.

Benefits of court diversion referrals for victims

Compared with the formal sentencing procedures and outcomes of the Children's Court, the court diversion referrals provide a range of benefits to victims. According to the stakeholders consulted as part of this evaluation, these benefits include a reduction in post-traumatic stress symptoms, a reduction in the desire for violent revenge, and a heightened level of satisfaction. Conferencing provides an opportunity for the victim to negotiate an agreement to repair the harm through an apology, by replacing or paying for the damage, or by performing voluntary work for the victim or wider community. It also gives the victim an opportunity to tell their story directly to the young person who caused them harm, and to seek answers to the questions that they may have about the crime and why they were the subject of the offence.

Impact of court diversion referrals on court efficiency and sentencing loads

One of the drivers of the reinstatement of the court diversion referrals was the concerns raised by the Children's Court of Queensland in regards to the impact of abolishing court referred conferencing and the corresponding increase in the number of matters before the Children's Court.⁵³ On this point, one of the Magistrates consulted as part of this evaluation indicated that the reinstated court diversion referrals had since made the Children's Court more efficient. It was observed by this magistrate that the referral process under s 164 of the *Youth Justice Act 1992 (Qld)* is simpler than the formal sentencing options available in the Act.

In contrast to this position, other Magistrates commented that there had not been any significant changes to court efficiency or sentencing loads. These Magistrates indicated that the workload of the Children's Court is mostly determined by trends in offending rates. Accordingly, the Magistrates expected that any discernible reductions in workload would only become apparent if the court diversion referrals led to a reduction in recidivism. However, it may take several years for there to be observable reductions in recidivism and court workloads.

Issues and unintended consequences of the new referral pathways

Lack of clarity around the new court referral pathways

Service centre staff reported that with the reinstatement of the court pathways in 2016 there has been a lack of clarity around the interpretation of policy settings and procedures for the court referrals. One service centre commented that "everyone's confused", in the sense that there has been limited education and change management for the increased number of referral pathways that are now available. This has potentially led to gaps in procedure and confusion in the roles and responsibilities of both service centre staff and the courts. In particular, it was noted by some service centre staff that the courts may not adequately understand the requirements of the different referral pathways and that it can be difficult to acquire the requisite forms and documentation from the court registries.

From the perspective of the courts, the majority of the Magistrates that were consulted as part of this evaluation reported a high degree of competency with the different referral pathways. However, it was noted that the current levels of training and support may be insufficient for newly appointed Magistrates to become adequately acquainted with the different pathways and their legislative requirements. It was also acknowledged that there may have been some inconsistency in the use of the different referral pathways across the state. According to the Magistrates who were interviewed, this has resulted in a number of appeal decisions by the Children's Court of Queensland in the past year to clarify the circumstances in which the court is obligated to consider the restorative justice pathways.

Challenges with pre-sentence referrals

Under s 165 of the *Youth Justice Act 1992 (Qld)* the Children's Court may adjourn a proceeding for a restorative justice conference to occur before sentencing. The purpose of this referral pathway is to assist the court in determining an appropriate sentence order, with the young person's participation potentially mitigating against the sentence imposed. It is noted that Alternative Diversionary Pathways

⁵³ Children's Court of Queensland, 'Annual Report 2012-13', October 2013, p 5.

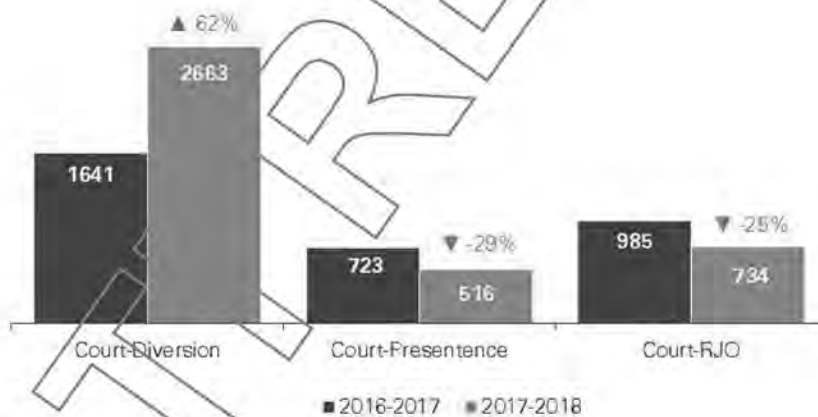
(ADPs) are not available under this referral pathway and that a victim must participate in the conference.

A number of the service centre staff commented that the short timeframes associated with pre-sentence referrals are a challenge as conferences must be convened within the adjournment periods set by the Children’s Court. This has put pressure on the service centres to rush matters in order to complete the conferencing process within court timeframes. However, it was suggested that it can sometimes not be feasible to complete the process in time where the matter is complex or where the victim is not willing to participate. In such situations, the service centres observed that the judiciary may lose faith in the process as the matter must then be returned to court unless a further adjournment is sought.

A number of Magistrates interviewed as part of this evaluation commented that the pre-sentence referrals can be a useful tool for the Children’s Court in arriving at an appropriate and potentially mitigated sentence for young people. However, each Magistrate indicated varying levels of preparedness in using pre-sentence referrals, with some Magistrates relying on the pathway in many instances and others having only used pre-sentence referrals on a few occasions. Connected to this, some Magistrates indicated a general lack of willingness to use the pre-sentence referral option due to the time delays associated with convening conferences and the matters being returned to court for sentencing. In particular, one magistrate observed that the time delays reduced the effectiveness of the conferences and, in some instances, resulted in young people reappearing in court for further offending before the conferences could be convened. Further, another magistrate commented that the timings associated with pre-sentence referrals might be unsuitable for the Magistrates who travel on circuit. It was noted that the circuit schedule may prevent conferenced matters from being finalised for several weeks until the magistrate is able to return to the originating court for sentencing.

The reservations associated with pre-sentence referrals are reflected in Chart 34, which shows the number of offences by referral type that were sent by the Children’s Court to conferencing between 1 July 2016 and 30 June 2018. Of the newly reinstated court referral pathways, the pre-sentence referral pathway has been the least utilised pathway by the courts. The number of pre-sentence referrals also fell by approximately 29% between 2016-2017 and 2017-2018.

Chart 34: Number of offences by referral type that were sent by the Children’s Court to conferencing, 1 July 2016 to 30 June 2018



Source: KPMG, 2019.

Challenges with RJOs

Under s 175 of the *Youth Justice Act 1992 (Qld)* a young person may be ordered to participate in a restorative justice process as part of their sentence. RJOs can be made in combination with other supervised orders and avoid the need for unnecessary adjournment if the court has determined a restorative justice process to be appropriate in the circumstances. An RJO ends upon completion of the agreement and a breach process is available where a young person fails to properly engage in the conferencing process or give timely effect to the agreement. It is noted that ADPs are not available under this referral pathway and that a victim must participate in the conference.

The service centres and departmental staff reported that RJOs are the least effective restorative justice referral pathway. Compared with the other referral types it was observed that the administrative burden and paperwork associated with RJOs tends to be greater, with no additional benefit for young people and victims. Additionally, service centre staff often felt pressured by the courts to complete conferences prior to the orders expiring⁵⁴. This may result in staff focusing on conference expediency rather than quality.

It was also noted by service centre staff that mandating victim participation for RJOs can change the conferencing dynamic. According to one staff member, by necessitating participation, RJOs "strip the victims' agency in the process" as the legislative requirements do not accommodate the decision of victims to not attend conferences. The inflexibility of RJOs has also placed considerable pressure on service centre staff to have some form of victim involvement in the process. However, it was observed that this can be difficult to achieve as RJOs typically relate to older offences and consequently victims are often less willing to participate in the process. This has potentially led to some practice drift in relation to RJOs and inconsistent interpretations of the "victim definition" under s 35(1)(iii) of the *Youth Justice Act 1992 (Qld)*.

There was a perception amongst service centre staff that the Children's Court may be ordering restorative justice conferences in isolation of other supervised orders⁵⁵. However due to data limitations, this observation was unable to be verified in the quantitative analysis to assess any other conditions or supports attached to the RJO. Many of the young people subject to RJOs may have longer offending histories and may be experiencing multiple risk factors that impact on their behaviour and wellbeing (e.g., homelessness, drug and alcohol misuse, disengagement from school and work, a lack of support network and social exclusion/marginalisation from communities). As such, ordering restorative justice conferences in combination with other supervised orders was considered by the service centres to be a more holistic and coordinated approach to dealing with young people's welfare needs and criminogenic risk factors. It was noted, however, that a combination of different orders may result in restorative justice practice principles becoming less 'clear cut' and also an increase in the complexity of the conferencing process.

Challenges with ADPs

Noting that ADPs are beyond the scope of this evaluation, it is worthwhile highlighting some of the challenges with these processes as they relate to RJC. For referrals made under ss 22, 24A and 163 of the *Youth Justice Act 1992 (Qld)*, ADPs may be undertaken if a conference cannot be convened for any reason, other than the young person being un-contactable or unwilling to participate in the conference.⁵⁶ The introduction of ADPs was aimed at ensuring that Youth Justice could provide young people with an evidence based restorative justice intervention when, through no fault of the young person, a conference could not be convened.⁵⁷ As such, ADPs may be undertaken in circumstances when:

- the victim is unwilling, unable or unsuitable to participate in a conference or have a representative to attend;
- no victim is able to be identified or located for participation in conference; and/or
- the young person is unsuitable to participate in a conference for reasons other than non-compliance.⁵⁸

The service centres raised that there has been some level of confusion among staff about the purpose of ADPs. Due to a lack of understanding around the legislative intent, it was highlighted through stakeholder consultations that some staff were initially reluctant to apply the policy and

⁵⁴ It is noted that RJOs last for 12 months, so service centre staff generally have this time period to convene conferences.

⁵⁵ Stand alone RJOs do not involve case management of young people or a formal assessment of support needs and consequently there is an absence of any process to identify specific needs or facilitate referral to support programs.

⁵⁶ *Youth Justice Act 1992 (Qld)* s 38.

⁵⁷ Legal Affairs and Community Safety Committee, 'Youth Justice and Other Legislation Amendment Bill 2016', Report No. 29, 55th Parliament, June 2016, p 14.

⁵⁸ Legal Affairs and Community Safety Committee, 'Youth Justice and Other Legislation Amendment Bill 2016', Report No. 29, 55th Parliament, June 2016, p 14.

undertake ADPs. However, while there was initially slow uptake of ADPs, service centre staff have reported that an increasing number of ADPs are now being undertaken, potentially due to the operational expedience associated with the process.

Linked to this, a number of service centre staff indicated that ADPs are an ineffective intervention for young people and that operational expediency and resourcing constraints should not outweigh victim participation. In the absence of a victim, it was suggested by some staff that ADPs can be a hollow and less meaningful process for young people.⁵⁹ This position was not unanimous, however, as some staff commented that ADPs can still be effective with appropriate 'other' attendees in the absence of the victim. These staff felt that community participation and the ability to tailor the process to make it relevant to the young person were critical to the success of ADPs.

Resourcing model for service centres

Service centre staff, police and Magistrates all raised concerns about the suitability of the youth justice resourcing model to effectively meet the increased number of referrals that have originated from the new referral pathways. In particular, it was noted that resourcing levels have remained relatively static despite the number of referrals across the state more than doubling over the period 2015/16 to 2017/18.⁶⁰ Reportedly, this has led to increased workload pressures and contributed to significant delays in convening conferences. It was widely agreed by stakeholders that where there were unduly prolonged timeframes to conference, this contributes to diminished police and judicial confidence in the process, perceptions around reduced effectiveness of conferences, and the risk of further offending occurring before conferences can be convened. Note data on referrals prior to the re-introduction of court referrals in July 2016 has not been included in the report so it is not possible to establish trends in workload over a longer period of time.

Concerns were also raised by some service centre staff in relation to the Restorative Justice Project Board's decision in 2016 to create new frontline caseworker positions in the Professional Officer stream. In addition to the existing AO4 convenors, the decision gave the regions the option to employ PO2/3 staff as convenors. While the purpose of the decision was to create a multi-skilled and flexible youth justice workforce, it has resulted in pay disparities between the two streams. Furthermore, it has apparently resulted in regional service differences from recruiting staff through the AO stream in some regions and the PO stream in others.

Connected to these issues, departmental staff indicated that the current methods of calculating staffing requirements have not been robust enough to capture the regional changes in service need due to the reinstatement of court referral pathways. As well as increasing the number of referrals at some service centres and potentially regional differences in workloads, it has also been observed that the court referrals tend to be more complex than the police referrals. It has therefore been suggested that the current staffing model is insufficient to appropriately accommodate the increased number and complexity of referrals from the courts in some regions.

A brief analysis of data provided by DYJ of the distinct referrals and distinct conferences per month per caseworker/convenor indicates there may be some disparities between regions with respect to caseload volumes, noting that in some regions (in particular Central Queensland region and Northern Queensland region) the tyranny of distance is an issue in terms of capacity of staff to meet demand. In the context of increasing caseloads, this issue may warrant closer examination to ensure the RJC model is able to appropriately deliver timely responses to referrals.

⁵⁹ The Department advises that in February 2019, DYJ commenced a project to redefine ADPs and reposition them in operational practice. At the time of writing, this project was ongoing.

⁶⁰ The current resourcing model is based on a forecast average of 2940 court and police referrals per annum, and a total of 62 new FTE staff were allocated to Youth Justice to deal with increased demand for RJS linked to the reinstatement of court referrals. Of these 62 FTEs, 54 FTE front-line staff were allocated to Regions to assist in managing demand. However, factors that contribute to demand include that RJC is now targeting more serious offenders and offences, the temporary nature of the RJC contracts up until 1 Jul 2019 impacted on staff retention and capacity, and some delays were experienced in 2016-17 in recruiting and accrediting staff in preparation for reintroduction of court referral pathways.

6. Economic Considerations

6.1 Is RJC more cost-effective relative to comparable matters dealt with by the Children's Court?

Unit costs for different types of RJC cases

Costing methodology

The costing analysis is confined to costs borne by Government agencies in the Queensland juvenile criminal justice system. These costs fall into five main components.

- Police costs;
- Legal Aid costs;
- Public Prosecutions costs;
- Children's Court costs; and
- Department of Youth Justice administration costs.

In order to make timeframes consistent, all cost information has been collected for the 2017-18 financial year.

This analysis uses two separate costing techniques. The first is bottom-up costing, where cost components are broken down to individual activities that must be completed. Each of the individual activities is individually costed by determining the average time needed to complete the actions, which is then combined with wage costs to determine a dollar value. The cost of each activity is then added to arrive at a total cost for the component.

Where bottom-up costing was not feasible, this evaluation made use of top-down estimates. This is where total costs for an area are identified and this is divided by some measure of output to arrive at an average cost per unit of output. The source and costing technique of each cost component is summarised in Table 78.

Table 78: Summary of costing components

Component	Source of costs	Main estimation method
Police	Survey of police officers	Bottom-up
Legal Aid	Legal Aid Annual Report	Top-down
Public Prosecutions	DPP Annual Report	Top-down
Children's Court	Survey of Magistrates and court staff	Bottom-up
Department of Youth Justice administration costs	Survey of Youth Justice staff	Bottom-up
Department of Youth Justice order supervision costs	Report on Government Services	Top-down

Source: KPMG, 2019.

Police costs

To estimate police costs, the officers interviewed as part of this evaluation were sent a survey seeking advice on the average amount of police time spent on matters finalised in the traditional court processes as well as matters finalised through the different restorative justice referral pathways (see Appendix C). Consistent with the scope of this evaluation, the responding officers were requested to disregard the time taken to finalise matters that related to sexual offences.

In responding to the surveys, the police were asked the ranks and hours spent on average by officers in completing the tasks associated with the court and restorative justice pathways. Surveys were sent out to a number of police representatives that participated in consultations for them to facilitate a response. Surveys were completed by the relevant officers undertaking RJC or court-related activities with respect to young people. The resultant responses were averaged to provide an indication of the average time to respond across centres. The average time estimates provided by the police were converted into costs using the 'Queensland Police Service Employees Award (Reprint 2018)' which defines the minimum salaries police officers would have been earning in September 2018. Police salaries were divided into individual ranks, and the midpoint for each rank was used. In order to calculate an hourly cost of police time, annual salaries were divided by 52 weeks and 38 hours per week. Average over-time of 11.5% and on-costs of 22.36% were added to this hourly estimate.⁶¹

In order to estimate any additional administrative staff costs, the police survey also requested the classification level and hours spent by administrative staff in assisting the officers with completing the tasks associated with the court and restorative justice pathways. The relevant administrative staff undertaking these duties were asked to fill out this section of the survey. With a similar methodology that was used for police officers, the time estimates for administrative staff were converted into costs using the 'Queensland Public Service Officers and Other Employees Award (Reprint 2018)'. Average on-costs of 22.36% were added to this hourly estimate.

⁶¹ Assumptions for over-time and on-costs has been sourced from: Andrew Webber, 'Youth Justice Conferences versus Children's Court: A comparison of cost-effectiveness', *Crime and Justice Bulletin*, August 2012.

Legal Aid costs

The estimated unit costs assumed that young people would have Legal Aid representation. Legal Aid representation costs were estimated from the information contained in the 'Legal Aid Queensland Annual Report 2017-18'. This report provides annual employee expenses (inclusive of on-costs), number of employees (FTE), as well as the number of matters. From this information, hourly costs for Legal Aid representation were derived on the assumption that lawyers worked 52 weeks a year and 37.5 hours per week.

It is noted that the estimate does not distinguish between adult and juvenile matters that receive Legal Aid representation. It is also acknowledged that this estimate does not take account for matter complexity. As such, less complex cases may be over costed and the more complex cases may be under costed.

Prosecution costs

Prosecution costs were estimated from the information contained in the 'Queensland Public Service Officers and Other Employees Award (Reprint 2018)'. From this information, an hourly Prosecution cost was derived by calculating the average mid-points from Level 3 to Level 6 of the Professional Stream. This calculation was made on the assumption that prosecutors worked 52 weeks a year and 37.5 hours per week. Average on-costs of 22.36% was added to this hourly estimate.

It is noted that the estimate does not distinguish between adult and juvenile matters that are prosecuted. It is also acknowledged that this estimate does not take account for matter complexity. As such, less complex cases may be over costed and the more complex cases may be under costed.

Children's Court costs

To estimate Children's Court costs, surveys were sent to courts across various locations in Queensland seeking advice on the average amount of magistrate time spent on matters finalised in the traditional court processes as well as matters finalised through the different restorative justice referral pathways (see Appendix C). Consistent with the scope of this evaluation, the responding Magistrates were requested to disregard the time taken to finalise matters that related to sexual offences.

The Magistrates were requested to provide information about the average number of appearances for each matter and the average amount of time taken to prepare for and adjudicate an appearance. The time estimates provided by the judiciary were converted into costs using the magistrate total remuneration that was published in the Queensland Government Gazette in December 2018.⁶² In order to calculate an hourly cost of magistrate time, the annual remuneration was divided by 52 weeks and 37.5 hours per week. Average on-costs of 22.36% was added to this hourly estimate.

In addition to calculating the cost of a Magistrate adjudicating a matter, the overhead cost of the Children's Court was also estimated. Sourced from the Report on Government Services,⁶³ this overhead figure accounts for any additional costs associated with supporting the court in adjudicating and finalising a matter. The overhead cost was adjusted for matter complexity by accounting for the differences in court support time that is required for the adjudication of matters of low, medium and high complexity, as estimated by court registrars and administrative support staff.

Department of Youth Justice administration costs

To estimate the cost to the Department of Youth Justice in administering the restorative justice program, surveys were sent to service centres across various locations in Queensland seeking advice on the average amount of time spent on matters finalised in the traditional court processes as well as matters finalised through the different restorative justice referral pathways (see Appendix C). Consistent with the scope of this evaluation, the responding staff were requested to disregard the time taken to finalise matters that related to sexual offences.

⁶² Queensland Government Gazette, Vol. 379, No. 85, 7 December 2018.

⁶³ See Table 7A.27 Real net recurrent expenditure per finalisation, criminal, 2017-18 dollars (\$).

In responding to the surveys, the service centre staff were asked the classification levels and hours spent by each person in completing the tasks associated with the court and restorative justice pathways. These tasks included court attendances, pre-conference meetings, facilitating conferences, and monitoring agreements. The time estimates provided by the service centre staff were converted into costs using a costing tool that was provided by the Department of Child Safety, Youth and Women, which accounted for on-costs. In order to calculate an hourly cost of service centre staff time, annual salaries were divided by 52 weeks and 38 hours per week.

Remote vs non-remote costs

It is acknowledged that costs associated with the traditional court process and the restorative justice referral pathways would vary with the remoteness of locations. This variation in costs has been accounted for in the calculation of overhead costs. It is noted, however, that remote service centre locations can require up to 70% more travel time for restorative justice matters. As one state-wide unit cost has been calculated for each referral pathway, rather than Regional unit costs being identified, the additional travel time is accommodated within the overall average. A further more detailed analysis at a regional level may be beneficial to identify specific Regional differences in cost.

Unit cost results for RJC cases by complexity

In order to account for the unit costs of different restorative justice cases that vary in complexity, the survey recipients were asked to estimate the amount of time taken to complete tasks for low, average, and high complex matters. With advice from the Department of Youth Justice, the following definitions were assigned to the different levels of complexity:

- Low complexity: minor offences or low number of offences
- Average complexity: some serious or life offences,⁶⁴ up to five offences, or one additional co-offender
- High complexity: all serious or life offences, more than five offences, multiple co-offenders, or multiple dynamics between parties

Based on this methodology, Table 79 summarises the total unit costs by complexity for each of the different restorative justice referral pathways. The court pre-sentencing and RJO pathways are consistently the most expensive pathways for low, average and high complexity matters. In addition to having higher police and Youth Justice costs, the number of court appearances significantly impacts the cost of the restorative process. Therefore, as the pre-sentence referrals and restorative justice orders have a high number of court appearances, they are the two most expensive pathways.

In contrast, the police referral and court diversion pathways are consistently the least expensive of the different pathways. This is due to lower Police and Youth Justice costs, as well as there being minimal contact with the Children's Court. Therefore, as a result of young people being diverted away from the Children's Court, the police and court diversion referral pathways are the least expensive pathways.

⁶⁴ As defined in the Dictionary to the *Youth Justice Act 1992*, a life offence is 'any offence that for an adult would carry a maximum penalty of life imprisonment (e.g. murder, manslaughter, armed robbery, arson or rape).

A serious offence includes either a life offence under *YJA 1992 S 8(1a)* or an offence of a type if committed by an adult would make the adult liable for imprisonment of 14 years or more (e.g. grievous bodily harm or serious drug offences) (*YJA 1992 S 8(1b)*).

Table 79: Unit costs for different types of RJC cases by referral pathway and complexity

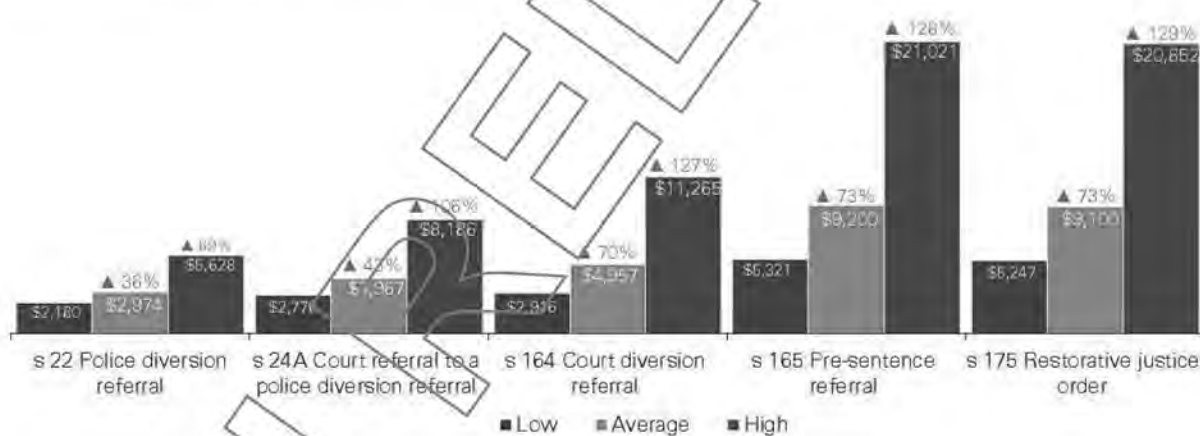
RJC pathways	Low	Average	High
s 22 Police diversion referral	\$2,179.94	\$2,973.71	\$5,627.72
s 24A Court referral to a police diversion referral	\$2,776.31	\$3,967.01	\$8,186.49
s 164 Court diversion referral	\$2,915.81	\$4,957.28	\$11,265.22
s 165 Pre-sentence referral	\$5,321.40	\$9,200.28	\$21,020.96
s 175 Restorative justice order	\$5,246.52	\$9,106.44	\$20,862.49

Source: KPMG, 2019

Chart 35 demonstrates the sensitivity of each referral pathway to the different levels of matter complexity. All referral pathways are highly sensitive to increases in police costs as a result of greater matter complexity. This is due to significantly more police time required to investigate offences that are more complex in nature.

The pre-sentence referral and restorative justice order pathways are the most sensitive pathways to increases in matter complexity. For both pre-sentence referrals and restorative justice orders, costs rise by approximately 73% between low and average complexity matters and by approximately 128% between average and high complexity matters. This high degree of sensitivity is due to the two referral pathways experiencing significant cost increases with matter complexity for police, youth justice, and Magistrates' work.

Chart 35: Unit costs for different types of RJC cases by referral pathway and level of complexity



Source: KPMG, 2019.

Unit costs for comparable matters dealt with by the Children’s Court

The unit costs for comparable matters dealt by the Children’s Court through the traditional court process is shown in Table 78. Compared with the police referral pathways and the court diversion pathway, the traditional court process is consistently more expensive for low, average and high complexity matters. This is due to the police costs for the traditional court process being greater than the police costs for these pathways. The Children’s Court costs for the traditional court process also outweigh the combined costs that are incurred by the Department of Youth Justice and the Children’s Court for police referrals and court diversion referrals.

As shown in Table 80, the traditional court process is less expensive than pre-sentence referrals and restorative justice orders. The additional cost of these restorative justice pathways is attributable to the matters having to be finalised in the Children’s Court as well as having to be sent to conferencing.

Table 80: Unit costs by complexity for cases dealt with through restorative justice pathways and the traditional court process

RJC and court pathways	Low	Average	High
s 22 Police diversion referral	\$2,179.94	\$2,973.71	\$5,627.72
s 24A Court referral to a police diversion referral	\$2,776.31	\$3,967.01	\$8,186.49
s 164 Court diversion referral	\$2,915.81	\$4,957.28	\$11,265.22
s 165 Pre-sentence referral	\$5,321.40	\$9,200.28	\$21,020.96
s 175 Restorative justice order	\$5,246.52	\$9,100.44	\$20,852.49
Traditional court process	\$3,240.99	\$6,375.50	\$16,589.10

Source: KPMG, 2019.

6.2 Cost Savings Analysis

Cost-effectiveness of RJC compared with Children’s Court

Cost-effectiveness methodology and assumptions

The cost-effectiveness model was examined using the identification of costs and activity associated with RJC as an alternative pathway to the traditional court process. This involved consideration of:

- direct costs of service delivery, and associated economic impact associated with diversion of individuals away from the youth justice system;
- the various pathways to matter resolution; and
- rates of offending, reoffending, time to reoffending, matter complexity as well as examination of how these rates vary according to client characteristics and levels of risk.

The model defines the characteristics of the eligible population, as well as their likely pathway through the system. It also produces an understanding and comparison of the costs and impacts associated with client activity in the court and RJC scenarios.

In developing the model, a number of assumptions have been made. These are:

- the profile of young people with finalised matters through RJC and the traditional court process is consistent with the profile of young people represented by the linked data set provided by DYJ;
- the proportion of matters finalised through the different police and court referral pathways will remain constant;
- the proportion of low, medium and high complexity RJC and court matters will remain constant;
- the proportion of young people diverted from reoffending will remain constant for matters finalised through the RJC pathways and the traditional court process; and
- the number of matters for RJC and court will grow at a constant rate of approximately 5.45%. This is based on the growth in number of distinct young people who can be matched to the RJC cohort that either received an RJC or a court appearance between 2015 and 2018. It presumes that in the period where there were no court referrals, the cohort of young people that might otherwise have received an RJC, went to court.

It is acknowledged that these assumptions may create limitations in the model in circumstances where there are future changes in legislation, policy, referral patterns and RJC effectiveness.

Cost-efficiency results

Cost-efficiency has been assessed according to the proportion of low, medium and high complexity matters finalised through the different RJC pathways and the traditional court process. Accounting for the complexity of different matters, Table 81 shows the cost-efficiency results for the 2017-21 projected period. Overall, RJC is consistently more cost-efficient over this time period than the traditional court process. This is due to a high proportion of matters being finalised through the police referral pathways and the court diversion pathway. As per the analysis above, the unit costs of these referral pathways are substantially lower than the unit costs for equivalent matters finalised in court.

Table 81: Cost-efficiency comparison of RJC and court when accounting for matter complexity, 2017-21

	2017 (actual)	2018 (actual)	2019 (estimate)	2020 (estimate)	2021 (estimate)
s 22 Police referral	\$3,923,649.74	\$4,139,123.27	\$4,365,940.12	\$4,603,571.39	\$4,854,893.76
s24A Court referral to a police diversion referral	\$449,478.29	\$474,159.54	\$500,148.11	\$527,353.48	\$556,147.47
s164 Court diversion referral	\$6,800,899.83	\$7,174,254.04	\$7,567,621.40	\$7,978,806.92	\$8,414,556.35
s 175 Restorative Justice Order	\$2,660,773.58	\$2,806,840.64	\$2,968,746.47	\$3,121,601.17	\$3,292,085.94
s 165 Pre-sentence referral	\$1,832,217.15	\$1,932,799.84	\$2,038,779.05	\$2,149,546.74	\$2,266,942.58
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,433,235.15	\$18,380,879.70	\$19,384,626.09
Court	\$23,211,585.08	\$24,485,615.97	\$25,828,647.14	\$27,230,571.47	\$28,718,085.19

Source: KPMG, 2019.

Accounting for the complexity of different matters, for each year, the difference in cost-efficiency between RJC and court is approximately 33%.

Cost-effectiveness results

In addition to accounting for the alternative pathways above, further analysis has been undertaken to account for the cost-effectiveness of each of the RJC pathway and the traditional court process in diverting young people from further offending. In this analysis, we account for the fact that young people who go through court, as opposed to RJC, and reoffend, have a marginally lower number of court appearances in the 12 months following. These appearances have been costed taking account of matter complexity. By applying the different rates of diversion for the RJC pathways and the traditional court process, Table 82 shows the cost-effectiveness results for the 2017-21 period. Overall, RJC is slightly less cost-effective over this time period than the traditional court process.

Table 82: Cost-effectiveness of RJC and court when accounting for diversions, 2017-21

	2017 (actual)	2018 (actual)	2019 (estimate)	2020 (estimate)	2021 (estimate)
Cost of non-diversions RJC	\$11,508,696.56	\$12,137,437.70	\$12,811,739.80	\$13,504,266.27	\$14,233,241.51
Cost of non-diversions Court	\$10,679,487.23	\$11,262,667.42	\$11,882,296.37	\$12,529,261.89	\$13,212,676.18

Source: KPMG, 2019.

Accounting for the diversion of offending, for each year, the difference in cost-effectiveness between RJC and court is approximately 7% with RJC slightly more expensive than court in this regard.

While court appearances were slightly higher for young people who reoffended following an RJC process, days in custody post-RJC were lower on average than for the matched cohort of young people who had gone through court. Consequently, the savings generated per days in custody avoided as a result of RJC were also considered as part of this analysis. As highlighted in our analysis of Aboriginal and Torres Strait Islander over-representation, the RJC pathways were associated with approximately 12,132 fewer days each year in custody for young people than the traditional court process. The estimated cost per day per young person subject to detention-based supervision has been sourced from the Report on Government Services at \$1304.83.⁶⁵ This equates to an additional approximately \$20.3 million in savings associated with RJC per annum.

Cost savings linked to pre court diversions, diversions from formal sentencing, and mitigation of sentencing outcomes

As the final component of the economic analysis, savings resulting from the use of RJC as an alternative to the court system for eligible individuals have been calculated. Table 81 contains a five year estimate of savings using estimated demand projections for police diversions, diversion from formal sentencing and mitigation of sentencing outcomes. The overall savings estimate accounts for differences in matter complexity and non-diversionary outcomes for the RJC pathways and the traditional court processes. As shown in Table 83, RJC results in annual savings of more than \$22.5 million to the criminal justice system. These annual savings increase by at least 2% each year.

Table 83: Total savings from RJC, 2017-21

		2017 (actual)	2018 (actual)	2019 (estimate)	2020 (estimate)	2021 (estimate)
Savings estimates accounting for matter complexity	Total RJC	\$15,667,046	\$16,527,177	\$17,433,235	\$18,380,879	\$19,384,626
	Court	\$23,211,585	\$24,485,615	\$25,828,647	\$27,230,571	\$28,718,085
	Savings from RJC	\$(7,544,566)	\$(7,958,439)	\$(8,395,412)	\$(8,849,692)	\$(9,333,459)
Savings estimates accounting for non-diversionary outcomes	Cost of non-diversions RJC	\$11,508,697	\$12,137,438	\$12,811,740	\$13,504,266	\$14,233,242
	Cost of non-diversions Court	\$10,679,487	\$11,262,667	\$11,882,296	\$12,529,262	\$13,212,676
	Costs/ (Savings) from RJC	\$829,209	\$874,770	\$929,443	\$975,004	\$1,020,565
Savings from days in custody avoided	Savings from RJC	\$(20,311,041)	\$(20,311,041)	\$(20,311,041)	\$(20,311,041)	\$(20,311,041)
Overall savings from RJC		\$(27,026,399)	\$(27,394,710)	\$(27,777,010)	\$(28,185,729)	\$(28,623,936)

Source: KPMG, 2019.

⁶⁵ See Table 17A.21 Cost per young person subject to detention-based supervision (2017-18 dollars).

Net present value results

In order to estimate the value of future savings, the net present value (NPV) has been calculated in Table 84. The calculated NPV can be used to determine the current value of the overall savings generated by RJC for the five-year period 2020-24. The table below also shows the calculated present value of savings per young person diverted through RJC as well as the present value of savings per day in custody avoided over the same period at the assumed discount rates. Overall savings at the 3% discount rate over the five year period of analysis are estimated to be \$133.1million. Savings per young person diverted from re-offending as a consequence of an RJC process is \$15,842 per young person and savings per day in custody avoided is \$1,710.

Table 84: NPV calculations, 2020-24

NPV	3%	5%	10%
Overall savings	(\$133,115,204)	(\$126,764,830)	(\$109,954,402)
Savings per young person diverted RJC	(\$15,841)	(\$14,967)	(\$13,085)
Savings per day in custody avoided	(\$1,710)	(\$1,616)	(\$1,413)

Source: KPMG, 2019.

Break Even analysis

A break even analysis demonstrates that by 2025, the savings from RJC will outweigh the costs involved. Table 85 below summarises the outcomes of the analysis. The analysis assumes the savings achievable from referrals to RJC, and adds back the additional costs attributable to subsequent court appearances for young people who are not diverted by RJC processes. This analysis does not incorporate any savings from diversions from custody, as these savings immediately outweigh the costs in year 1.

Table 85: Break even analysis

	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,460,043.49	\$9,696,544.58	\$9,938,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,848,691.78)	(\$9,333,458.09)	(\$9,640,623.42)	(\$10,379,542.15)	(\$10,950,215.30)	(\$11,550,671.80)
Costs/(savings) from diversions from court	\$975,004.98	\$1,020,565.33	\$1,084,350.67	\$1,148,136.00	\$1,211,921.33	\$1,284,818.86
Break Even	\$1,354,623.94	\$1,147,149.73	\$940,271.83	\$707,552.04	\$449,138.18	(\$1,036,542.23)

Source: KPMG, 2019.

Sensitivity analysis

As detailed information on costs was limited, the costing methodology relied on upon a number of assumptions. In order to determine the extent to which the above NPV results rely on the specific assumptions chosen, cost estimates have been re-calculated using the following plausible alternatives to determine their sensitivity to a 1% change in assumptions:

- increasing the growth rate from 5.45% to 6.45% for matters finalised through the different RJC pathways and the traditional court process;
- changing the proportion of low, average and high complexity matters by 1%;
- increasing the total unit costs for the different RJC pathways and the traditional court process by 1%.

Table 86: Sensitivity analysis

NPV from 2020 to 2024	3%	5%	10%	% change
NPV (overall savings)	(\$ 13,165,203.88)	(\$ 12,764,829.92)	(\$ 10,954,401.57)	
Savings per young person diverted RJC	(\$ 15,841.39)	(\$ 14,966.66)	(\$ 13,086.94)	
Savings per days per young person in custody avoided	(\$ 17.033)	(\$ 16.689)	(\$ 14.275)	
Increase in growth rates by 1%	(\$ 13,210,840.21)	(\$ 12,813,964.92)	(\$ 10,029,772.92)	0.07%
	(\$ 15,818.89)	(\$ 14,945.25)	(\$ 13,096.12)	-0.15%
	(\$ 17.1158)	(\$ 16.704)	(\$ 14.372)	0.07%
Increase number of low complexity cases 1%	(\$ 13,130,596.38)	(\$ 12,778,730.49)	(\$ 10,966,324.88)	0.07%
	(\$ 15,781.24)	(\$ 14,909.76)	(\$ 13,035.24)	-0.38%
	(\$ 17.0.53)	(\$ 16.607)	(\$ 14.2.89)	0.07%
Increase number of medium complexity cases 1%	(\$ 13,161,296.33)	(\$ 12,827,353.77)	(\$ 10,009,269.87)	0.05%
	(\$ 15,805.99)	(\$ 14,933.22)	(\$ 13,055.98)	-0.22%
	(\$ 17.11.8)	(\$ 16.6.69)	(\$ 14.3.45)	0.05%
Increase number of high complexity cases 1%	(\$ 13,474,114.22)	(\$ 12,812,690.85)	(\$ 10,247,249.93)	0.27%
	(\$ 15,921.97)	(\$ 14,948.16)	(\$ 13,068.66)	-0.13%
	(\$ 17.4.94)	(\$ 16.2.23)	(\$ 14.6.51)	0.27%
Increase total unit costs for s22 police diversion referral by 1%	(\$ 13,448,201.31)	(\$ 12,875,672.37)	(\$ 10,216,296.95)	0.24%
	(\$ 15,751.88)	(\$ 14,881.45)	(\$ 13,009.71)	-0.58%
	(\$ 17.4.61)	(\$ 16.19.89)	(\$ 14.6.14)	0.24%
Increase total unit costs for s24A police diversion referral by 1%	(\$ 13,161,166.41)	(\$ 12,797,997.39)	(\$ 10,981,881.90)	0.02%
	(\$ 15,830.80)	(\$ 14,956.76)	(\$ 13,073.32)	-0.07%
	(\$ 17.0.79)	(\$ 16.6.32)	(\$ 14.3.10)	0.02%
Increase total unit costs for s164 court diversion referral by 1%	(\$ 13,327,696.99)	(\$ 12,863,357.01)	(\$ 10,028,277.75)	0.16%
	(\$ 15,782.18)	(\$ 14,910.44)	(\$ 13,035.43)	-0.38%
	(\$ 17.13.08)	(\$ 16.76.44)	(\$ 14.4.82)	0.16%
Increase total unit costs for s105 presentence referral by 1%	(\$ 13,173,687.11)	(\$ 12,818,587.93)	(\$ 10,968,723.16)	0.04%
	(\$ 15,825.71)	(\$ 14,951.74)	(\$ 13,071.74)	-0.10%
	(\$ 17.1.09)	(\$ 16.6.59)	(\$ 14.3.32)	0.04%
Increase total unit costs for s175 RJC referral by 1%	(\$ 13,173,990.90)	(\$ 12,820,590.80)	(\$ 10,000,204.08)	0.04%
	(\$ 15,824.11)	(\$ 14,950.17)	(\$ 13,070.37)	-0.11%
	(\$ 17.1.11)	(\$ 16.6.61)	(\$ 14.3.34)	0.04%
Increase total unit costs for traditional court process by 1%	(\$ 14,273,381.99)	(\$ 12,870,143.31)	(\$ 10,757,758.40)	0.73%
	(\$ 16.96.83)	(\$ 14,701.26)	(\$ 12,850.42)	-1.78%
	(\$ 17.23.34)	(\$ 16.26.04)	(\$ 14.23.07)	0.73%

Source: KPMG, 2019

The results of this sensitivity analysis demonstrated limited sensitivity to changes in the assumptions, with the exception of change to the growth rate assumption and the unit costs associated with court processes. The sensitivity analysis demonstrates that, should the growth rate in matters be higher than assumed, the overall savings to government associated with diverting young people through RJC processes increases overall. In addition, if court costs have been underestimated (or overestimated) this is likely to have an associated disproportional impact on assumed savings. The full results of the sensitivity analysis is contained in Appendix D.

7. Conclusion

RJC has been shown throughout the evaluation to be an effective and impactful diversionary response to the offending behaviour of young people. In particular, it has been shown to reduce reoffending magnitude across all cohorts of young people, with particular impact on the older age groups and those who are committing more serious offences. In order to enhance outcomes associated with RJC, a number of improvements could, however, be considered by Government.

Holistic approach to addressing needs

Many stakeholders who contributed to the evaluation shared the common view that a state-wide response network should be maintained by the Department of Youth Justice to enhance referrals to, and uptake of, support services by young people and families. There were firm views that RJC creates a platform for a holistic approach as it allows the context and behaviours that lead to offending behaviour to be explored. As a consequence, RJC needs to be better integrated with other services to ensure follow-up and support is offered post-conference. This may include having police, psychologists and youth justice caseworkers work in an integrated way as part of the RJC framework. In addition therapeutic, behavioural, criminogenic, and educational programs such as those included in Appendix E, as well as cultural programs for Aboriginal and Torres Strait Islander young people, need to be purposively utilised as a step-up in the 'pathway' of responses to offending behaviour where RJC alone is not sufficient to divert young people.

Improved information sharing, communication and education

A further significant finding of the evaluation is that the integrity of RJC as an effective response is challenged as a consequence of lack of feedback being provided to victims and referrers. Departmental policies and procedures need to be reviewed and updated to include a requirement for conference agreement outcomes to be formally communicated to victims and referring bodies in line with section 41 of the *Youth Justice Act 1992*. At present, RJC staff do not consistently follow-up with individual victims or referring bodies (i.e. courts and police) to let them know of the outcome of agreements, particularly successful outcomes.

Related to this point, there is an opportunity for better education for key stakeholders regarding RJC pathways and benefits. For Magistrates and legal practitioners, this may involve ensuring that the success RJC processes have as an impactful response on young people is well communicated and understood, so that it can be considered as a real and viable option under the legislative requirement that RJC must be considered by the court before other alternatives. For police, this might involve ensuring that it is well understood that the police referrals are the most effective diversionary measure as well as the most cost efficient for Government. Government may wish to consider formalising police referrals as the next step after cautions in a 'pathway' approach to youth justice, along with considering whether providing a mechanism for 'protected admissions', as an enabler of police referrals to RJC, might be appropriate.

For members of the community, education around the benefits of RJC, for example the value of victims meeting with offenders, as well as the financial benefits associated with early diversion, will assist in addressing community expectations of the youth justice system, and in gaining their engagement and support for RJC as an appropriate response to offending behaviour.

Cultural appropriateness and consistency

Concerns were raised by several stakeholder groups in relation to the cultural appropriateness of RJC across the state, including the consistency of practice both in relation to Aboriginal and Torres Strait Islander young people and in processes more broadly. To address this, there is an opportunity to roll out the Aboriginal and Torres Strait Islander immersion program that stakeholders noted was successfully trialled with some service centres. The program aimed to build relationships between RJC staff and local community members through educating Elders regarding their potential roles in

RJC, and providing Elders the opportunity to educate staff, with all the benefits of their deep cultural knowledge.

More broadly, staff training was a concern frequently raised, with the following training gaps and issues raised by stakeholders:

- accessibility of training to manage sensitive and complex referrals, including how to adapt the RJC model to make it context specific - for example, training around handling complex cases, and training on trauma informed practice;
- A greater period of time to complete the convenor accreditation process, as well as a process that is tailored and accommodating to Aboriginal and Torres Strait Islander staff – it should be noted that there are currently no departmental standard timeframes applied for accreditation and thus expectations around accreditation may be location specific;
- education around how the conference process for a sexual offence is different to standard conferencing - for example, managing sexual offences under the sensitive referral management process, which involves greater preparation and the need for therapeutic support pre-conference;
- formal training on the ICMS system – while it is acknowledged that ICMS training is available, staff reported that training is ad-hoc, with other staff members often providing guidance rather than formal training on the system being provided;
- training on ADPs;
- service leader training; and
- training in relation to family group processes.

In order to facilitate better access to training and support, RJC staff may benefit from having a centralised support team, similar to the former practice support team that has since been disbanded, to ensure more consistency in processes across the state. Cultural appropriateness across all service centres may benefit from application of a state-wide cultural lens to identify what works best for Aboriginal and Torres Strait Islander young people and how processes that work well can best be leveraged to enhance consistency and improve outcomes. This would best work by having a model that is co-designed and led by Aboriginal and Torres Strait Islander people themselves.

Providing more timely responses

A common theme observed by the evaluation team was the time delay between the index offence and conference dates. Excessive delay causes a loss of impact, including victims not wanting to participate due to having moved on. It potentially impacts on the young person's ability to recall the offence. In some instances, time delay prevents RJC capitalising on the diversionary impact it has by providing the opportunity prior to conferencing for young people to continue offending and potentially returning to court. While some delay is inevitable in processes where multiple parties are convening, the extent to which conference timeframes are being impacted by increasing caseloads on RJC staff needs to be reviewed in the context of a broader assessment of RJC resourcing state-wide.

Resourcing levels

In general, stakeholders including restorative justice staff, community representatives and referring bodies agreed that a significant limitation faced is that there is insufficient funding, and that resourcing issues have created a barrier for centres in terms of them being able to meet demand and to credit the process with the quality it deserves. While, to some extent, the recent budget announcements enabling temporary positions to be made permanent will likely alleviate pressures associated with staff turnover, the resourcing envelope is not perceived to have increased sufficiently to allow RJC to meet increasing levels of demand, and timeframes for conferencing that referrers expect. This was also considered to be impacting RJC through cessation of and / or limitations in:

- implementation of strategies and activities to build rapport and engage with police and the courts to increase referrals;
- use of Family Action Plans, which were considered to be a successful option as it was seen to empower families with mediation techniques and a mechanism to reach out to services, (these were phased out due to a lack of funding);

- development options for RJC staff in the absence of a dedicated training budget; and
- follow-up with victims and referring bodies regarding agreement outcomes.

While RJC is largely successfully achieving its expected outcomes, a program refresh may also be valuable in addressing some of the challenges identified throughout the evaluation. Suggested issues to be included in a refresh are outlined in Appendix G.

RTI RELEASE

8. Future Directions

While RJC is largely successfully achieving its expected outcomes, a program refresh may also be valuable in addressing some of the challenges identified throughout the evaluation. The following future directions are highlighted for consideration noting the Department is already taking action to address a number of these areas.

- 1 The Government continue to explore strategies to enhance the impact of RJC by strengthening its integration with other criminogenic, behavioural and social supports such that there is a holistic approach to addressing the specific needs of young people whose offending behaviour is escalating. This may mean that, for some young people to avoid falling back in to a pattern of offending behaviour post-RJC, additional supports are mandated rather than optional.
- 2 The Department consider the opportunities for establishing formal partnership arrangements with organisations that offer support services that address known gaps, such as domestic and family violence, homelessness, drug and alcohol counselling, family support options, support for young people who are under 14 years of age, and educational and employment support. This may involve a funding agreement or similar to ensure these providers have capacity to support RJC participants across all regions, giving greater access to young people and their families, to assist them get their lives back on track.
- 3 The Department continue development of 'pathway' strategies to purposively increase young person participation in therapeutic, behavioural, criminogenic, and educational programs as well as cultural programs for Aboriginal and Torres Strait Islander young people, as a step-up in the hierarchy of responses to offending behaviour where RJC alone is not sufficient to divert young people.
- 4 It is noted that the mechanism for police protected admissions does in fact extend to Restorative Justice Conferencing and other diversionary pathways, however, to further enhance the opportunity for young people to be diverted at the point of police contact the Department should continue to raise awareness about police protected admissions with Legal Aid Queensland, the Queensland Law Society, the Aboriginal and Torres Strait Islander Legal Service and police.
- 5 The Department consider opportunities to enhance the transparency of agreement options with victims, in particular those which focus on a young person's self-improvement or which require direct effort relating to the victim. This may include a greater focus on programs currently run through DYJ or externally that are better aligned with the needs of the young person, or volunteering activities focused on redressing damages caused to the victim as a result of the offence.
- 6 The Department consider whether strategies to mandate or strengthen families' and young person engagement with family support services are appropriate where it is identified that parental control issues are a factor in a young person's offending behaviour.
- 7 The Department consider opportunities to better integrate RJC with the education system to facilitate support from schools for young people (and victims where relevant) who are participating in RJC, particularly post-conference, to reinforce outcomes. This may be achieved by engaging with the Department of Education to enhance awareness of RJC across the public school system, or through dedicated liaisons within service centres.
- 8 The Department consider whether there needs to be greater clarity on the policy intent behind RJOs, as well as the application of pre-sentence referrals. There may be some benefit in Government also reviewing the legislation regarding police attendance at conferences such that police attendance is mandated.
- 9 The Department review the existing resourcing model for appropriateness in terms of staffing profile against volumes of referrals, as well as responsibilities against position titles (including AO

and PO stream synergies and potential amalgamation). Consideration could also be given to having a centralised support team responsible for moderating the consistency of practice across centres, perhaps through practice guidance materials, managing any further evaluation process such as is suggested in recommendation 6, as well as accommodating the following centre-based resources within each youth justice service centre:

- a resident psychologist who can participate in conferencing as required (victim representative) and provide support to victims and young people; and
 - a dedicated support worker responsible for following up with victims and their families post-conference to see whether they require further support / are accessing the services they need. This role could also be responsible for following up agreement outcomes and providing feedback to victims and referring bodies regarding such status, as well as liaising with relevant child safety officers and stakeholders from local schools to ensure follow up support is being provided to young people and victims (where relevant).
- 10 The Department consider opportunities for RJOs to progress via an alternative diversionary process where victim participation is not able to be secured. The Department may need to consider associated legislative issues.
 - 11 The Department continue to expand the existing procedural documents to include guidance regarding the structure of conferences, to allow convenors to consider the appropriate length of time of any conference, and number of participants that a conference can accommodate.
 - 12 The Department continue to pursue new ways of enhancing the cultural appropriateness of RJC by applying a cultural lens to processes in place across the state. For example, this may involve rolling out the two day Aboriginal and Torres Strait Islander immersion program between RJC staff and local Elders at a state-wide level, which has been trialled at some service centres. It may also involve greater focus on the inclusion of cultural programs in the agreements of Aboriginal and Torres Strait Islander young people, and consideration of strategies to enhance the cultural safety of conferences for these young people.
 - 13 The Department establish processes to allow ongoing monitoring / evaluation of the effectiveness of RJC across the state. Outputs may be leveraged to roll out a state-wide awareness campaign focused on providing education to referring bodies (i.e. courts and police) in relation to the various referral pathways and on promoting the benefits of RJC with both referring bodies and members of the community. Ongoing evaluation processes may also help with regular identification of improvement opportunities and inform internal communications, for example in relation to timeliness of processes by monitoring index offence to conferencing dates across the state.
 - 14 The Department continue to explore whether database improvements can be made to allow referrals made to support services for both victims and young people to be recorded and periodically analysed for trends and insights, as well as better identify any need for remediating actions across the state.
 - 15 The Department continue to investigate opportunities to make the following database enhancements:
 - adding a unique data field for the recording of support service referrals for young people and victims, brief screener score results and support person participation (including options for multiple roles and types to be recorded, as well as flags to require support person attendance records post-conference); and
 - adding an ADF flag to each referral record to allow these to be separately identified and tracked.⁶⁶

⁶⁶ The Department of Youth Justice has advised that they will be reporting on ADFs from 1 October 2019. An update to CRIS-YJ to capture ADPs will go live in October 2019.

Appendices

Appendix A – Evaluation Questions

- 1) Did RJC achieve its intended outcomes?
 - a) Was Restorative Justice Conferencing successful in meeting its strategic goals and objectives:
 - i) Does RJC reduce re-offending (magnitude (frequency and seriousness) length of time to first re-offence)
 - ii) Do victims believe reparation of harm was achieved?
 - iii) Did young people take responsibility for their action (did they complete the elements of the agreement that were negotiated with the victim?)
 - iv) Does RJC help to improve the wellbeing of victims (healing benefits, reductions in post-traumatic stress disorder, fear of crime, anger and vengefulness)?
 - v) Does RJC assist in healing relationships and promoting connections (reintegrating marginalised young people back to their families and communities, promoting conflict resolution within communities?)
- 2) What are the patterns of service utilisation by young people referred to conferencing (i.e. holistic approach to addressing needs)
 - a) What other statutory interventions and/or non-statutory support services are young people and their families/caregivers accessing (pre- and post-conference)?
 - b) What factors impacted on capacity to divert at-risk 'young people' to other prevention/early intervention or support services?
- 3) What works for whom and under what circumstances?
 - a) Is RJC more effective in achieving intended outcomes with certain cohorts than others (e.g. prolific/serious offenders or older offenders)?
 - b) What factors play a role in moderating outcomes (e.g. reductions in re-offending)?
 - c) What are the characteristics of young people who undergo conferencing and re-offend?
- 4) Is RJC appropriate in meeting the needs of different cohorts (children aged 10-12; Aboriginal and Torres Strait Islander young people; other cultural groups)?
 - a) What, if any, are the differences in access to and outcomes of restorative justice conferencing across different cohorts?
 - b) How appropriate is RJC in meeting the needs of offenders, victims and communities?
 - c) How accessible are processes surrounding RJC across cohorts before, during and after conferencing?
- 5) How effective are the new RJC referral pathways?
 - a) What is the profile of young people receiving Restorative Justice Orders (RJOs), pre-sentence referrals or court diversion referrals?
 - b) What matters/offences are being referred? How are RJOs being applied?
 - c) Are young people receiving more punitive orders if RJOs are breached or pre-sentence referrals are not successful?

- d) Do Restorative Justice Court Diversion referrals provide an effective diversion option from formal sentencing?
- e) Are there any issues or unintended consequences linked to the new referral pathways?
- 6) Is RJC more cost-effective relative to comparative matters dealt with by the Children's Court?
 - a) What are the costs of providing RJC? How does this compare to alternative programs?
 - i) What are the unit costs for different types of RJC cases (complex, non-complex) and across sites (remote vs non-remote)?
 - ii) What are the unit costs for comparable matters dealt with by the Children's Court?
- 7) What are the cost savings to government associated with reductions in reoffending and diversions from the court and/or formal sentencing?
 - a) Cost-Effectiveness analysis: Is RJC a cost-effective means of reducing re-offending?
 - b) Cost-savings analysis; Cost savings linked to pre court diversions (police s22 referrals), diversions from formal sentencing (court diversions s163 referrals), and mitigation of sentencing outcomes (RJO and pre-sentence referrals).
- 8) How can the RJC model be improved?

Appendix B – Data Matching Method

The Coarsened Exact Matching Method was applied to estimate causal effects between RJC and a court control group of young offenders.

RJC Group	Court Group
Young person had a status 'conference held' and a conference was held during the period of 1 July 2013 to 31 December 2017	Young person had finalised court appearance during the period of 1 July 2013 to 31 December 2017
An admission of guilt for all index offences	Plea of guilty for all index offences. All index offences are proven offences.
Aged 18 or under at index date	Aged 18 or under at index date
Index offences are not sexual offences ⁶⁷ Index offences are not ADP (Alternative Diversion Program) Note: If at least one offence was a sexual offence or ADP, that conference is excluded from the analysis.	Index offences are not sexual offences ⁶⁸ Note: If at least one offence was a sexual offence, that court appearance is excluded from the analysis.
Young person did not have prior custodial sentence ⁶⁹ Note: Previous custodial sentence is defined as a previous detention order (detention or supervised release order, not remand). If a young person had a detention order start date before the index date, these young people are excluded from the analysis ⁷⁰ .	Young person did not have prior custodial sentence ⁷¹ Note: Previous custodial sentence is defined as a previous detention order (detention or supervised release order, not remand). If a young person had a detention order start date before the index date, these young people are excluded from the analysis ⁷ .
Agreement status completed ⁷² All offences reached agreement made	Status of the most serious order: <ul style="list-style-type: none"> • If the most serious order is a supervised order or SBP – successfully completed. • If the most serious order is an unsupervised order – have a completion date.
If multiple records per person are available, the record is selected at random	If multiple records per person are available, the record is selected at random
If a young person appears in both treatment and comparison groups, the young person is included in the RJC group	If a young person appears in both treatment and comparison groups, the young person is included in the RJC group

⁶⁷ About 8% of all conference offences (after applying criteria above).

⁶⁸ 0.3% of court offences are sexual offence (after applying criteria above).

⁶⁹ Included only if the percentage of young people who had custodial sentence before their conference is low (*see Smith and Weatherburn, 2012*)

⁷⁰ Less than 2% of young people had prior custodial sentence (after applying criteria above)

⁷¹ Included only if the percentage of young people who had custodial sentence before their conference is low (*see Smith and Weatherburn, 2012*)

⁷² Of the 1253 agreements finalised in 2016-17, 96% of agreements were completed (*see Table 13, CSYW, 2018a*).

Appendix C – Offending Magnitude

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

The offending magnitude measure allows a comparison of post-program with pre-program offending, incorporating both the frequency and seriousness of the offences.

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

The calculation of the seriousness component is based on the most serious charged offence that occurred within the monitoring period. This offence is expressed as a number from one to eight, depending on the level of seriousness predetermined by a high-level ranking of offence types. This ranking groups offences based on the severity of sentences handed down in Queensland Children’s Court jurisdictions, with offences in group one being the most serious and those in group eight being the least serious. The offending frequency and seriousness are plotted on a matrix and the intersections are categorised into differing levels of offending magnitude. Figure A.1 depicts the colour coded categorisation where higher frequency, more serious offenders correspond to a higher offending magnitude than less frequency, less serious offenders.

Figure A.1 - Offending Magnitude Matrix

Offence seriousness group	Offending frequency group					Offending magnitude
	Nil	Very low	Low	Moderate	High	
Nil						Nil
8						Very low
7						Low
6						Moderate/low
5						Moderate/high
4						High
3						Very high
2						
1						

Source: Department of Youth Justice, 2019

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

Appendix D – Offending Seriousness

Offence seriousness is categorised across nine groups and the table below outlines the types of offences within each seriousness group.

Offence Category	Offence Group	Type of Offence
Serious offences	Group 1 offences	<ul style="list-style-type: none"> Homicide including dangerous driving causing death
	Group 2 offences	<ul style="list-style-type: none"> Assaultive sexual offences Non-assaultive sexual offences involving children Extreme violent offences
	Group 3 offences	<ul style="list-style-type: none"> Non-assaultive sexual offences not involving children Serious violent offences Robbery, blackmail and extortion Cruelty to animals and related offences Arson Weapons/explosives supply offences Illicit drug supply offences Dangerous driving causing serious harm
Moderate offences	Group 4 offences	<ul style="list-style-type: none"> Breach of non-violence orders Escape custody and related offences Unlawful entry with intent/burglary/break and enter, with violence or threats Theft from a person not including robbery Theft of motor vehicles and related offences Dangerous driving not causing serious harm
	Group 5 offences	<ul style="list-style-type: none"> Common assault and threatening behaviour Neglect of persons under care Drink and drug driving offences Negligent and dangerous acts involving vehicles Going armed to cause fear Embezzlement and theft from employers Offences against judicial processes Breach of bail by failure to appear
Minor offences	Group 6 offences	<ul style="list-style-type: none"> Graffiti and minor property damage offences Minor theft and related offences Minor weapons offences Moderate fraud offences Betting and gambling offences
	Group 7 offences	<ul style="list-style-type: none"> Moderate regulatory driving offences Drug use and possession offences Minor fraud offences Moderate offences against government processes and regulations Moderate public order offences

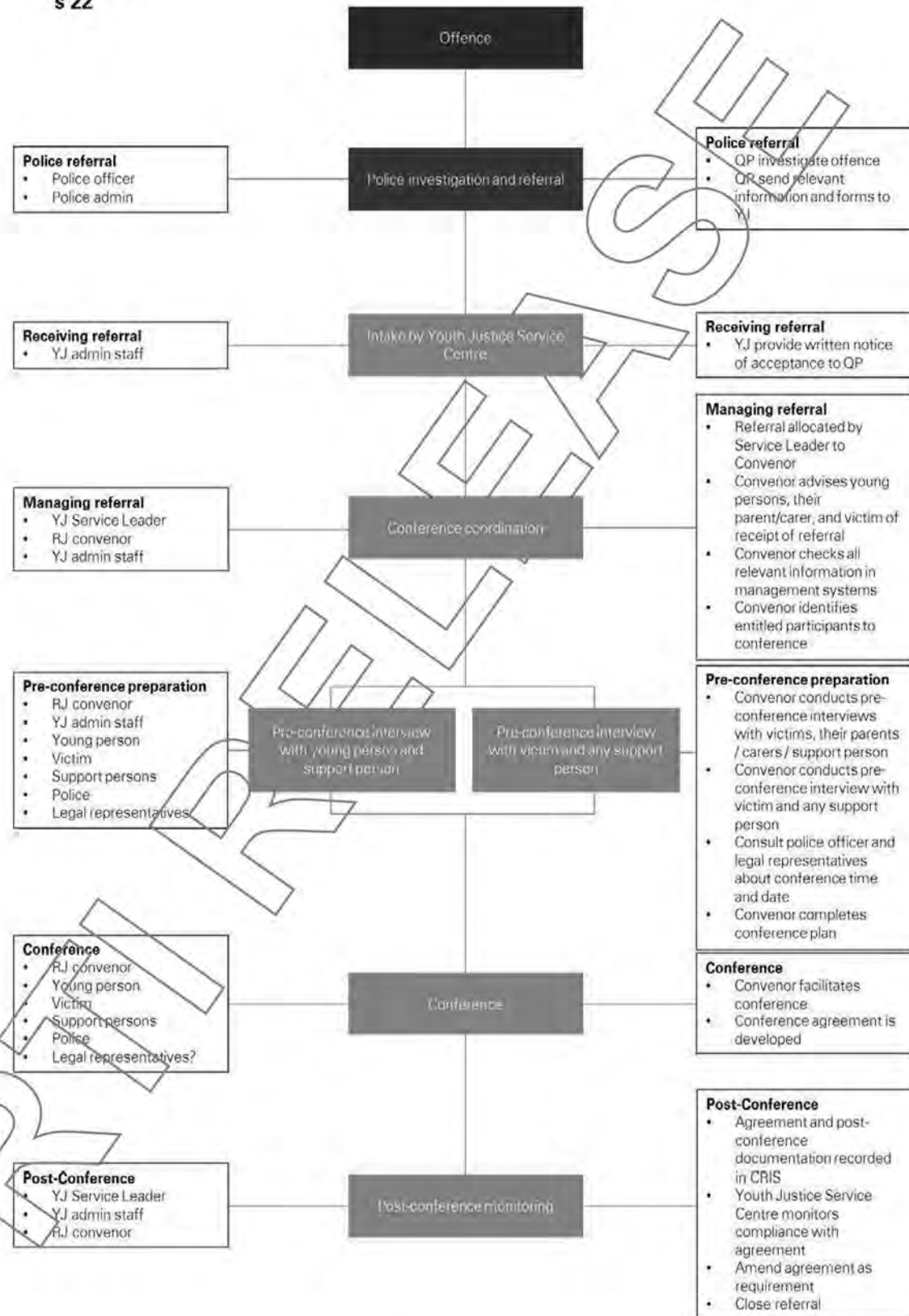
(IPC 1.1)

Offence Category	Offence Group	Type of Offence
	Group 8 offences	<ul style="list-style-type: none"> • Fare evasion • Shoplifting • Minor regulatory driving offences • Pollution offences • Minor offences against government processes and regulations • Minor public order offences
Excluded offences	Group 9 offences	<ul style="list-style-type: none"> • Breach of bail not including failure to appear • Breach of supervised youth justice order

RTI RELEASE

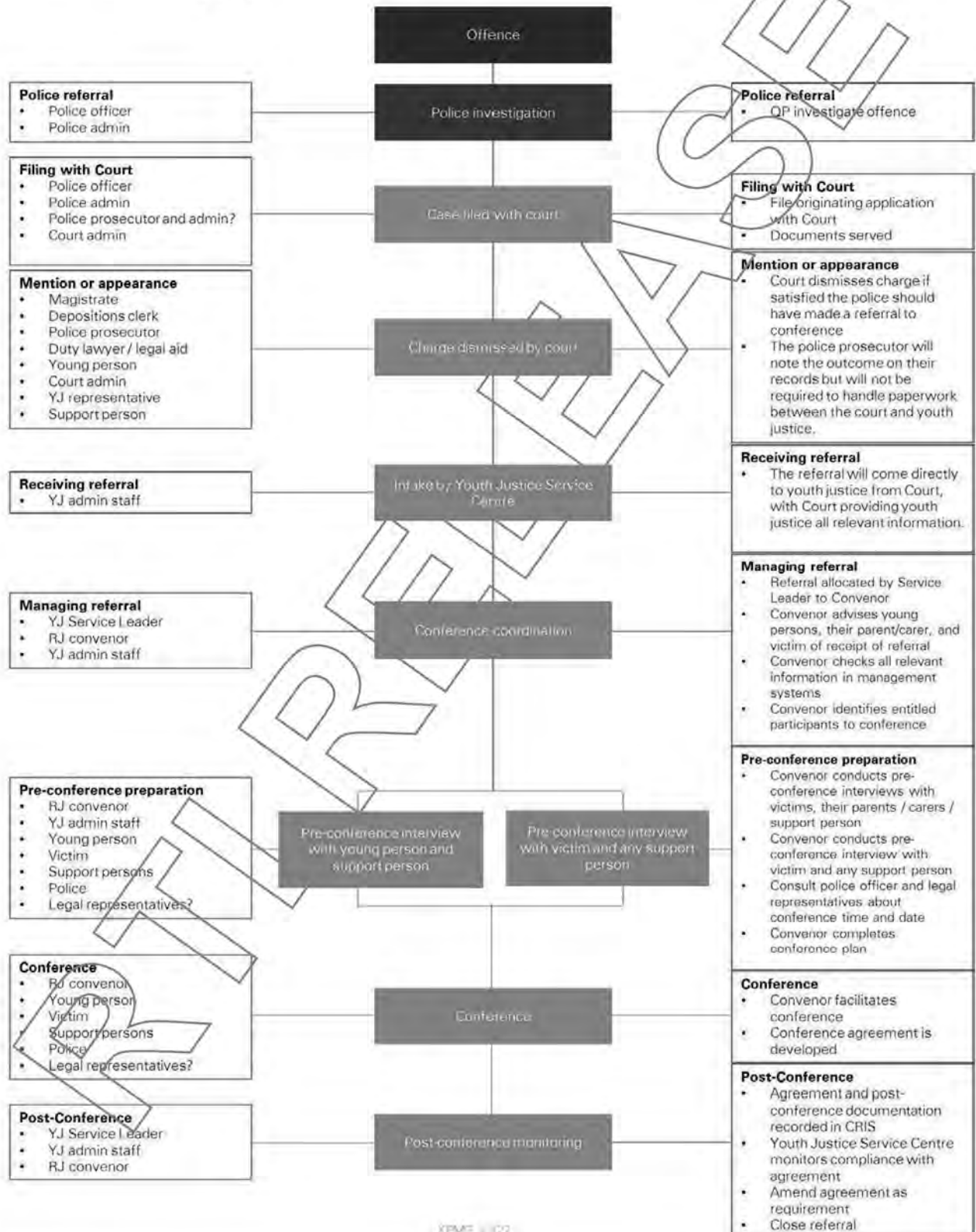
Appendix E – Process Flows

Police referrals 22



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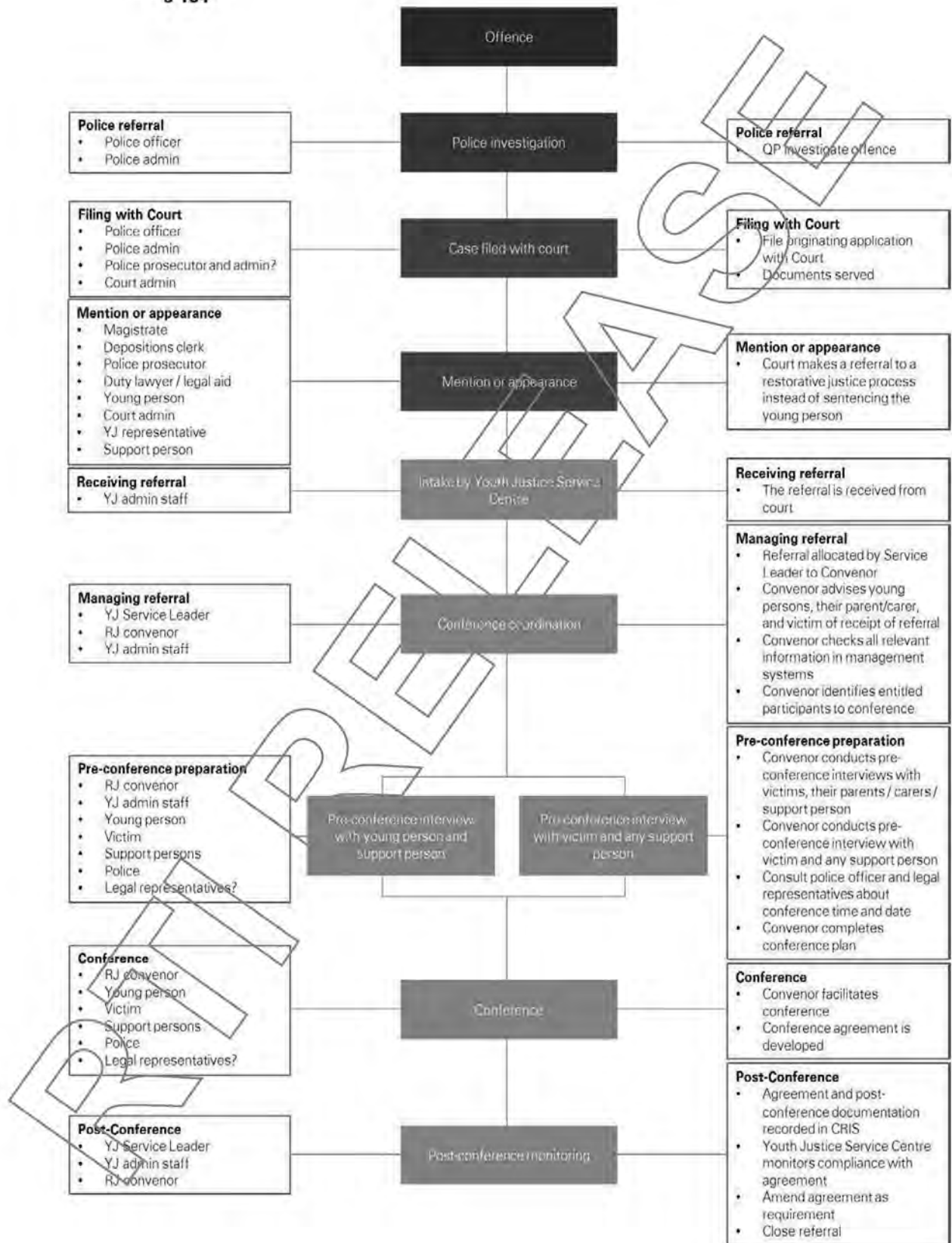
Court referral to a police diversion referrals 24A

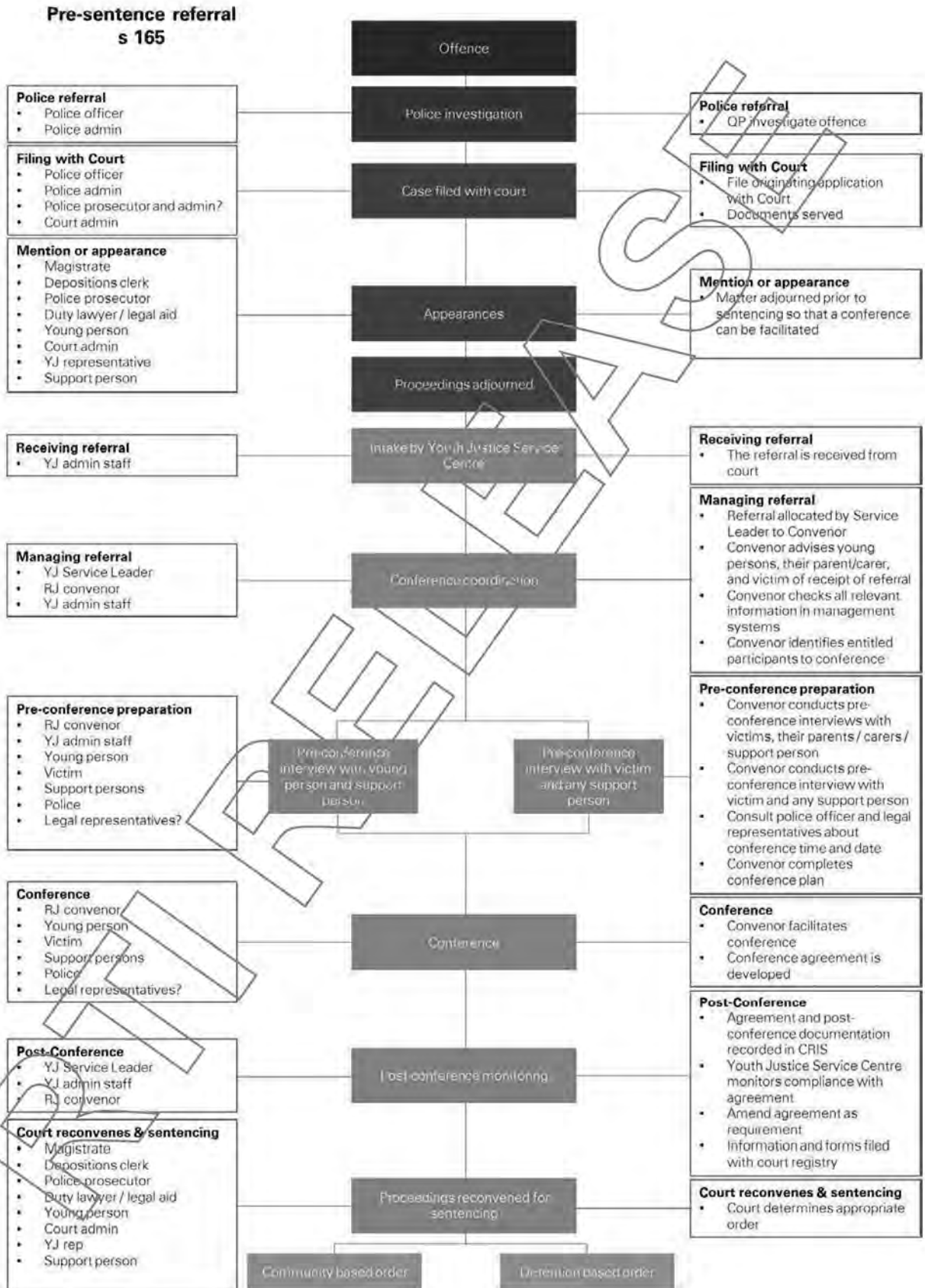


XPME 0022

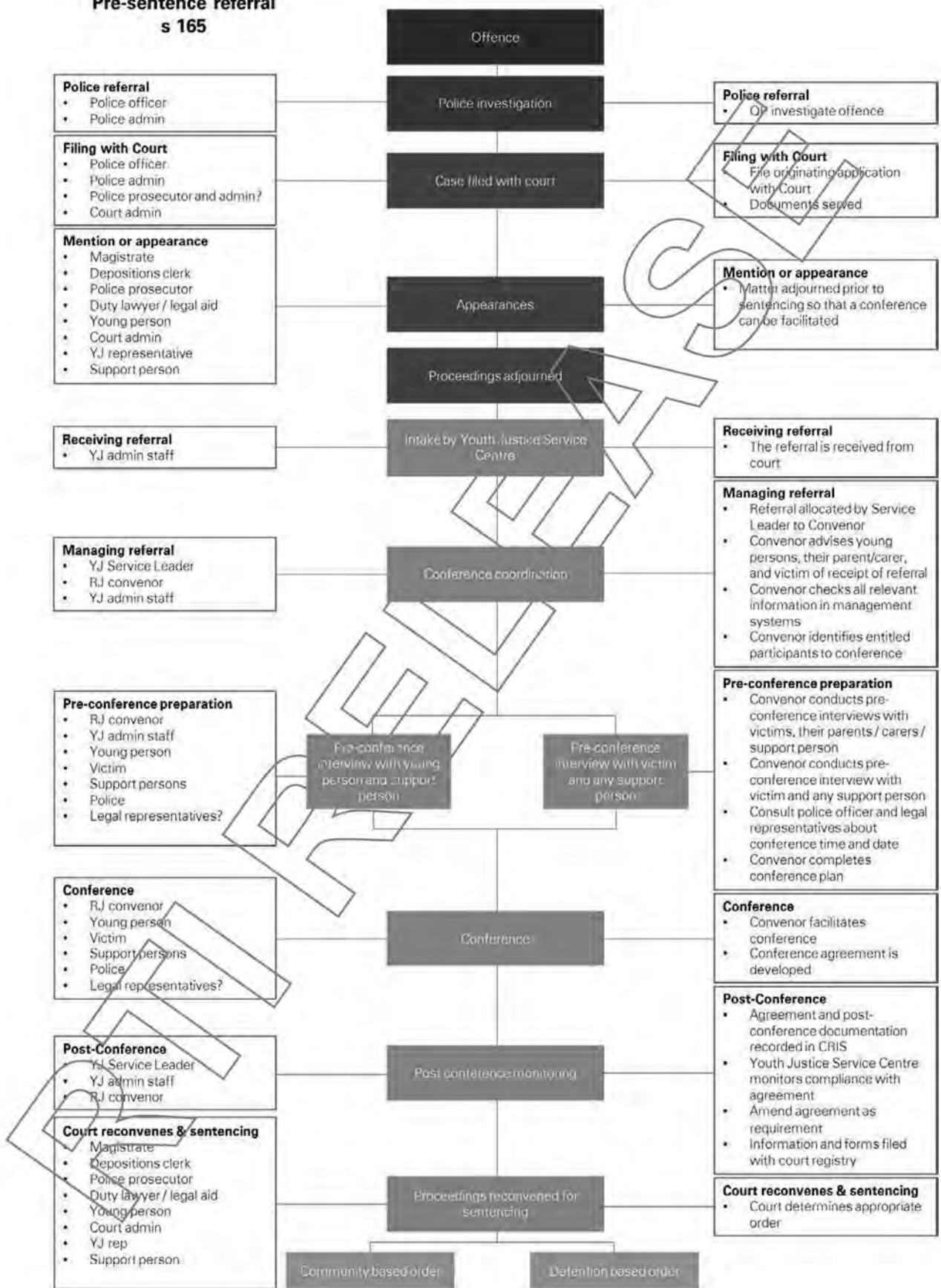
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Court diversion referrals 164

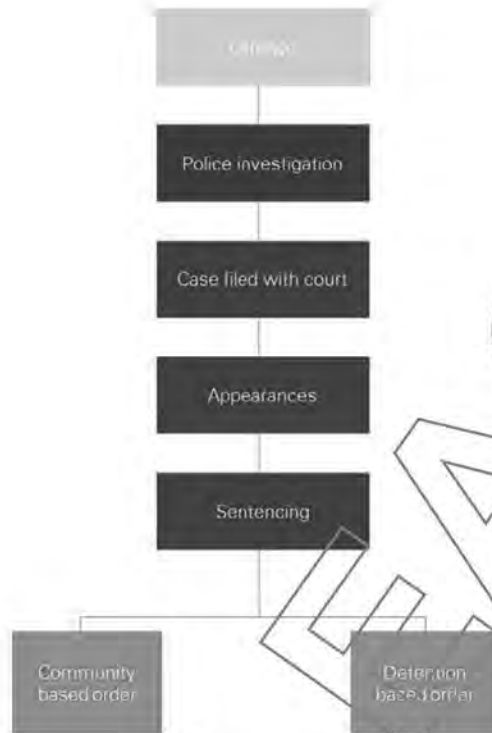




Pre-sentence referrals 165



Traditional court process



Source: KPMG, 2019.

RTI RELEASE

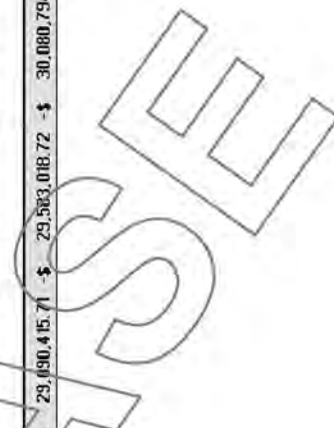
Appendix F - Results of sensitivity analysis

Detailed Costing - Accessed directly by 1%

Savings from RJC - matter complexity	2017	2018	2019	2020	2021	2022	2023	2024	2025
522 Police Referral	\$3,923,643.74	\$4,139,123.27	\$4,366,849.66	\$4,610,416.94	\$4,862,648.74	\$5,129,812.21	\$5,414,536.64	\$5,711,711.83	\$6,024,297.97
s24A Court referral to Police diversion	\$449,478.29	\$474,169.54	\$500,243.51	\$528,147.79	\$567,037.17	\$607,651.47	\$650,276.88	\$694,305.00	\$740,172.53
s164 Court diversion referral	\$6,900,899.63	\$7,174,254.04	\$7,568,799.28	\$7,991,088.87	\$8,428,016.18	\$8,881,509.96	\$9,365,103.85	\$9,889,888.78	\$10,441,993.37
s175 Restorative Justice Order	\$2,660,733.58	\$2,806,840.64	\$2,961,197.16	\$3,126,416.21	\$3,297,351.67	\$3,478,698.96	\$3,671,810.15	\$3,873,210.80	\$4,085,142.92
s185 Pre-sentence referral	\$1,932,217.15	\$1,992,795.04	\$2,039,090.83	\$2,162,860.81	\$2,270,568.44	\$2,395,443.27	\$2,528,420.64	\$2,667,106.34	\$2,813,043.75
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,436,180.33	\$18,408,930.62	\$19,415,622.19	\$20,483,115.86	\$21,620,247.16	\$22,806,222.75	\$24,054,190.53
Cost	\$23,211,585.08	\$24,485,615.97	\$25,931,868.12	\$27,273,366.16	\$28,764,120.87	\$30,346,840.47	\$32,031,247.92	\$33,787,896.65	\$35,636,616.75
Savings from RJC	\$ (7,544,566) \$	\$ (7,958,439) \$	\$ (8,395,708) \$	\$ (8,864,436) \$	\$ (9,348,499) \$	\$ (9,863,725) \$	\$ (10,411,001) \$	\$ (10,981,674) \$	\$ (11,582,426) \$

Savings from RJC - diversions	2017	2018	2019	2020	2021	2022	2023	2024	2025
Cost of non-diversions RJC	\$ 11,508,696.66	\$ 12,136,437.70	\$ 12,811,735.80	\$ 13,522,490.66	\$ 14,269,690.27	\$ 15,044,226.46	\$ 15,873,435.80	\$ 16,757,316.27	\$ 17,669,537.32
Cost of non-diversions Court	\$ 10,679,487.23	\$ 11,262,667.42	\$ 11,882,236.87	\$ 12,547,486.28	\$ 13,230,300.56	\$ 13,959,875.80	\$ 14,734,411.99	\$ 15,545,396.94	\$ 16,392,830.65
Savings from RJC	\$ 829,209.33	\$ 874,770.28	\$ 929,443.43	\$ 975,004.38	\$ 1,038,789.71	\$ 1,084,350.67	\$ 1,139,023.81	\$ 1,211,921.33	\$ 1,275,706.67

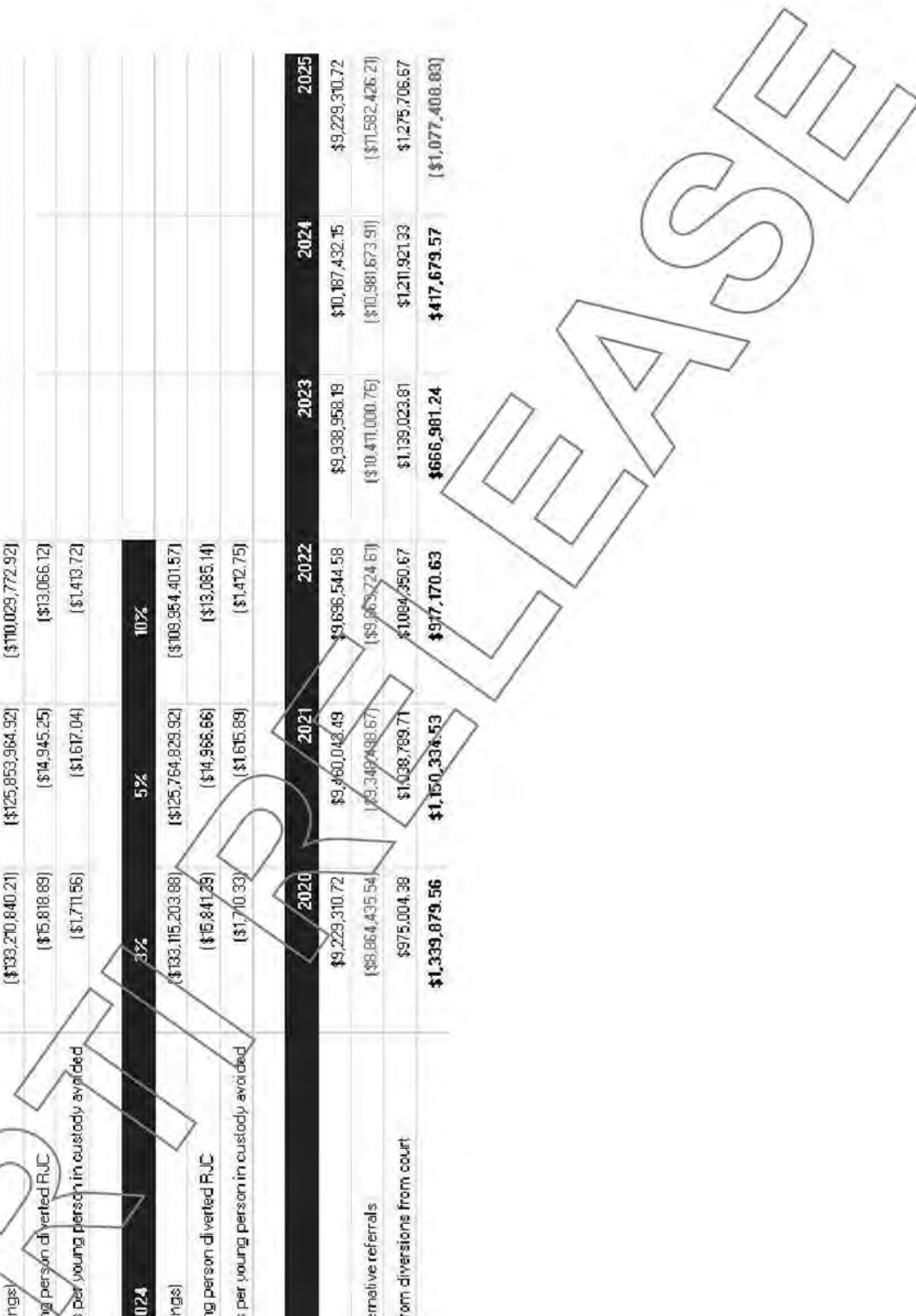
Savings from reduced days in custody	2017	2018	2019	2020	2021	2022	2023	2024	2025
Days avoided in custody NPV calculation	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$
Overall savings from RJC	\$ 27,026,398.94	\$ 27,394,710.13	\$ 27,777,306.13	\$ 28,200,472.93	\$ 28,669,700.73	\$ 29,190,415.71	\$ 29,863,018.72	\$ 30,680,794.34	\$ 30,617,761.32



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Net Present Value Analysis and Break-even Analysis

	3%		5%		10%	
NPV from 2020 to 2024						
NPV (overall savings)	(\$133,270,840.21)	(\$125,853,984.92)	(\$109,354,401.57)			
Savings per young person diverted RJC	(\$15,818.89)	(\$14,945.25)	(\$13,066.12)			
Savings per days per young person in custody avoided	(\$1,711.56)	(\$1,517.04)	(\$1,413.72)			
From 2020 to 2024						
NPV (overall savings)	(\$133,115,203.88)	(\$125,764,829.92)	(\$109,354,401.57)			
Savings per young person diverted RJC	(\$15,841.39)	(\$14,988.66)	(\$13,085.14)			
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,515.89)	(\$1,412.75)			
2020	2021	2022	2023	2024	2025	
Cost of RJC	\$9,229,310.72	\$9,650,043.49	\$9,938,958.19	\$10,167,432.15	\$9,229,310.72	
Savings from alternative referrals	(\$8,664,435.54)	(\$9,349,483.67)	(\$10,471,000.76)	(\$10,981,673.91)	(\$11,582,426.21)	
Cost/(savings) from diversions from court	\$975,004.38	\$1,038,789.71	\$1,139,023.81	\$1,211,921.33	\$1,275,706.57	
Break Even	\$1,339,879.56	\$1,150,334.53	\$666,381.24	\$417,679.57	(\$1,077,408.83)	



Detailed Costing - Impressed Low Complexity Cases by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
s22 Police Referral	\$3,932,043.75	\$4,147,981.08	\$4,375,273.94	\$4,513,429.58	\$4,865,288.51	\$5,129,427.48	\$5,410,353.35	\$5,708,066.14	\$6,020,406.73
s24A Court referral to Police diversion	\$450,358.80	\$475,088.71	\$501,127.84	\$528,387.59	\$557,237.86	\$587,493.69	\$619,689.05	\$653,763.96	\$689,545.73
s164 Court diversion referral	\$6,811,771.69	\$7,185,726.62	\$7,579,778.25	\$7,991,575.17	\$8,428,078.55	\$8,885,690.30	\$9,372,330.39	\$9,887,939.84	\$10,429,326.40
s175 Restorative Justice Order	\$2,684,933.47	\$2,811,230.38	\$2,965,375.08	\$3,126,486.88	\$3,297,237.36	\$3,476,291.02	\$3,668,675.93	\$3,868,392.07	\$4,080,202.49
s185 Pre-sentence referral	\$1,835,094.96	\$1,935,836.59	\$2,041,981.05	\$2,152,926.45	\$2,270,506.25	\$2,399,803.71	\$2,524,904.41	\$2,653,808.35	\$2,809,651.58
Total RJC	\$15,694,202.61	\$16,555,863.39	\$17,463,482.17	\$18,412,805.47	\$19,418,289.52	\$20,472,706.20	\$21,593,933.15	\$22,781,970.36	\$24,029,142.94
Cost	\$23,241,499.39	\$24,517,183.17	\$25,861,932.07	\$27,265,703.76	\$28,755,129.66	\$30,316,894.06	\$31,977,234.98	\$33,736,152.40	\$35,583,997.42
Savings from RJC	\$(7,547,297)	\$(7,961,320)	\$(8,398,450)	\$(8,852,898)	\$(9,336,840)	\$(9,844,188)	\$(10,383,302)	\$(10,954,182)	\$(11,554,854)
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,547,241.13	\$ 12,800,629.49	\$ 12,650,648.85	\$ 13,548,369.28	\$ 14,291,832.90	\$ 15,072,078.64	\$ 15,879,905.45	\$ 16,761,054.27	\$ 17,669,813.03
Cost of non-diversions Court	\$ 10,718,031.80	\$ 11,315,889.20	\$ 11,921,205.42	\$ 12,573,364.90	\$ 13,262,155.37	\$ 13,978,555.79	\$ 14,740,881.64	\$ 15,558,245.13	\$ 16,403,218.55
Savings from RJC	\$ 829,209.33	\$ 874,770.28	\$ 929,443.43	\$ 975,004.38	\$ 1,029,677.52	\$ 1,093,462.86	\$ 1,139,023.81	\$ 1,202,809.14	\$ 1,266,594.48
Savings from reduced days in custody									
Days avoided in custody NPV calculation									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)
Overall savings from RJC	-\$ 27,029,129.22	-\$ 27,397,591.27	-\$ 27,780,048.24	-\$ 28,188,935.68	-\$ 28,618,204.39	-\$ 29,061,766.78	-\$ 29,555,319.79	-\$ 30,062,414.67	-\$ 30,599,301.78

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Net Present Value Analysis and Breakeven Analysis

	3%	5%	10%						
NPV from 2020 to 2024									
NPV (overall savings)	(\$133,130,556.88)	(\$125,779,730.49)	(\$109,965,324.66)						
Savings per young person diverted RJC	(\$15,791.24)	(\$14,909.76)	(\$13,035.24)						
Savings per days per young person in custody avoided	(\$1,710.53)	(\$1,616.07)	(\$1,412.89)						
From 2020 to 2024									
NPV (overall savings)	(\$133,115,203.88)	(\$125,764,823.92)	(\$109,954,401.57)						
Savings per young person diverted RJC	(\$15,841.39)	(\$14,966.66)	(\$13,096.14)						
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,615.89)	(\$1,412.75)						
2020	2021	2022	2023	2024	2025				
Cost of RJC	\$9,229,370.72	\$9,460,043.49	\$9,696,544.58	\$10,187,432.15	\$9,229,370.72				
Savings from alternative referrals	(\$8,852,698.25)	(\$9,536,840.14)	(\$9,844,637.86)	(\$10,954,162.04)	(\$11,554,854.48)				
Costs(savings) from diversions from court	\$975,004.38	\$1,028,577.52	\$1,063,452.86	\$1,202,809.14	\$1,266,594.48				
Break Even	\$1,351,416.82	\$1,152,880.87	\$694,680.17	\$436,059.25	(\$1,058,949.29)				

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Detailed Costing - In-Processed Medium-Complexity Cases by 1%

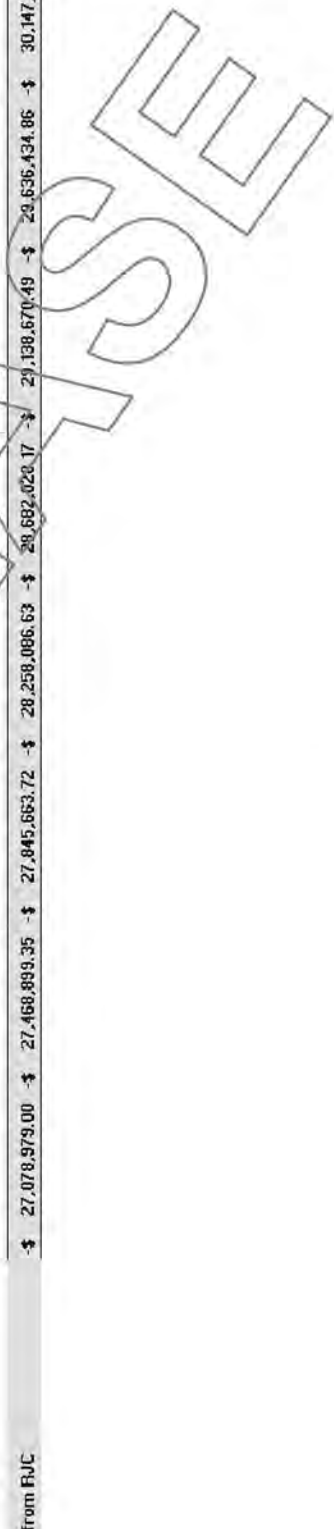
Savings from RJC - malice/complexity	2017	2018	2019	2020	2021	2022	2023	2024	2025
s22 Police Referral	\$3,931,812.71	\$4,147,732.95	\$4,375,021.13	\$4,513,148.52	\$4,864,992.03	\$5,129,118.01	\$5,410,021.73	\$5,707,718.21	\$6,020,040.02
s24A Court referral to Police/division	\$450,375.21	\$475,105.54	\$501,145.91	\$528,405.81	\$557,257.04	\$587,513.71	\$619,690.18	\$653,786.46	\$689,593.47
s164 Court diversion referral	\$6,814,078.72	\$7,168,151.85	\$7,562,280.19	\$7,994,266.74	\$8,430,957.24	\$8,888,679.83	\$9,375,462.73	\$9,891,269.94	\$10,432,836.99
s175 Restorative Justice Order	\$2,655,917.54	\$2,812,266.03	\$2,966,468.93	\$3,127,636.33	\$3,298,149.44	\$3,477,567.65	\$3,668,022.52	\$3,869,814.06	\$4,081,701.99
s185 Pre-sentence referral	\$1,835,769.08	\$1,936,540.82	\$2,042,724.87	\$2,153,708.18	\$2,271,330.42	\$2,394,671.76	\$2,525,820.03	\$2,664,775.25	\$2,810,661.18
Total RJC	\$15,697,946.27	\$16,559,797.10	\$17,467,641.02	\$18,417,165.68	\$19,422,886.18	\$20,477,544.96	\$21,599,037.20	\$22,787,362.92	\$24,034,829.65
Court	\$23,255,535.90	\$24,529,861.97	\$25,875,315.83	\$27,279,790.36	\$28,769,981.79	\$30,332,542.01	\$31,993,740.36	\$33,753,576.84	\$35,602,371.21
Savings from RJC	\$ (7,557,590) \$	\$ (7,970,065) \$	\$ (8,407,675) \$	\$ (8,862,625) \$	\$ (9,347,096) \$	\$ (9,854,997) \$	\$ (10,394,703) \$	\$ (10,965,214) \$	\$ (11,567,542) \$
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,532,206.01	\$ 12,864,227.54	\$ 12,892,980.08	\$ 13,529,051.43	\$ 14,280,078.17	\$ 15,049,511.53	\$ 15,873,891.41	\$ 16,753,217.79	\$ 17,680,062.98
Cost of non-diversions Court	\$ 10,702,936.68	\$ 11,289,457.98	\$ 11,912,548.84	\$ 12,563,189.24	\$ 13,250,400.66	\$ 13,965,160.87	\$ 14,725,755.41	\$ 15,541,296.45	\$ 16,393,468.51
Savings from RJC	\$ 829,269.33	\$ 874,770.20	\$ 920,331.24	\$ 965,892.19	\$ 1,029,677.52	\$ 1,084,350.67	\$ 1,148,136.00	\$ 1,211,921.33	\$ 1,266,594.48
Savings from reduced days in custody									
Days avoided in custody NPV calculation									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$
Overall savings from RJC	\$ 27,037,422.07	\$ 27,406,336.36	\$ 27,798,385.34	\$ 28,207,774.26	\$ 28,620,459.86	\$ 29,081,698.15	\$ 29,557,608.92	\$ 30,065,334.36	\$ 30,611,988.95



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Detailed Costing - Increased High Complexity Cases by 1%

Savings from RJC - matter complexity	2017	2018	2019	2020	2021	2022	2023	2024	2025
s22 Police Referral	\$3,946,329.24	\$4,163,047.10	\$4,381,178.71	\$4,630,171.68	\$4,882,949.67	\$5,149,060.85	\$5,429,996.47	\$5,726,786.53	\$6,042,271.03
s24A Court referral to Police diversion	\$452,195.62	\$477,025.97	\$503,172.06	\$530,540.59	\$559,508.98	\$589,886.51	\$622,195.01	\$656,428.48	\$692,367.21
s64 Court diversion referral	\$6,944,660.00	\$7,220,826.18	\$7,516,541.96	\$8,030,366.92	\$8,468,937.81	\$8,928,836.26	\$9,417,898.97	\$9,936,945.95	\$10,479,976.74
s75 Restorative Justice Order	\$2,678,077.47	\$2,825,093.91	\$2,980,002.87	\$3,141,896.52	\$3,313,491.89	\$3,493,430.47	\$3,684,753.91	\$3,887,462.22	\$4,100,322.93
s85 Pre-sentence referral	\$1,844,114.65	\$1,945,350.09	\$2,062,019.01	\$2,183,501.04	\$2,281,660.49	\$2,405,565.20	\$2,537,309.95	\$2,676,884.72	\$2,823,468.70
Total RJC	\$15,765,577.06	\$16,631,143.25	\$17,542,914.62	\$18,496,476.76	\$19,506,548.85	\$20,565,771.30	\$21,692,094.31	\$22,885,517.90	\$24,138,396.61
Cost	\$23,371,835.81	\$24,854,858.92	\$26,006,979.99	\$27,418,526.00	\$28,916,324.36	\$30,486,862.87	\$32,156,511.21	\$33,925,269.99	\$35,783,522.70
Savings from RJC	\$ (7,606,259) \$	\$ (8,023,516) \$	\$ (8,464,065) \$	\$ (8,922,049) \$	\$ (9,409,776) \$	\$ (9,921,092) \$	\$ (10,464,417) \$	\$ (11,039,752) \$	\$ (11,645,126) \$
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,551,159.37	\$ 12,175,317.78	\$ 12,855,028.70	\$ 13,582,834.25	\$ 14,296,571.24	\$ 15,077,030.35	\$ 15,885,190.52	\$ 16,766,512.71	\$ 17,675,735.95
Cost of non-diversions Court	\$ 10,712,837.85	\$ 11,309,459.69	\$ 11,925,579.28	\$ 12,577,629.87	\$ 13,257,791.52	\$ 13,983,567.49	\$ 14,746,166.71	\$ 15,563,803.56	\$ 16,409,141.47
Savings from RJC	\$ 838,321.52	\$ 865,650.49	\$ 929,443.43	\$ 975,004.38	\$ 1,038,789.71	\$ 1,093,462.86	\$ 1,139,023.81	\$ 1,202,009.14	\$ 1,266,594.48
Savings from reduced days in custody									
Days avoided in custody NPV calculation									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)	\$ (1,304.83)
Savings from days in custody avoided	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$
Overall savings from RJC	\$ 27,078,979.00	\$ 27,469,899.35	\$ 27,845,663.72	\$ 28,258,086.63	\$ 28,682,020.17	\$ 29,138,670.49	\$ 29,636,434.86	\$ 30,147,984.72	\$ 30,689,573.39



20250904: An updated financial and revenue projection (PWC) covering the period from 2020 to 2025. Management's estimate of the NPV of savings from RJC diversions and reduced days in custody. The NPV calculation is based on a 5% discount rate. The NPV calculation is based on a 5% discount rate. The NPV calculation is based on a 5% discount rate.

Net Present Value Analysis and Breakeven Analysis

	3%	5%	10%			
NPV from 2020 to 2024						
NPV (overall savings)	(\$133,474,714.22)	(\$128,102,630.85)	(\$110,247,249.93)			
Savings per young person diverted RJC	(\$15,821,971)	(\$14,948,161)	(\$13,068,666)			
Savings per days per young person in custody avoided	(\$1,714,941)	(\$1,620,231)	(\$1,416,511)			
From 2020 to 2024						
NPV (overall savings)	(\$133,115,204.88)	(\$126,754,829.92)	(\$105,954,401.57)			
Savings per young person diverted RJC	(\$15,841,331)	(\$14,966,661)	(\$13,085,141)			
Savings per days per young person in custody avoided	(\$1,710,331)	(\$1,615,891)	(\$1,412,751)			
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,480,043.49	\$9,636,544.58	\$9,838,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,922,043.24)	(\$9,409,776.11)	(\$9,521,031.57)	(\$10,464,416.90)	(\$11,039,752.09)	(\$11,645,125.09)
Costs/(savings) from diversions from court	\$975,004.38	\$1,039,789.71	\$1,093,462.86	\$1,139,023.81	\$1,202,809.14	\$1,266,594.48
Break Even	\$1,282,265.86	\$1,099,057.09	\$868,915.86	\$613,565.10	\$350,489.20	(\$1,149,320.90)

APP 2021-4059

APP2021-4059 is a research document and a financial model prepared by the Pennsylvania Department of Corrections (DOC) in cooperation with the Pennsylvania State Auditor General's Office. The model is based on historical data and assumptions regarding future trends. It is not intended to be used as a basis for decision-making. The model is subject to change and should not be relied upon for any specific purpose. The model is the property of the Pennsylvania Department of Corrections and should not be distributed or used without the express written permission of the Pennsylvania Department of Corrections. © 2021 Pennsylvania Department of Corrections.

Detailed Costing - Increased Section 22 Referrals by 1%

Savings from RJC - <i>trialer compliance</i>	2017	2018	2019	2020	2021	2022	2023	2024	2025
\$22 Police Referral	\$3,923,649.74	\$4,139,123.27	\$4,373,695.10	\$4,622,668.70	\$4,882,897.62	\$5,158,915.50	\$5,451,393.91	\$5,760,722.85	\$6,089,150.09
\$244 Court referral to Police diversion	\$449,478.29	\$474,193.54	\$501,037.81	\$529,560.60	\$559,370.49	\$590,969.69	\$624,465.01	\$659,915.83	\$697,543.67
\$164 Court diversion referral	\$6,806,659.65	\$7,174,254.04	\$7,581,081.23	\$8,012,279.91	\$8,463,491.73	\$8,941,623.23	\$9,448,676.95	\$9,984,652.91	\$10,554,101.66
\$175 Restorative Justice Order	\$2,660,733.58	\$2,806,840.64	\$2,966,012.20	\$3,134,705.68	\$3,311,237.93	\$3,498,301.64	\$3,696,678.55	\$3,906,368.68	\$4,129,163.31
\$165 Pre-sentence referral	\$1,002,217.35	\$1,032,799.84	\$2,042,404.91	\$2,169,569.13	\$2,260,129.88	\$2,408,942.35	\$2,545,545.59	\$2,689,939.59	\$2,843,365.99
Total RJC	\$15,067,016.58	\$16,527,177.32	\$17,464,231.25	\$18,457,774.90	\$19,497,217.65	\$20,598,652.60	\$21,766,780.00	\$23,001,599.86	\$24,313,314.92
Court	\$23,211,585.08	\$24,485,615.97	\$25,874,682.82	\$27,345,607.44	\$28,885,532.34	\$30,517,528.61	\$32,247,971.75	\$34,076,861.75	\$36,020,787.73
Savings from RJC	\$(7,544,566)	\$(7,958,439)	\$(8,410,452)	\$(8,887,833)	\$(9,388,315)	\$(9,918,876)	\$(10,481,192)	\$(11,075,262)	\$(11,707,473)

Savings from RJC - diversions	2017	2018	2019	2020	2021	2022	2023	2024	2025
Cost of non-diversions RJC	\$11,508,696.56	\$12,137,437.71	\$12,820,951.99	\$13,568,939.42	\$14,315,251.23	\$15,126,236.19	\$15,991,894.27	\$16,884,888.94	\$17,869,005.51
Cost of non-diversions Court	\$10,679,487.23	\$11,262,667.41	\$11,900,390.75	\$12,574,822.85	\$13,285,573.70	\$14,041,885.51	\$14,834,646.08	\$15,672,967.61	\$16,565,962.27
Savings from RJC	\$829,209.33	\$874,770.28	\$920,331.24	\$964,116.57	\$1,029,677.52	\$1,084,350.67	\$1,157,248.19	\$1,211,921.33	\$1,303,043.24

Savings from reduced days in custody	2017	2018	2019	2020	2021	2022	2023	2024	2025
Days avoided in custody (NPV calculation)									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)

Overall savings from RJC	\$27,026,398.94	\$27,394,710.13	\$27,801,162.10	\$28,214,757.73	\$28,659,789.94	\$29,145,567.12	\$29,634,985.33	\$30,174,382.33	\$30,715,471.34
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Detailed Costing - Increased Section 24A Referrals by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
\$22 Police Referral	\$3,923,849.74	\$4,139,123.27	\$4,366,849.55	\$4,605,918.17	\$4,869,391.54	\$5,125,314.43	\$5,405,640.09	\$5,702,716.27	\$6,018,542.99
\$24A Court referral to Police diversion	\$443,478.29	\$474,169.54	\$500,243.51	\$527,634.78	\$556,660.47	\$587,138.46	\$619,250.97	\$653,278.99	\$689,222.82
\$16A Court diversion referral	\$6,800,699.85	\$7,174,254.04	\$7,568,799.28	\$7,983,367.67	\$8,422,287.55	\$8,883,778.76	\$9,369,641.45	\$9,884,426.38	\$10,428,133.54
\$175 Restorative Justice Order	\$2,660,773.58	\$2,806,840.64	\$2,961,197.16	\$3,123,382.47	\$3,295,109.68	\$3,475,675.22	\$3,665,762.66	\$3,867,163.32	\$4,079,877.19
\$165 Pre-sentence referral	\$1,842,217.15	\$1,932,799.84	\$2,039,090.83	\$2,150,778.36	\$2,269,025.03	\$2,393,360.81	\$2,524,255.74	\$2,662,941.43	\$2,809,417.89
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,436,180.33	\$18,391,082.44	\$19,402,474.27	\$20,465,267.68	\$21,584,550.81	\$22,770,526.39	\$24,023,194.43
Court	\$23,211,505.08	\$24,485,615.97	\$25,831,888.12	\$27,247,160.57	\$28,744,290.78	\$30,320,634.88	\$31,978,836.74	\$33,735,485.47	\$35,590,581.05
Savings from RJC	\$ (7,544,566) \$	(7,958,439) \$	(8,395,708) \$	(8,856,078) \$	(9,341,817) \$	(9,855,367) \$	(10,394,286) \$	(10,964,959) \$	(11,567,387) \$
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,508,696.56	\$ 12,074,377.11	\$ 12,617,399.80	\$ 13,133,378.47	\$ 14,251,465.89	\$ 15,026,002.08	\$ 15,895,211.42	\$ 16,729,981.70	\$ 17,669,425.13
Cost of non-diversions Court	\$ 10,679,487.23	\$ 11,262,667.42	\$ 11,882,296.37	\$ 12,529,261.89	\$ 13,221,788.37	\$ 13,941,651.42	\$ 14,707,075.42	\$ 15,516,060.37	\$ 16,374,606.27
Savings from RJC	\$ 829,209.33	\$ 874,719.29	\$ 925,443.43	\$ 984,116.57	\$ 1,029,677.52	\$ 1,084,350.67	\$ 1,148,136.00	\$ 1,211,921.33	\$ 1,284,818.86
Savings from reduced days in custody									
Days avoided in custody NPV calculation									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$	(20,311,041.77) \$
Overall savings from RJC	\$ 27,026,398.94	\$ 27,394,710.13	\$ 27,777,306.13	\$ 28,183,003.32	\$ 28,629,180.75	\$ 29,082,054.30	\$ 29,557,191.70	\$ 30,064,079.52	\$ 30,593,609.55



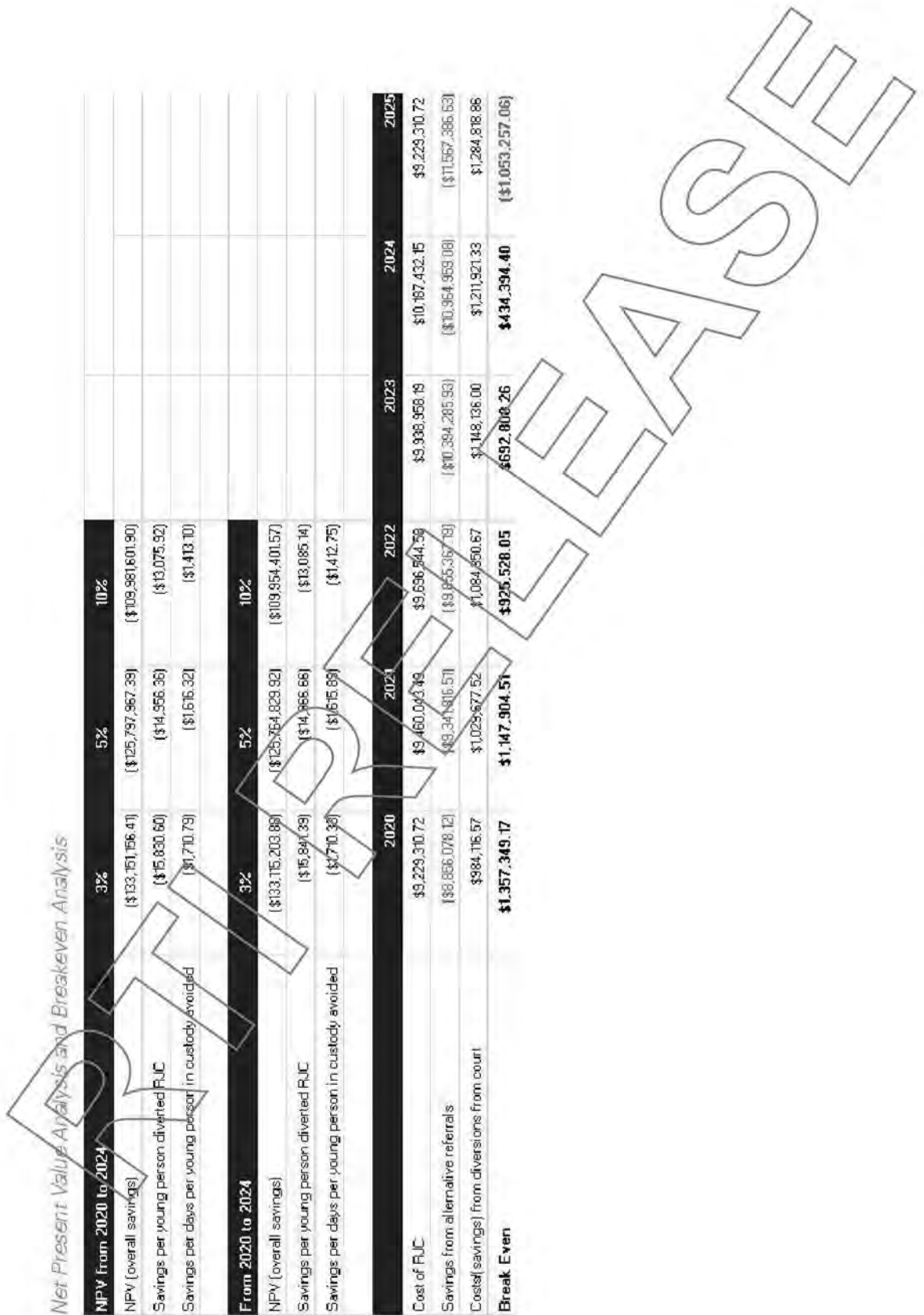
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APP2021-4059 NPV is an estimate of savings and is based on the 2018 NPV savings of \$10,000,000. The savings are based on the assumption that the savings are realized over the 5-year period. The savings are based on the assumption that the savings are realized over the 5-year period. The savings are based on the assumption that the savings are realized over the 5-year period. The savings are based on the assumption that the savings are realized over the 5-year period.

Net Present Value Analysis and Breakeven Analysis

	NPV from 2020 to 2024					
	3%	5%	10%			
NPV (overall savings)	(\$133,151,156.41)	(\$125,797,967.39)	(\$109,981,601.90)			
Savings per young person diverted RJC	(\$15,830.60)	(\$14,956.36)	(\$13,075.92)			
Savings per days per young person in custody avoided	(\$1,710.79)	(\$1,616.32)	(\$1,413.10)			
From 2020 to 2024						
	3%	5%	10%			
NPV (overall savings)	(\$133,115,203.89)	(\$125,764,829.92)	(\$109,954,401.57)			
Savings per young person diverted RJC	(\$15,894.39)	(\$14,966.66)	(\$13,085.14)			
Savings per days per young person in custody avoided	(\$1,710.38)	(\$1,615.99)	(\$1,412.75)			
2020-2025						
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,460,043.93	\$9,636,944.59	\$9,936,956.19	\$10,167,432.15	\$9,229,310.72
Savings from alternative referrals	188,856,078.12	189,347,816.51	189,855,357.18	190,394,285.93	190,964,969.08	191,567,386.63
Costs (savings) from diversions from court	\$984,116.57	\$1,025,677.62	\$1,064,950.67	\$1,148,136.00	\$1,211,921.33	\$1,284,818.86
Break Even	\$1,357,349.17	\$1,147,904.51	\$925,528.05	\$692,808.26	\$434,394.40	(\$1,053,257.06)



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Detailed Costing - Increased Section 164 Referrals by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
s22 Police Referral	\$3,923,649.74	\$4,139,123.27	\$4,371,347.33	\$4,614,914.72	\$4,873,992.07	\$5,146,562.74	\$5,434,043.37	\$5,740,715.11	\$6,061,066.23
s24A Court referral to Police diversion	\$449,478.29	\$474,153.54	\$500,756.51	\$528,660.79	\$560,344.48	\$589,667.18	\$622,969.29	\$657,623.42	\$694,320.65
s16A Court diversion referral	\$6,808,899.83	\$7,174,254.04	\$7,576,530.48	\$7,998,820.07	\$8,448,029.33	\$8,920,432.19	\$9,419,754.72	\$9,950,002.05	\$10,505,166.48
s17S Restorative Justice Order	\$2,660,773.58	\$2,806,840.64	\$2,964,220.91	\$3,128,438.95	\$3,308,190.45	\$3,490,012.17	\$3,685,965.34	\$3,882,613.48	\$4,110,011.32
s18S Pre-sentence referral	\$1,632,217.15	\$1,932,793.84	\$2,041,173.29	\$2,164,943.27	\$2,279,964.97	\$2,403,234.03	\$2,537,754.82	\$2,680,605.42	\$2,830,168.69
Total RJC	\$15,667,046.58	\$16,527,177.32	\$17,454,029.51	\$18,426,778.80	\$19,461,521.29	\$20,549,008.32	\$21,700,087.54	\$22,921,759.40	\$24,200,723.37
Court	\$23,211,505.08	\$24,405,615.97	\$25,850,093.72	\$27,299,571.75	\$28,833,121.16	\$30,445,287.34	\$32,149,524.88	\$33,958,584.80	\$35,853,340.57
Savings from RJC	\$ (7,544,566) \$	\$ (7,878,439) \$	\$ (8,404,065) \$	\$ (8,872,793) \$	\$ (9,371,600) \$	\$ (9,895,479) \$	\$ (10,449,437) \$	\$ (11,036,825) \$	\$ (11,652,617) \$
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,508,836.56 \$	\$ 12,131,437.10 \$	\$ 12,820,851.99 \$	\$ 13,551,602.85 \$	\$ 14,297,026.85 \$	\$ 15,089,787.42 \$	\$ 15,937,221.13 \$	\$ 16,848,440.18 \$	\$ 17,777,883.60 \$
Cost of non-diversions Court	\$ 10,679,487.23 \$	\$ 11,267,667.42 \$	\$ 11,897,489.56 \$	\$ 12,566,598.47 \$	\$ 13,268,237.19 \$	\$ 14,005,436.75 \$	\$ 14,789,085.13 \$	\$ 15,616,294.46 \$	\$ 16,493,064.75 \$
Savings from RJC	\$ 829,209.33 \$	\$ 874,778.28 \$	\$ 929,443.43 \$	\$ 975,004.38 \$	\$ 1,038,789.71 \$	\$ 1,084,350.67 \$	\$ 1,148,136.00 \$	\$ 1,230,145.71 \$	\$ 1,284,918.86 \$
Savings from reduced days in custody									
Days avoided in custody NPV calculation									
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$
Overall savings from RJC	\$ 27,026,398.94 \$	\$ 27,394,710.13 \$	\$ 27,785,663.55 \$	\$ 28,208,830.34 \$	\$ 28,643,951.92 \$	\$ 29,122,710.12 \$	\$ 29,612,343.11 \$	\$ 30,117,721.37 \$	\$ 30,678,840.12 \$

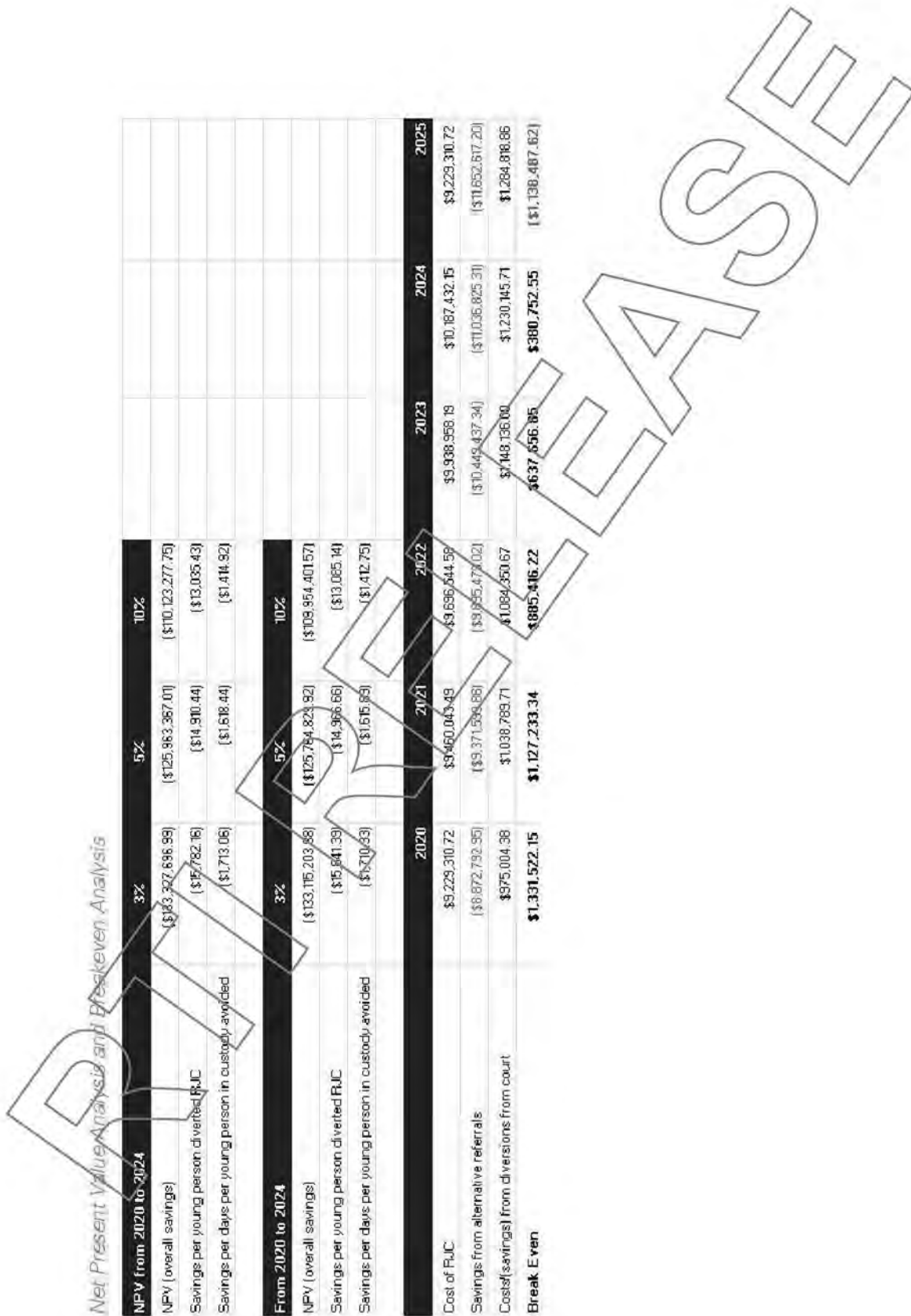
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Net Present Value Analysis and Break-Even Analysis

	3%		5%	10%		
NPV from 2020 to 2024						
NPV (overall savings)	(\$183,327,696.99)	(\$125,963,367.01)	(\$110,123,277.75)			
Savings per young person diverted RJC	(\$15,782.16)	(\$14,310.44)	(\$13,035.43)			
Savings per days per young person in custody avoided	(\$1,713.06)	(\$1,618.44)	(\$1,414.52)			
From 2020 to 2024						
	3%	5%	10%			
NPV (overall savings)	(\$133,115,203.68)	(\$125,784,823.92)	(\$109,954,401.57)			
Savings per young person diverted RJC	(\$15,841.39)	(\$14,366.66)	(\$13,065.14)			
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,615.89)	(\$1,412.75)			
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,660,043.49	\$9,696,644.59	\$9,938,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,872,732.95)	(\$9,371,594.88)	(\$9,955,477.02)	(\$10,449,437.34)	(\$11,036,825.31)	(\$11,652,617.20)
Costs(savings) from diversions from court	\$975,004.38	\$1,038,789.71	\$1,084,650.67	\$7,148,136.00	\$1,230,145.71	\$1,284,818.86
Break Even	\$1,331,522.15	\$1,127,233.34	\$885,416.22	\$637,656.85	\$380,752.55	(\$1,138,487.62)



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Detailed Costing / Increased Section 165 Referrals by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
s22 Police Referral	\$3,923,690.74	\$4,139,123.27	\$4,366,849.55	\$4,605,919.17	\$4,859,391.54	\$5,125,314.43	\$5,410,137.86	\$5,707,214.05	\$6,019,800.1
s24A Court referral to Police diversion	\$449,479.29	\$474,159.54	\$500,243.51	\$527,634.73	\$556,660.47	\$587,138.48	\$619,763.87	\$653,791.99	\$689,599.5
s164 Court diversion referral	\$6,800,599.83	\$7,174,254.04	\$7,568,799.23	\$7,983,357.67	\$8,422,287.55	\$8,883,778.75	\$9,377,372.65	\$9,892,157.58	\$10,433,862.2
s175 Restorative Justice Order	\$2,690,773.53	\$2,806,940.64	\$2,961,197.16	\$3,123,392.47	\$3,295,109.68	\$3,475,675.22	\$3,668,786.41	\$3,870,187.06	\$4,082,119.1
s185 Pre-sentence referral	\$1,832,217.15	\$1,892,799.84	\$2,039,090.83	\$2,150,776.38	\$2,269,025.03	\$2,393,360.81	\$2,526,338.19	\$2,665,023.83	\$2,810,961.1
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,436,180.33	\$18,391,082.44	\$19,402,474.27	\$20,465,267.68	\$21,602,398.99	\$22,788,374.57	\$24,036,342.35
Court	\$23,211,585.08	\$24,485,816.97	\$25,834,888.12	\$27,247,160.57	\$28,744,290.78	\$30,320,634.88	\$32,005,042.33	\$33,761,691.06	\$35,610,411.15
Savings from RJC	\$(7,544,566)	\$(7,958,639)	\$(8,398,708)	\$(8,856,078)	\$(9,341,817)	\$(9,855,367)	\$(10,402,643)	\$(10,973,316)	\$(11,574,069)
Savings from RJC - diversions									
Cost of non-diversions RJC	\$11,508,696.53	\$12,137,437.70	\$12,811,739.80	\$13,513,378.47	\$14,251,465.83	\$15,026,002.08	\$15,864,323.61	\$16,739,093.89	\$17,659,425.1
Cost of non-diversions Court	\$10,679,487.20	\$11,262,667.42	\$11,882,296.37	\$12,529,261.83	\$13,221,788.37	\$13,941,651.42	\$14,725,299.80	\$15,527,172.53	\$16,383,718.4
Savings from RJC	\$829,209.33	\$874,770.28	\$929,443.43	\$984,116.57	\$1,029,677.52	\$1,084,350.67	\$1,139,023.81	\$1,211,921.33	\$1,275,706.67
Savings from reduced days in custody									
Days avoided in custody NPV calculation	15566	15566	15566	15566	15566	15566	15566	15566	15566
Days avoided	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Cost of detention	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)
Savings from days in custody avoided	\$27,026,398.94	\$27,394,710.13	\$27,777,306.13	\$28,163,003.32	\$28,623,190.75	\$29,092,058.30	\$29,574,651.31	\$30,072,436.93	\$30,609,403.91
Overall savings from RJC									

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Net Present Value Analysis and Break-even Analysis

	3%	5%	10%			
NPV from 2020 to 2024						
NPV (overall savings)	(\$193,173,887.11)	(\$125,818,887.93)	(\$109,998,723.18)			
Savings per young person diverted RJC	(\$15,825.77)	(\$14,951.74)	(\$13,071.74)			
Savings per days per young person in custody avoided	(\$1,711.09)	(\$1,616.59)	(\$1,413.32)			
From 2020 to 2024						
NPV (overall savings)	(\$133,115,203.68)	(\$125,764,829.92)	(\$109,954,401.57)			
Savings per young person diverted RJC	(\$15,841.39)	(\$14,966.66)	(\$13,085.14)			
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,615.89)	(\$1,412.75)			
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,460,043.49	\$9,696,544.56	\$9,938,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,856,078.12)	(\$9,341,816.57)	(\$9,855,367.19)	(\$10,402,643.34)	(\$10,973,316.49)	(\$11,574,068.8)
Costs/(savings) from diversions from court	\$984,116.57	\$1,029,677.52	\$1,084,350.67	\$1,139,023.81	\$1,211,921.33	\$1,275,706.67
Break Even	\$1,357,349.17	\$1,147,904.51	\$925,528.05	\$675,338.66	\$426,036.99	(\$1,069,051.41)

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Detailed Costing / Increased Section 175 Referrals by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
s22 Police Referral	\$3,923,690.74	\$4,139,123.27	\$4,366,849.55	\$4,605,919.17	\$4,859,391.54	\$5,127,464.43	\$5,410,137.86	\$5,707,214.05	\$6,021,040.7
s24A Court referral to Police diversion	\$449,479.29	\$474,159.54	\$500,243.51	\$527,634.73	\$556,660.47	\$587,370.17	\$619,763.87	\$653,791.99	\$689,735.8
s164 Court diversion referral	\$6,800,599.83	\$7,174,254.04	\$7,568,799.23	\$7,983,357.67	\$8,422,287.55	\$8,886,959.21	\$9,377,372.65	\$9,892,157.58	\$10,435,864.7
s175 Restorative Justice Order	\$2,690,773.59	\$2,806,840.64	\$2,961,197.16	\$3,123,392.47	\$3,295,109.68	\$3,476,907.63	\$3,668,786.41	\$3,870,187.06	\$4,082,900.9
s185 Pre-sentence referral	\$1,832,217.15	\$1,892,799.84	\$2,039,090.83	\$2,150,776.38	\$2,269,025.03	\$2,394,211.64	\$2,526,338.19	\$2,665,023.83	\$2,811,500.2
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,436,180.33	\$18,391,082.44	\$19,402,474.27	\$20,472,913.12	\$21,602,398.99	\$22,788,374.57	\$24,041,042.81
Court	\$23,211,585.08	\$24,485,816.97	\$25,834,888.12	\$27,247,160.57	\$28,744,290.78	\$30,330,251.37	\$32,005,042.33	\$33,761,691.06	\$35,616,786.86
Savings from RJC	\$(7,544,566)	\$(7,958,639)	\$(8,398,708)	\$(8,856,078)	\$(9,341,817)	\$(9,857,338)	\$(10,402,643)	\$(10,973,316)	\$(11,575,744)
Savings from RJC - diversions									
Cost of non-diversions RJC	\$11,508,686.53	\$12,137,437.70	\$12,811,739.80	\$13,513,378.47	\$14,251,465.83	\$15,035,114.27	\$15,864,323.61	\$16,739,093.89	\$17,659,425.1
Cost of non-diversions Court	\$10,679,487.20	\$11,262,667.42	\$11,882,296.37	\$12,529,261.83	\$13,221,788.37	\$13,950,763.61	\$14,725,299.80	\$15,527,172.55	\$16,383,718.4
Savings from RJC	\$829,209.33	\$874,770.28	\$929,443.43	\$984,116.57	\$1,029,677.52	\$1,084,350.67	\$1,139,023.81	\$1,211,921.33	\$1,275,706.67
Savings from reduced days in custody									
Days avoided in custody NPV calculation	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)	\$(20,311,041.77)
Overall savings from RJC	\$27,026,398.94	\$27,394,710.13	\$27,777,306.13	\$28,183,003.32	\$28,623,180.75	\$29,094,029.35	\$29,546,651.31	\$30,072,436.93	\$30,611,079.15

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Net Present Value Analysis and Break-even Analysis

	3%	5%	10%			
NPV from 2020 to 2024						
NPV (overall savings)	(\$133,175,690.90)	(\$125,820,590.60)	(\$110,000,204.06)			
Savings per young person diverted RJC	(\$15,824.11)	(\$14,950.17)	(\$13,070.37)			
Savings per days per young person in custody avoided	(\$1,711.11)	(\$1,616.61)	(\$1,413.34)			
From 2020 to 2024						
NPV (overall savings)	(\$133,115,203.68)	(\$125,764,829.92)	(\$109,954,401.57)			
Savings per young person diverted RJC	(\$15,841.39)	(\$14,966.66)	(\$13,085.14)			
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,615.81)	(\$1,412.75)			
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,460,043.49	\$9,696,544.56	\$9,938,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,856,078.12)	(\$9,341,816.57)	(\$9,857,338.26)	(\$10,402,643.34)	(\$10,973,316.49)	(\$11,575,744.00)
Costs/(savings) from diversions from court	\$984,116.57	\$1,029,677.52	\$1,084,350.67	\$1,139,023.81	\$1,211,921.33	\$1,275,706.67
Break Even	\$1,357,349.17	\$1,147,904.51	\$923,657.00	\$675,338.66	\$426,036.99	(\$1,070,726.66)

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Detailed Costing / Increased Court Referrals by 1%

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Savings from RJC - matter complexity									
s22 Police Referral	\$3,923,690.74	\$4,139,123.27	\$4,391,355.06	\$4,663,016.31	\$4,944,251.39	\$5,248,173.13	\$5,569,754.82	\$5,910,434.63	\$6,271,122.1
s24A Court referral to Police diversion	\$449,479.29	\$474,159.54	\$503,048.92	\$534,176.23	\$566,384.03	\$601,208.48	\$638,039.99	\$677,070.51	\$718,393.5
s164 Court diversion referral	\$6,800,599.83	\$7,174,254.04	\$7,611,181.35	\$8,082,406.32	\$8,569,446.90	\$9,096,513.78	\$9,653,680.77	\$10,244,320.75	\$10,869,611.1
s175 Restorative Justice Order	\$2,660,773.59	\$2,806,940.64	\$2,977,776.10	\$3,162,147.13	\$3,352,685.27	\$3,558,900.95	\$3,776,880.55	\$4,007,964.65	\$4,252,803.9
s185 Pre-sentence referral	\$1,832,217.15	\$1,992,799.84	\$2,050,507.45	\$2,177,464.74	\$2,308,671.45	\$2,450,671.22	\$2,600,773.54	\$2,759,698.25	\$2,928,357.1
Total RJC	\$15,667,018.58	\$16,527,177.32	\$17,533,868.89	\$18,619,210.73	\$19,741,439.04	\$20,955,465.54	\$22,239,129.69	\$23,599,689.03	\$25,040,088.74
Court	\$23,211,585.08	\$24,485,916.97	\$25,876,370.67	\$27,585,295.87	\$29,246,738.71	\$31,046,192.14	\$32,947,313.42	\$34,963,480.67	\$37,097,924.87
Savings from RJC	\$ (7,544,566) \$	\$ (7,958,739) \$	\$ (8,442,502) \$	\$ (8,966,085) \$	\$ (9,505,300) \$	\$ (10,090,717) \$	\$ (10,708,184) \$	\$ (11,363,792) \$	\$ (12,057,836) \$
Savings from RJC - diversions									
Cost of non-diversions RJC	\$ 11,508,696.53	\$ 12,137,437.70	\$ 12,884,637.32	\$ 13,686,510.03	\$ 14,497,495.04	\$ 15,390,489.70	\$ 16,338,157.51	\$ 17,340,498.46	\$ 18,397,512.5
Cost of non-diversions Court	\$ 10,679,487.23	\$ 11,262,667.42	\$ 11,946,081.79	\$ 12,684,169.13	\$ 13,458,705.32	\$ 14,278,602.46	\$ 15,153,572.75	\$ 16,083,016.18	\$ 17,067,132.7
Savings from RJC	\$ 829,209.33	\$ 874,770.28	\$ 938,555.67	\$ 1,002,340.95	\$ 1,038,789.71	\$ 1,111,887.24	\$ 1,184,584.76	\$ 1,257,482.28	\$ 1,330,379.81
Savings from reduced days in custody									
Days avoided in custody NPV calculation	15566	15566	15566	15566	15566	15566	15566	15566	15566
Days avoided	15566	15566	15566	15566	15566	15566	15566	15566	15566
Cost of detention	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83	\$1,304.83
Savings from days in custody avoided	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$	\$ (20,311,041.77) \$
Overall savings from RJC	\$ 27,026,398.94	\$ 27,394,710.13	\$ 27,814,987.93	\$ 28,274,785.95	\$ 28,777,551.73	\$ 29,290,071.13	\$ 29,834,640.74	\$ 30,417,351.13	\$ 31,038,498.09

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Net Present Value Analysis and Break-even Analysis

	3%	5%	10%			
NPV from 2020 to 2024						
NPV (overall savings)	(\$134,127,381.49)	(\$126,710,143.31)	(\$110,757,758.40)			
Savings per young person diverted RJC	(\$15,561.83)	(\$14,701.26)	(\$12,850.42)			
Savings per days per young person in custody avoided	(\$1,723.34)	(\$1,628.04)	(\$1,423.07)			
From 2020 to 2024						
NPV (overall savings)	(\$133,115,203.68)	(\$125,764,820.92)	(\$109,954,401.57)			
Savings per young person diverted RJC	(\$15,841.39)	(\$14,966.66)	(\$13,085.14)			
Savings per days per young person in custody avoided	(\$1,710.33)	(\$1,615.81)	(\$1,412.75)			
	2020	2021	2022	2023	2024	2025
Cost of RJC	\$9,229,310.72	\$9,460,043.49	\$9,696,544.56	\$9,938,958.19	\$10,187,432.15	\$9,229,310.72
Savings from alternative referrals	(\$8,966,085.13)	(\$9,505,299.67)	(\$10,090,716.60)	(\$10,708,193.73)	(\$11,363,791.64)	(\$12,057,836.1)
Costs/(savings) from diversions from court	\$1,002,340.95	\$1,038,789.71	\$1,111,687.24	\$1,184,994.75	\$1,257,482.28	\$1,330,379.8
Break Even	\$1,265,566.54	\$993,533.53	\$717,515.22	\$415,359.22	\$81,122.79	(\$1,498,145.60)

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Appendix G– Youth Justice Programs

YJ programs - South East Queensland

Location	Program Name	Program Description	Criminogenic Needs Addressing
Gold Coast	Aggression Replacement Training® (ART®)	<p>ART® is a multi-modal, cognitive-behavioural intervention to help young people learn positive social skills, better manage their anger and develop their moral reasoning ability.</p> <p>ART® is targeted at chronically aggressive youth with a moderate to high level of risk (or moderate to high risk in the personality/behaviour domain) and the ability to work in a group context with other young people.</p>	<p>Personality/ Behaviour Peer Relations Attitudes/ Orientation</p>
Gold Coast	Individual Anger Management Sessions	Content taken from ART® is used to deliver individual session to young people. Sessions are aimed at aggressive young people with a moderate to high risk level (or moderate to high risk in the personality/behaviour domain).	<p>Personality/ Behaviour Peer Relations Attitudes/ Orientation</p>
Gold Coast	Changing Habits and Reaching Targets (CHART)	<p>CHART is a program targeted at young people assessed as moderate to high risk of re-offending (using the YLS/CMI). The primary goal is to directly address the thinking and behaviours that lead to offending and to investigate new ways to think and act.</p> <p>CHART consists of six introductory and six discretionary modules that are structured into discrete sessions. The program is manualised with worksheets, however the method of delivery should be responsive to young person's needs.</p>	<p>Personality/ Behaviour Attitudes/ Orientation Multiple other dependent on discretionary modules used</p>
Gold Coast	Emotional Regulation and Impulse Control (ERIC)	<p>ERIC is a trans-diagnostic intervention that aims to address difficulties with Emotion Regulation and Impulse Control in young people who have substance use problems and mental health concerns.</p> <p>ERIC specifically teaches adolescents and young adults how to regulate their emotions and manage impulsivity, two areas associated with healthy emotional development and maintenance of good mental health and wellbeing.</p>	<p>Personality/ Behaviour, Attitudes/ Orientation</p>
Gold Coast	Leaning Hubs (DET)	<p>This program is delivered by a qualified teacher, linked specifically to Youth Justice and only delivered to Youth Justice clients.</p> <p>Use of BKSB to assess academic level of youth and is delivered both in small group and on an individual basis.</p> <p>Focused on bridging developmental gaps, including with respect to social skills required to cope with returning to school. Has further transition support available.</p>	<p>Education/ employment Peer Relations Personality/ Behaviour Attitudes/ Orientation</p>
Gold Coast	LOVE BITES	<p>Love Bites is a Domestic and Family Violence and Sexual Assault prevention program.</p> <p>It consists of interactive education workshops on Domestic and Family Violence and Sexual Assault followed by a creative workshop that consolidates the information learnt.</p>	<p>Attitudes/ Orientation</p>

Location	Program Name	Program Description	Criminogenic Needs Addressing
Gold Coast	Men's Project	<p>A group program targeted at moderate to high-risk young people on Youth Justice orders who identify as male. The program is built in line with the evidence based research which aims to increase a young person's developmental assets by providing the participants with the 'tools' to make healthier choices thereby reducing risky behaviours. The program is designed to include experiential learning, skills streaming and psycho-educational components, having a strong emphasis on all aspects of Relationships such as sexting, consent, domestic violence awareness, sexual health, gender stereotypes and sexual respect. The program also includes other workshops on violence, mental health and drug and alcohol awareness and focuses on incorporating the inclusion of local community providers where possible to increase exposure and accessibility to youth services where possible.</p> <p>Target group: Males 15 years above- moderate to high risk young people. 4 sessions a week over 4 weeks.</p>	Attitudes/ Orientation Gender Specific
Gold Coast	Motor Vehicle Offending Program (MVOP)	MVOP is targeted at young people over the age of 15 and aims to challenge participants distorted cognitions, explore their thoughts and feelings linked to their offending, and increase their self-reflection and insight. MVOP is delivered in a group format.	Offence Specific.
Gold Coast	Re-Navigating Anger and Guilty emotions	<p>R.A.G.E is a purchased manualised program, delivered as six sessions of two hours duration, usually one session per week. R.A.G.E is considered as psycho-educational, exploring the emotion of anger, how to recognise it, how it can lead to cycles of getting into trouble, how it relates to the emotion of guilt, and the promotion of healthy habits.</p> <p>R.A.G.E includes aspects of narrative therapy, using story to elicit understanding and group discussion and allows for flexible and fast paced delivery through various activities. R.A.G.E was originally designed to prevent adolescent violence toward parents, however is also commonly referred to as a general anger management program with promising application in pre-teen cohorts with attention deficit problems.</p>	Personality/ Behaviour Attitudes/ Orientation.
Gold Coast	Transition to Success (T2S)	Transition to Success (T2S) is a program delivered by Youth Justice in Queensland. Its mission is to change the story for young people, the community and our organisation. T2S uses a vocational training and therapeutic service model. It is delivered in a community setting to young people aged 15-17 who are involved in the youth justice system or are assessed as being at-risk of entering. This program will be re-implemented during September 2019.	Education/ employment Peer Relations Personality/ Behaviour Leisure/ Recreation
Logan	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Logan	Transition to Success (T2S)	Per earlier description.	Per earlier description.

Location	Program Name	Program Description	Criminogenic Needs Addressing
Logan	Leaning Hubs (DET)	Per earlier description.	Per earlier description
Logan	Pacific Islander Cultural Program	Program incorporates goal setting and sessions to explore the 'story' of the youth – aim of initial sessions is to uncover core values, and teach of traditional values of Pacific island cultures. Program also acts as a mediation between youth and families with the intent to repair harm and improve communication. Aims include getting the young person to a place where they can share their story, clearly articulate what is important to them and their goals for the future. Includes aspects of MI, ACT, RJ (Transformative – exploring systems oppression CALD).	Family/ Parenting Personality/ Behaviour Attitudes/ Orientation
Logan	Lyrical Exploration	A group counselling program that analyses the lyrics to contemporary songs. Targeted at young people 14-18 years old, moderate to high risk. Discussion explores: - perspectives, feelings, beliefs, attitudes - psychological, emotional, behavioural, social issues	Personality/ Behaviour Attitudes/ Orientation
Logan	Integrated Case Management (ICM)	A framework that supports collaborative practice, integrated and intensive case management with both young people and their families/carers. The program has been purposefully designed as a targeted intervention to address the multiple factors that impact on chronic juvenile offending. It combines elements of Multi-Systemic Therapy (MST), Good Lives Model (GLM) and Collaborative Family Work (RIDGES model). ICM targets moderate to high risk clients with a maximum of 5 families per ICM Case Worker. Generally young people are managed under the ICM framework for up to 6 months with the possibility of continued engagement if necessary. The model is delivered 5 days per week (up to 30 hours) and include individual and family sessions and the coordination of other stakeholder services.	Attitudes/ Orientation Family Circumstances/ Parenting Personality/ Behaviour
Redlands	Individual Anger Management Sessions	Per earlier description.	Per earlier description
Redlands	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Redlands	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description
Redlands	Cultural Activities	Individual or group program as required. Focusing on cultural connection and cultural identity for Aboriginal Australian young people through the sharing of local practices and traditions. Can also be adapted as knowledge sharing for non-Aboriginal Australian young people.	Personality/ Behaviour Attitudes/ Orientation

Location	Program Name	Program Description	Criminogenic Needs Addressing
Redlands	Young, Black and Proud (YBP)	YBP is a group program for Aboriginal and/or Torres Strait Islander young people which aims to build positive cultural identity and connection, cultural knowledge and understanding and ability to challenge stereotypes and perceptions.	Personality/Behaviour Attitudes/Orientation
Redlands	Basic Key Skills Builder (bksb®)	bksb® consists of online assessments and resources which are used to assess an individual's working levels in English and Maths, and then improve these levels using targeted resources. Youth workers support young people to complete the bksb® program one-on-one if they are not in school but would benefit from improving their literacy and numeracy skills. The young people who are often engaged in this program are younger clients less than 14 years and 9 months old who have no alternative schooling options available to them.	Education/Employment
Redlands	Touch Rugby Team	This is about to commence as a trial.	Leisure/Recreation

YJ programs - South West Queensland

Location	Program Name	Program Description	Criminogenic Needs Addressing
Cherbourg	LEAP	Adventure based learning program aimed at increasing engagement with the YJSC.	Peers/Relations Leisure/ Recreation Attitudes/ Orientation
Cherbourg	Anger Management Program	A locally developed Anger Management Program designed specifically for Cherbourg young people, including young people with DFV concerns. Designed as a group program, however is currently being delivered on an individual basis. Draws on content from ART, RAGE, ERIC and Healthy relationships and delivered within LEAP principals.	Personality/ Behaviour Attitudes/ Orientation Peer Relations
Cherbourg	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description.
Cherbourg	Yarning Circle	Accessed by young people through Community Partnerships.	Culturally-Specific
Ipswich	You Choose	Preventative program delivered to non-YJ clients in a school setting, predominately to grade 7 (11-13 years old). Offered in schools as an educative program around 'the magic age of 10' and strategies for not getting into trouble with the law. It is typically delivered as 3 sessions (over 3 weeks – and this is how IYJSC have been delivering), with topics also covering cyberbullying (from an offender perspective) and suicide IYJSC structure the sessions so that an entire yr. level (grade 7) all receive the sessions, with groups preferably maxed at 25 students. This means that delivery of each session is done multiple times – often with YJ staff attending the school for a day and delivering 4 times over the day to different groups of students within the year level. Preventative program delivered to non-YJ clients in a school setting, predominately to grade 7 (11-13 years old). Offered in schools as an educative program around 'the magic age of 10' and strategies for not getting into trouble with the law. It is typically delivered as 3 sessions (over 3 weeks – and this is how IYJSC have been delivering), with topics also covering cyberbullying (from an offender perspective) and suicide.	Prior and Current Offences* * preventative/ protective program – not targeted to YJ clients
Ipswich	Victims of Youth Crime Engagement Strategy (VOYCES)	YJ clients assessed as benefiting from a conference style process and otherwise considered as lacking in victim empathy 3 'phases' of the program (Responsibility, Remorse and Reparation) VOYCES is being used in 2 different ways – as a tool for use during pre-conference interviews and as a program in and of itself, where CW's can refer The structure of VOYCES is a minimum of 3 sessions (although this could take up to 9 dependent on client) plus a mock conference process.	Attitudes/ orientation Personality/ behaviour

Location	Program Name	Program Description	Criminogenic Needs Addressing
Ipswich	Specialist Services Regional Psychologist and Regional Speech Pathologist	Youth Justice Clients as referred based on individual assessed need of requiring these specialist services.	Personality/ Behaviour
Ipswich	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Ipswich	Renavigating Angry and Guilty Emotions (RAGE)	R.A.G.E is a manualised program, delivered as six sessions of two hours duration, usually one session per week. Ipswich has many staff who are trained in the delivery of this program. R.A.G.E is considered as psycho-educational, exploring the emotion of anger, how to recognise it, how it can lead to cycles of getting into trouble, how it relates to the emotion of guilt; and the promotion of healthy habits. R.A.G.E includes aspects of narrative therapy, using story to elicit understanding and group discussion and allows for flexible and fast paced delivery through various activities. R.A.G.E was originally designed to prevent adolescent violence toward parents, however is also commonly referred to as a general anger management program with promising application in pre-teen cohorts with attention deficit problems.	Personality/ Behaviour
Ipswich	Transition to Success	Per earlier description.	Per earlier description.
Ipswich	Reaching and Identifying Strengths to Empower (RISE) *Females only	<ul style="list-style-type: none"> • Locally developed program targeted to moderate – high risk female clients, especially those with poor self-esteem. • Borrows content from RAGE, Girls With a Purpose, Love Bites and A.R.T® for an 8 session program (6 weeks of content with an introductory and graduation week), designed as a group-based program with potential for individual application. • Program manual includes suggestion of a framework that incorporates a strengths-based approach, aspects of CBT and motivational interviewing. • The manualised content would require further detailing, however includes: <ul style="list-style-type: none"> • - Positive communication practice • - Exploration of aggression, body signs, triggers and how emotions and thoughts impact on behaviour • - Problem solving activities • - Healthy/unhealthy relationships • - Alcohol and other Drug Use • - Guided reflection/journaling 	Personality/ Behaviour

Location	Program Name	Program Description	Criminogenic Needs Addressing
Ipswich	Under the Hood	<ul style="list-style-type: none"> • Generalised car maintenance program, consisting of 4 – 5 sessions approximately 2 – 2.5 hours in length. • Youth are referred into the program based on interest (including career pathway/job related interest and just general interest in cars) • Initially designed to be a 'pre-certificate' course with potential for RPL of components towards a mechanical trade based certificate. • Workbook developed for youth to work through as part of program content • Aimed to provide both hand skills/job related skills with respect to mechanics, along with more generalised 'life-skills' in relation to car maintenance. • It was noted that while no obvious aspect of program design suggests challenging antisocial thoughts, based on interview with facilitator it is likely that this is occurring through engaging youth in general conversations as part of facilitation 	Education/ Employment Leisure/ Recreation
Ipswich	Woodworking	<ul style="list-style-type: none"> • Program is generally delivered in up to a 4 hour block every week. Youth are referred to the program based on general interest in woodworking (including a stated interest in this as an employment pathway) • Youth commence the program with a general induction (WHandS) and facilitator applies a hands-on/kinaesthetic approach to teaching foundational woodworking skills, including use of tools with a sequenced/up skilling method. This is not manualised, however – with each youth individually assessed as to their current ability and how quickly they demonstrate required skills for certain projects. • Youth individually choose what they want to 'construct' with a problem-solving framework applied as to whether their chosen project is feasible. Program is ongoing, as dependent on individual projects. • Projects can include use of a lathe to make specialty pieces, such as pens. • Projects further include full construction which has included 'cubby-houses' and other small buildings (donated to community agencies) – which crosses into inclusion of youth on Community Service Orders. • It was noted that while there is no clear documented design of this program, interview with the facilitator suggests that through pro-social modelling, challenging of anti-social behaviours and building relationships, a mentoring service may be being delivered. 	Leisure/ Recreation
Ipswich	Individualised Youth Worker Engagement	<ul style="list-style-type: none"> • Youth subject to Conditional Bail Programs and Conditional Release orders are informally matched to Youth Workers within the Interventions/Programs Team for specific interventions as assessed by Case Workers, inclusive of CHART content, individual RAGE sessions and BKSB. • Interviews indicated that youth are scheduled with the same youth worker, where possible for continuity of specific interventions, inclusive of requests based on youth workers and clients working well together on general assistance activities and goal related sessions – indicative of relationships formed • Several staff members are trained to deliver BKSB, however it was unclear if the full program is being consistently delivered, or just aspects of this. 	As individually assessed, inclusive of: Personality/ Behaviour Attitudes/ Orientation Education/ Employment

Location	Program Name	Program Description	Criminogenic Needs Addressing
Toowoomba	You Choose	Per earlier description.	Per earlier description.
Toowoomba	Cultural services	<p>• Overview Toowoomba youth justice offers culturally appropriate and safe services to Aboriginal and/or Torres Strait Islander young people, based on an understanding and development of mutual and respectful relationships between young person and the Aboriginal worker. The services span both statutory and voluntary contexts and are available to young people on an ongoing basis (weekly) and in locations across the Toowoomba service area.</p> <p>First Nations Program Group based program delivered weekly to Aboriginal and/or Torres Strait Islander young people. The purpose of this program is to provide young people with an opportunity to positively connect with culture through exposure to cultural knowledge, skills and guidance by respected persons. The actual content of this program varies based on the needs of the young people who attend, however the purpose of cultural connection (spiritual, land, water, sky, community) is central to this program. Content includes learning skills and the context behind art, artefact making, song, dance, cultural bush knowledge, cultural "stories" and significant local sites.</p> <p>Attendance is voluntary and offered to all Indigenous young people with an interest in exploring and understanding their culture.</p> <p>• Program Development Officer Aunty Peta Richardson is a proud Kamileroi Woman who engages predominately with female Aboriginal clients to provide one-on-one guidance from a positive female, culturally identified role model. Aunty Peta's approach when engaging with young women is based on values of trust and safety. These values support the development of a positive and respectful relationship that Aunty Peta uses to listen to and guide young women to make positive changes in their lives. Some strategies Aunty Peta uses with young women include, teaching cultural knowledge, visual art, and basket weaving.</p> <p>Indigenous youth worker Josh Brown* is a proud Kamileroi man who is an Indigenous Youth Worker engaging with predominately male Aboriginal clients, subject to statutory youth justice interventions. Josh possesses the cultural knowledge and wisdom to teach Indigenous young men the knowledge and skills to make traditional tools, music instruments, dance, song and language from the South West of Queensland. Josh's knowledge and cultural standing allows him to role model pro-social behaviours and make genuine lasting connections with young people characterised by a strong relationships built on mutual trust and respect.</p> <p>*Please note that this information is specific to the individual in the role at time of information collection</p>	Personality/ Behaviour Attitudes/ Orientation

Location	Program Name	Program Description	Criminogenic Needs Addressing
		and it is known that this worker may no longer be available to deliver this service.	
Toowoomba	Betterman	<ul style="list-style-type: none"> Group based program delivered as part of RJ conferencing agreements, however can be delivered on a 1:1 basis. The program is aimed at empowering young men to make positive choices. This is achieved through a strengths based and peer learning approach of exploring and dispelling gender stereotypes and exploring individual values and core beliefs. It is delivered over 8 sessions, approximately 1-1.5 hours each session. Considered as a gendered program, with content able to be adapted to suit female cohorts. 	Attitudes/ Orientation Personality/ Behaviour Peer Relations
Toowoomba	Reboot	Is a program available as part of RJ conferencing processes and agreements. It can teach young people the impact of trauma on brain development and cognitive responses. It is a facilitator led approach to also teaching emotional literacy. Can be delivered within a group setting or 1:1. Currently often delivered as an extended approach to the Betterman program rather than standalone program.	Personality/ Behaviour
Toowoomba	Toowoomba Alternate Learning Earning Support (TALES).	Is an education program collaboratively funded and resourced by Education Queensland and Toowoomba Youth Justice Service Centre. The program targets young people with gaps in literacy and numeracy, and provides support for transition back to school or into employment. TALES operates twice per week from approximately 10am-1pm. TALES uses BKSBS and offers young people individualised curriculum based on the needs and strengths of the young people. Predominately providing young people with 1:1 support, however some group based learning occurs. Elements of teaching social skills within in the context of a school setting.	Education/ Employment
Toowoomba	Basic Key Skills Builder (BKSBS)	Per earlier description.	Per earlier description.
Toowoomba	Specialist Services Regional Psychologist and Regional Speech Pathologist	<ul style="list-style-type: none"> Youth Justice Clients as referred based on individual assessed need of requiring these specialist services. 	Personality/ Behaviour

Location	Program Name	Program Description	Criminogenic Needs Addressing
Toowoomba	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Toowoomba	Renavigating Angry and Guilty Emotions (RAGE)	Per earlier description.	Per earlier description.
Toowoomba	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description.
Toowoomba	See Me Hear Me	Is a manualised (including participant workbook) communication program for young people designed to assist young people to learn about personal, emotional regulation and communication skills. See me, Hear me has 3 modules, designed to be delivered over 5 sessions, approximately 1 hour per session. Sessions explore concepts of self-esteem, emotions, emotional triggers, behavioural responses and communication types and styles. The original program is designed to be delivered in a group setting. Within Toowoomba, the program is delivered 1:1 for approximately 30 minutes.	Personality/ Behaviour Attitudes/ Orientation
Toowoomba	Teenagers Road Accident Group (TRAG)	Is a program aimed at highlighting the awareness of young people to the dangers of modern driving. The program is delivered 1:1 and includes watching a series of videos with the young person. A series of questions are posed with consequential thinking in nature. While this program is available to all staff at Toowoomba YJ, it is not clear if anyone is delivering in full, and appears to be a resource/tool drawn from to inform individualised interventions with clients.	Personality/ Behaviour Attitudes/ Orientation
Toowoomba	It's about Shoes (Victim Empathy program)	Is a program designed as an adjunct to CHART. Designed to explore awareness of impact of offending as it relates to the victim and awareness of empathy. Explores thoughts, feelings and motivation to reparative action. Delivered over 6 sessions 1:1, with each session approximately 30 mins in length, however flexible to individual needs of the participating youth. While this program is available to case worker staff at Toowoomba YJ, it is not clear if anyone is delivering in full, and appears to be a resource/tool drawn from to inform general individualised interventions with clients.	Personality/ Behaviour Attitudes/ Orientation

Location	Program Name	Program Description	Criminogenic Needs Addressing
Toowoomba	Youth Worker Engagement	<p>Youth subject to Conditional Bail Programs, Conditional Release orders and community service orders spend considerable time each week with youth workers. Interviews with several youth workers indicate that it is likely that therapeutic services may be being delivered with a high quality of responsiveness, however unclear program structure.</p> <p>Specific discussions about individual service delivery to clients indicates strong frameworks within staff to build relationship and creatively address needs identified through this relationship and in collaboration with case workers on assessed risk. Several youth workers are trained across multiple program types (BKSB, RAGE, and Reboot) and utilise content knowledge from these programs to inform everyday engagement with youth. Some Youth Workers further use other resources and tools from available programs as mentioned above including ERIC. Specific goal setting, problem solving and informal motivational interviewing based activities were identified and observed during the interview period.</p> <p>Woodwork/CSO/Work Experience Woodwork activities are incorporated into youth worker service delivery, inclusive of mobile ability for construction projects (such as cat scratches and jewellery boxes) to provide service to clients within the broader geographic area. It is noted that although highly skills based in content, the project itself was described by workers as the "tool used to engage with youth in meaningful discussion and challenge antisocial thoughts and behaviours". Previously a trade skills program has been offered and several existing relationships exist within building/construction industry to arrange for work experience opportunities for clients. Documents to support youth workers to engage with youth on specific work experience opportunities have been developed, although would not be considered a consistent service.</p>	As individually assessed, inclusive of: Personality/ Behaviour Attitudes/ Orientation Education/ Employment
Roma	Changing Habits and Reaching Targets – C.H.A.R.T	Per earlier description.	Per earlier description.
Roma	Youth Worker/SSO Engagement	Per earlier description.	Per earlier description
Roma	Specialist Services Regional Psychologist and Regional Speech Pathologist	<ul style="list-style-type: none"> Youth Justice Clients as referred based on individual assessed need of requiring these specialist services. Considering distance, accepted youth are seen when possible on a monthly basis only. 	Personality/ Behaviour Other as individually assessed

Location	Program Name	Program Description	Criminogenic Needs Addressing
Charleville	Changing Habits and Reaching Targets – C.H.A.R.T	Per earlier description.	Per earlier description.
Charleville	Youth Worker Engagement	Per earlier description.	Per earlier description.
Charleville	Specialist Services Regional Psychologist and Regional Speech Pathologist	<ul style="list-style-type: none"> Youth Justice Clients as referred based on individual assessed need of requiring these specialist services. Considering distance, accepted youth are seen when possible on a monthly basis only. 	Personality/ Behaviour Other as individually assessed
Charleville	Youth Engagement Program (YEP)	<ul style="list-style-type: none"> Program delivered in partnership with Queensland Police Service, Lifeline, local school chaplaincy, Rotary and supported by Charleville YJSC youth worker. Predominantly delivered during school holiday periods Program targeted at-risk youth (aged 12-16 years) in St George and surrounding areas to improve self-esteem, create a sense of purpose and generate a learning culture by providing life skills and exercises for personal development to provide pathways and improve school attendance in addition to reducing youth crime. 	Early Intervention service Leisure/ Recreation Personality/ Behaviour

RTI REVIEW

YJ programs – Moreton

Location	Program Name	Program Description	Criminogenic Needs Addressing
Brisbane North	Individual Anger Management Sessions	Per earlier description.	Per earlier description
Brisbane North	Award Development and Accreditation Network (ASDAN) – Supported by Youth Justice	ASDAN is a UK-based education charity and awarding body that provides courses. ASDAN resources include individual student workbooks which are sequential and are recognized by the Queensland Curriculum and Assessment Authority. The local ASDAN school is based at the Zillmere PCYC. The program is a partnership between Education Queensland, Child Safety, Youth Justice, Youth and Family Support Service and Queensland Police. A select group of about eight students attend the program and referrals are decided together by the program partners, who meet every fortnight. A Youth Justice youth worker supports the program four days each week.	Education/ Employment Peer Relations
Brisbane North	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Brisbane North	Integrated Case Management (ICM)	Per earlier description.	Per earlier description
Brisbane North	Positive Recreational Activities	Young people are supported to access positive recreational activities with youth worker support. These involve playing basketball, participating in gym activities and connecting with recreational clubs and organisations.	Leisure/Recreation
Brisbane North	Queensland Pathways State College (QPSC) (Supported by Youth Justice)	QPSC is a group flexi-school program which targets young people aged 15 and over who face significant barriers in accessing mainstream education. The program runs four days each week. QPSC is led by the Department of Education and Training however, a YJSC Youth Justice youth worker attends the Bracken Ridge program to provide assistance. The program works with young people to complete literacy and numeracy booklets at their level with the goal of facilitating pathways to post-school education, training or employment.	Education/ Employment Peer Relations
Brisbane North	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description
Brisbane North	Young, Black and Proud (YBP)	Per earlier description.	Per earlier description
Brisbane South	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description

Location	Program Name	Program Description	Criminogenic Needs Addressing
Brisbane South	Family Mediation	When there is a need, caseworkers work with family units to mediate issues between the young person and their family. Caseworkers facilitate discussions around how the family can improve their communication and relationships.	Family relationships/ circumstances
Brisbane South	Job Search Club	Job Search Club is a six week program run in groups which helps young people to build a resume and conduct job search activities. The program is facilitated by the School Community Industry Partnership Service (SCIPS) with Youth Justice youth worker support.	Education/ employment
Brisbane South	Positive Recreational Activities	The Brisbane South YJSC supports young people to access sustainable, positive recreational activities with youth worker support. These could involve bushwalking, hiking, bike-riding, gym or art.	Leisure/ recreation
Brisbane South	Queensland Pathways State College (QPSC) (Supported by Youth Justice)	Per earlier description.	Per earlier description
Brisbane South	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description
Brisbane South	Young, Black and Proud (YBP)	Per earlier description.	Per earlier description
Caboolture	Basic Key Skills Builder (bksb®)	Per earlier description.	Per earlier description
Caboolture	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Caboolture	Healthy Relationships	The Healthy Lifestyles program is delivered on Wednesdays and Fridays each week by two youth workers, with support from community partners. On Fridays, Lives Lived Well present on topics which the young people express an interest in however, their predominant focus is on substance use. The group attends the Deception Bay PCYC for an hour of personal training each session.	Leisure/Recreation Substance Use Peer Relations
Caboolture	Independent Living	The Independent Living program is delivered on Thursdays each week by two youth workers, with support from community presenters. It is a 10 week rolling group program consisting of education and skill development focusing on a range of topics relating to independent living skills including nutrition, hygiene, budgeting, healthy relationships, identity and safe driving. The program also aims to connect young people with supports in the community.	Personality/ Behaviour Attitudes/ Orientation Peer Relations

Location	Program Name	Program Description	Criminogenic Needs Addressing
Caboolture	Inside Looking Out Program (ILOP)	The Caboolture YJSC has been visiting young people in detention as part of the ILOP for more than 10 years. In its current form, ILOP involves 2-3 workers obtaining keys from the detention centre programs team and then visiting young people on centre. The focus of these sessions are on building relationships, to be used to facilitate change and support improved engagement with youth justice post-release.	Attitudes/ orientation
Caboolture	Integrated Case Management (ICM)	Per earlier description.	Per earlier description
Caboolture	Transition to Success (T2S)	Per earlier description.	Per earlier description
Caboolture	Youth Justice Education and Training (YJET) - Supported by Youth Justice	YJET is a group flexi-school program which targets young people aged over 14 years and 9 months without a year 10 certificate. The program runs three days each week. YJET is led by community organisation Intercept however a Youth Justice youth worker supports the program and it is delivered on-site at Caboolture YJSC. The program works with young people to complete year 9 and 10 Maths and English, working with young people at their level.	Education/ Employment Peer Relations
Moreton	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description
Moreton	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Moreton	Integrated Case Management (ICM)	Per earlier description.	Per earlier description
Moreton	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description
Moreton	Sporting Program	Group Program aiming to introduce young people to a variety of leisure and recreation of leisure and recreation activities, and community contacts with whom they can keep engaging should they have an interest. Targets young people who are not currently engaged in leisure or recreational activities.	Leisure/Recreation Peer Relations Attitudes/Orientations
Moreton	Gym Program	Run in collaboration with a Personal Trainer from the local PCYC.	Leisure/Recreation Peer Relations Attitudes/Orientations

Location	Program Name	Program Description	Criminogenic Needs Addressing
Sunshine Coast	Individual Anger Management Sessions	Per earlier description.	Per earlier description.
Sunshine Coast	Basic Key Skills Builder (bksb@)	Per earlier description.	Per earlier description.
Sunshine Coast	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Sunshine Coast	Integrated Case Management (ICM)	Per earlier description.	Per earlier description.
Sunshine Coast	Motor Vehicle Program	The Motor Vehicle Program is based on resources from Road Trauma Services Queensland Inc., a local charity. These resources include PowerPoint slides and video clips of stakeholders who have been affected by motor vehicle accidents. A Youth Justice youth worker has created additional questions based on the content and holds conversations with young people to develop insight into the risks of poor road safety. Sessions are predominantly delivered individually with young people, with a particular care being taken to avoid traumatising from the content.	Attitudes/ orientation
Sunshine Coast	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Western Districts	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Western Districts	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Western Districts	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description.

RETURN TO COURT

YJ programs – Central Queensland

Location	Program Name	Program Description	Criminogenic Needs Addressing
Hervey Bay	Per earlier description.	Per earlier description	Per earlier description.
Hervey Bay	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description
Hervey Bay	Transition to Success (T2S)	Per earlier description.	Per earlier description
Hervey Bay	Re-Navigating Anger and Gully emotions	Per earlier description.	Per earlier description
Hervey Bay	DRUMBEAT® (Discovering Relationships Using Music, Beliefs, Emotion, Attitudes and Thoughts)	DRUMBEAT® is a multicomponent program incorporating the use of music (i.e. drumming on a djembe), group discussions and relationship building to assist people experiencing, or at risk of, problematic health and social outcomes. DRUMBEAT® is currently run by the Hervey Bay Youth Justice Service Centre in schools and the community. It is also often utilised during a T2S program.	Personality/ Behaviour Attitudes/ Orientation
Hervey Bay	Youth Empowerment Program (YEP)	Per earlier description.	Per earlier description.
Bundaberg	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Bundaberg	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description.
Bundaberg	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Bundaberg	DRUMBEAT® (Discovering Relationships Using Music, Beliefs, Emotion, Attitudes and Thoughts)	Per earlier description.	Per earlier description.

Location	Program Name	Program Description	Criminogenic Needs Addressing
Bundaberg	Bundaberg Cultural Program	Designed by the Service Centre, the Cultural Program is a four week program focusing on different key themes each week. The program was designed to support Aboriginal and Torres Strait Islander young people learn and experience the local Aboriginal culture and engage in cultural activities. Content was specifically designed around local customs, fishing and hunting practices, sacred sites and dreaming stories. The program is run with partnership with local organisations and elders.	Culture Specific Attitudes/Orientation
Bundaberg	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description.
Rockhampton	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Rockhampton	Anger Management (MAD) (Based on Aggression Replacement Training®)	An anger management program based on Aggression Replacement Training®.	Personality/Behaviour Peer Relations
Central West	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Mackay	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Mackay	Rules in Relationships	Rules in Relationships is a psycho-educational group work program designed to address the problem of adolescent relationship abuse. The course is specifically designed for perpetrators of relationship abuse, however does not rule out non-perpetrators.	Personality/Behaviour
Mackay	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description.
Gladstone	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Gladstone	Re-Navigating Anger and Guilty emotions	Per earlier description.	Per earlier description.

YJ programs – Far North Queensland

Location	Program Name	Program Description	Criminogenic Needs Addressing
Cairns	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description.
Cairns	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Cairns	Basic Key Skills Builder (bksb®)	Per earlier description.	Per earlier description.
Cairns	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description.
Cairns	No Shame in My Game	A mixed gender program aimed at 13-17 years old, high risk young people. Is delivered in individual and small group sessions. The program focuses on song writing and singing which provides opportunities to give outlet for expression and sharing.	Personality/ Behaviour Attitudes/ Orientation
Cairns	Good Ways	An open age, mixed gender group program that targets emotional regulation and developing and practicing social skills. Has a physical/health component.	Personality/ Behaviour Attitudes/ Orientation
Cairns	Integrated Case Management (ICM)	Per earlier description.	Per earlier description.
Tablelands and Cassowary Coast	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description.
Tablelands and Cassowary Coast	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Tablelands and Cassowary Coast	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Tablelands and Cassowary Coast	Black Chicks Talking	Black Chicks Talking is a culturally specific program delivered for Aboriginal and/or Torres Strait Islander young women who are current clients or at risk of becoming Youth Justice Clients. BCT is a five week program for young women which uses traditionally storytelling, adventure intervention and yarning circles to explore their cultural histories and to support connections to their community, culture and identity.	Culture Specific Personality/ Behaviour Attitudes/ Orientation

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Location	Program Name	Program Description	Criminogenic Needs Addressing
Tablelands and Cassowary Coast	Straight Talk	Through the use of experiential activities, traditional storytelling and intentional Adventure Interventions, the <i>Straight Talk</i> program aims to examine the intergenerational effects of colonisation on the physical, social-emotional, intellectual and spiritual wellbeing of Indigenous people. It also encourages individuals to confront and deal with the problems in their lives that stem from colonisation. <i>Straight Talk</i> is delivered once per week for minimum of 2 hours over 5 weeks. The sessions use a variety of reflective storytelling, adventure interventions, group discussions and multi-media tools and is generally delivered from offsite venues including national parks, significant cultural places, local community organisations or public areas.	Culture Specific Personality/ Behaviour Attitudes/ Orientation
Tablelands and Cassowary Coast	Victim Empathy (from Birdwing™ Program)	Program currently being delivered to all TandCC clients and using a purchased Birdwing™ program. This comprises of 16 modules that can be delivered one on one or in small groups. Each session takes between 15-45 mins and have activities and worksheets to complete. Once per month, a group of young people engage with The Northern Outlook to complete a group adventure based session. The Northern Outlook have 3 different focus sessions which highlight different aspects of recognising emotions and impacts of choices.	Personality/ Behaviour Attitudes/ Orientation
Tablelands and Cassowary Coast	DRUMBEAT® (Discovering Relationships Using Music, Beliefs, Emotion, Attitudes and Thoughts)	Per earlier description.	Per earlier description.
Townsville North	Integrated Case Management (ICM)	Per earlier description.	Per earlier description.
Townsville North	Transition to Success (T2S)	Per earlier description.	Per earlier description.
Townsville North	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description.
Townsville North	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description.
Townsville North	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description.

Location	Program Name	Program Description	Criminogenic Needs Addressing
Townsville North	My Journey (co-delivered with CYDC)	<p>My Journey is a culturally appropriate pre-release program that focuses on cultural identity, community expectations, goal setting, personal development and employment techniques.</p> <p>My Journey aims to:</p> <ul style="list-style-type: none"> - strengthen exit pathways for young people transitioning back to community - increase young people's awareness of entry requirements to employment and community expectations - provide a personalised approach to achieve goals suitable for their developmental and motivational needs - identify a shared transition vision between young people, families, caseworkers and key stakeholders - identify obstacles and challenges - Improve social skills. 	Personality/ Behaviour Attitudes/ Orientation
Townsville North	Burrakah (co-delivered with EREFLC)	<p>Alternative education service for young people predominantly 12-14 years who are disengaged from mainstream school and are YJ young people (or at risk young people). Burrakah is a curriculum based program delivered by Flexible Learning Centre with YJ staff providing client support services. The service is delivered over five days per week at EREFLC.</p> <p>Burrakah includes Personal Learning Plans (PLP) and the use of bksb(R) to assess participants learning needs. Participants can engage with Burrakah up to the age of 16, however they can be transitioned into mainstream schooling earlier if assessed as ready. The service makes use of a variety of activities to support engagement and learning (e.g., adventure activities).</p>	Education/ Employment/ Attitudes/ Orientation
Remote	Aggression Replacement Training® (ART®)	Per earlier description.	Per earlier description
Remote	Transition to Success (T2S)	Per earlier description.	Per earlier description
Remote	Emotional Regulation and Impulse Control (ERIC)	Per earlier description.	Per earlier description
Remote	Changing Habits and Reaching Targets (CHART)	Per earlier description.	Per earlier description
Townsville South	Integrated Case Management (ICM)	Per earlier description.	Per earlier description

Appendix H - Linked data detailed tables

Detailed analysis of offending magnitude pre- and post-court or RJC - All young people, and by Indigenous status

Average Magnitude Number - CEM Weighted Averages											
	Pre offending (weighted)	Post offending (weighted)	StdDev Pre	StdDev Post	Sample size pre	Sample size post	t-stat	p-value	Hedges G	Effect size	Strength of Difference
Total											
Court	3.62	2.03	1.62	2.30	7242	7242	69.95	0.00E+00	0.80	75%	Moderate
RJC	3.62	1.82	1.62	2.27	2889	2889	41.35	5.76E-294	0.91	78%	Large
Aboriginal and/or Torres Strait Islander											
Court	3.97	2.56	1.48	2.37	2612	2612	30.42	3.24E-174	0.71	72%	Moderate
RJC	3.97	2.58	1.48	2.38	1042	1042	18.81	3.37E-68	0.70	72%	Moderate
Non-Aboriginal or Torres Strait Islander											
Court	3.43	1.74	1.67	2.21	4630	4630	58.14	0.00E+00	0.87	77%	Large
RJC	3.43	1.89	1.67	2.09	1847	1847	38.24	3.64E-236	1.08	81%	Large

Detailed analysis of Non Indigenous Young People - Comparison between Pre- and Post-Offending Magnitude by Age Group

Pre and Post Offending Magnitude by Age - non-Aboriginal or Torres Strait Islander young people - CEM weighted averages											
Age	Pre offending (weighted)	Post offending (weighted)	StdDev Pre	StdDev Post	Sample size pre	Sample size post	t-stat	p-value	Hedges G	Effect size	Strength of Difference
9-13											
Court Group	3.41	1.78	1.63	2.32	812	812	19.68	1.66E-66	0.81	76%	Large
RJC Group	3.41	1.51	1.63	2.15	324	324	14.04	2.66E-35	0.99	78%	Large
14-16											
Court Group	3.41	1.72	1.67	2.18	3464	3464	45.73	0.00E+00	0.87	77%	Large
RJC Group	3.41	1.39	1.67	2.09	1381	1381	33.39	1.13E-179	1.07	82%	Large
17-18											
Court Group	3.63	1.86	2.04	2.12	356	356	14.98	3.13E-35	0.85	77%	Large
RJC Group	3.63	1.21	1.68	1.95	142	142	13.04	5.23E-26	1.32	86%	Large

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Detailed analysis of Men Indigenous Young People - Comparison between Pre- and Post-Offending Magnitude by Type of Index Offence

Type of offence	Pre offending (weighted)		Post offending (weighted)		StdDev	Post StdDev	Sample size Pre	Sample size Post	t-stat	p-value	Hedges G	Effect size	Strength of Difference
	Pre	Post	Pre	Post									
Drug													
Court	3.22	1.46	2.84	2.50			385	385	11.47	2.14E-26	0.66	72%	Moderate
RIC	3.57	0.74	1.92	1.59			139	139	13.51	4.94E-27	1.60	87%	Large
Fraud													
Court	4.74	2.31	2.96	3.06			89	89	6.75	1.49E-09	0.80	76%	Large
RIC	3.09	1.10	1.42	2.02			79	79	8.76	3.12E-13	1.13	84%	Large
Property													
Court	3.98	2.17	3.56	0.07			2116	2116	24.19	2.36E-114	0.52	70%	Moderate
RIC	3.32	1.53	1.66	2.14			1041	1041	25.63	1.05E-112	0.93	79%	Large
Public Order													
Court	2.29	1.25	3.01	2.47			455	455	7.37	8.20E-13	0.38	64%	Small
RIC	1.75	1.24	1.45	2.07			63	63	2.59	0.01	0.28	63%	Small
Traffic & Motor Vehicle													
Court	2.44	0.96	2.79	2.14			488	488	13.41	3.92E-35	0.59	73%	Moderate
RIC	2.96	0.86	1.80	1.64			51	51	6.80	1.22E-08	1.20	83%	Large
Violent													
Court	6.25	2.23	4.15	4.04			341	341	16.60	1.00E-45	0.98	82%	Large
RIC	4.28	1.40	1.20	2.12			377	377	25.90	1.30E-85	1.67	91%	Large
Other													
Court	2.42	1.48	2.89	2.92			600	600	9.10	1.29E-18	0.32	64%	Small
RIC	2.77	1.49	1.61	2.15			97	97	5.69	1.36E-07	0.67	72%	Moderate

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Detailed analysis of Aboriginal and Torres Strait Islander Young People – Comparison between Pre- and Post-Offending Magnitude by Type of Index Offence

Pre and Post Offending Magnitude by Most Serious Offence Type - Aboriginal and/or Torres Strait Islander young people - CEM Weighted Averages													
Type of offence	Pre offending (weighted)	Post offending (weighted)	StdDev Pre	StdDev Post	Sample size Pre	Sample size Post	t-stat	p-value	Hedges G	Effect size	Strength of Difference		
Drug													
Court	2.76	1.79	2.73	2.33	91	91	4.16	7.36E-05	0.38	67%	Small		
RIC	2.60	1.30	2.01	1.95	10	10	1.59	0.15	0.60	69%	Moderate		
Fraud													
Court	4.44	3.08	2.93	4.28	36	36	3.26	2.48E-03	0.36	71%	Small		
RIC	3.67	2.89	0.71	2.67	9	9	0.86	0.42	0.36	61%	Small		
Property													
Court	4.37	2.92	3.75	3.92	1666	1666	18.06	1.03E-66	0.38	67%	Small		
RIC	3.97	2.68	4.44	2.37	754	754	14.84	7.20E-44	0.66	71%	Moderate		
Public Order													
Court	1.98	1.29	2.54	2.21	279	279	5.27	2.79E-07	0.29	62%	Small		
RIC	2.44	1.88	1.86	2.28	34	34	1.85	0.07	0.26	62%	Small		
Traffic & Motor Vehicle													
Court	2.29	1.32	2.35	2.00	170	170	5.66	6.32E-08	0.44	67%	Small		
RIC	4.08	2.33	1.68	2.53	12	12	2.07	0.06	0.76	73%	Moderate		
Violent													
Court	4.18	1.92	2.85	3.05	221	221	11.99	7.97E-26	0.77	79%	Moderate		
RIC	4.35	2.41	1.30	2.43	190	190	11.27	7.09E-23	1.00	79%	Large		
Other													
Court	2.67	1.77	2.81	2.94	305	305	6.79	5.80E-11	0.31	65%	Small		
RIC	3.70	2.30	1.63	2.36	33	33	3.72	7.53E-04	0.67	74%	Moderate		

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Detailed analysis of Aboriginal and Torres Strait Islander Young People – Comparison between Pre- and Post- Offending Frequency by Prior Offending Magnitude

Pre and Post Offending Frequency by Prior Offending Magnitude - Aboriginal and/or Torres Strait Islander young people - CEM Weighted Averages

Prior offending magnitude	Pre offending (weighted)	Post offending (weighted)	StdDev Pre	StdDev Post	Sample size Pre	Sample size Post	t-stat	p-value	Hedges G	Effect size	Strength of Difference
Nil											
Court	0.06	1.03	0.24	1.54	33	33	3.44	1.66E-03	0.85	73%	Large
RJC	0.00	0.69	0.00	1.18	13	13	0.00		0.78	72%	Moderate
Negligible											
Court	1.57	0.98	0.64	1.30	266	266	6.55	3.05E-10	0.52	66%	Moderate
RJC	1.37	0.85	0.61	1.30	106	106	3.76	2.84E-04	0.51	64%	Moderate
Low											
Court	2.01	1.15	0.49	1.40	173	173	8.26	3.87E-14	0.82	74%	Large
RJC	1.84	1.65	0.47	1.51	69	69	1.09	0.28	0.17	55%	Minimal
Moderate/Low											
Court	2.24	1.41	1.01	1.53	313	313	10.25	2.00E-21	0.64	72%	Moderate
RJC	1.98	1.28	0.96	1.41	125	125	5.52	1.90E-07	0.57	69%	Moderate
Moderate/High											
Court	2.17	1.37	0.58	1.41	469	469	12.66	8.65E-32	0.74	72%	Moderate
RJC	1.99	1.28	0.63	1.51	187	187	6.71	2.24E-10	0.61	69%	Moderate
High											
Court	3.23	2.19	0.55	1.58	1211	1211	24.57	4.44E-108	0.88	76%	Large
RJC	3.14	2.14	0.59	1.58	483	483	14.42	1.84E-39	0.84	74%	Large
Extreme											
Court	3.90	3.01	0.37	1.35	148	148	8.43	3.06E-14	0.89	76%	Large
RJC	3.85	2.95	0.45	1.24	59	59	5.82	2.65E-07	0.95	78%	Large

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Detailed analysis of Non-Indigenous Young People - Comparison between Pre- and Post-Offending Frequency by Prior Offending Magnitude

Pre and Post Offending Frequency by Most Serious Prior Offending Magnitude - non-Aboriginal or Torres Strait Islander young people - CEM Weighted Averages

Prior Offending Magnitude	Pre Treatment Offending Frequency		Post Treatment Offending Frequency		StdDev Pre	StdDev Post	Sample size pre	Sample size post	tstat	p-value	Hedges G	Effect size	Strength of Difference
	Pre Treatment Offending Frequency	Post Treatment Offending Frequency	Pre Treatment Offending Frequency	Post Treatment Offending Frequency									
Nil													
Court	0.03	0.36	0.17	0.89			40	40	2.31	2.65E-02	0.51	64%	Moderate
RJC	0.00	0.56	0.00	1.26			16	16	0.00		0.60	67%	Moderate
Negligible													
Court	1.52	0.70	0.65	1.17			968	968	20.89	2.74E-80	0.87	75%	Large
RJC	1.34	0.55	0.60	1.06			386	386	12.92	5.92E-32	0.92	74%	Large
Low													
Court	2.08	0.86	0.63	1.25			491	491	20.85	1.39E-69	1.24	83%	Large
RJC	1.86	0.68	0.68	1.21			196	196	12.64	3.96E-27	1.20	82%	Large
Moderate/Low													
Court	2.38	1.13	0.90	1.44			589	589	22.06	4.66E-79	1.04	82%	Large
RJC	2.24	0.85	0.96	1.34			235	235	14.15	3.00E-33	1.19	82%	Large
Moderate/High													
Court	2.25	1.20	0.78	1.48			765	765	19.73	2.60E-70	0.89	76%	Large
RJC	1.82	0.78	0.78	1.25			305	305	14.67	3.31E-37	1.00	80%	Large
High													
Court	3.08	1.71	0.57	1.58			1557	1557	36.72	7.51E-209	1.15	82%	Large
RJC	2.88	1.45	0.62	1.56			621	621	24.09	5.12E-91	1.21	83%	Large
Extreme													
Court	3.87	2.62	0.39	1.61			221	221	12.04	5.90E-26	1.06	79%	Large
RJC	3.72	2.01	0.66	1.56			88	88	10.70	1.53E-17	1.41	87%	Large

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Detailed analysis of Pre and Post-Offending Seriousness by Indigenous Status – Court and RJC

Pre and Post Offending Seriousness for reoffenders – CEM Weighted Averages

	Pre Treatment Offending Seriousness		Post Treatment Offending Seriousness		StdDev Pre	StdDev Post	Sample size pre	Sample size post	tstat	p-value	Hedges G	Effect Size	Strength of Difference
	Court group	RJC group	Court	RJC									
Total													
Court	4.55	4.76	1.48	1.74	3869	3869	6.22	5.53E-10	0.12	54%	Minimal		
RJC	4.33	4.70	1.35	1.74	1368	1368	6.74	2.26E-11	0.24	57%	Small		
Aboriginal and/or Torres Strait Islander													
Court	4.35	4.52	1.27	0.83	1639	1639	9.03	4.78E-19	0.16	54%	Minimal		
RJC	4.21	4.41	1.16	1.55	646	646	2.91	3.76E-03	0.15	55%	Minimal		
Non-Aboriginal or Torres Strait Islander													
Court	4.70	4.93	1.60	0.84	2230	2230	9.26	4.73E-20	0.18	54%	Minimal		
RJC	4.45	4.96	1.49	1.86	722	722	6.29	5.43E-10	0.30	59%	Small		

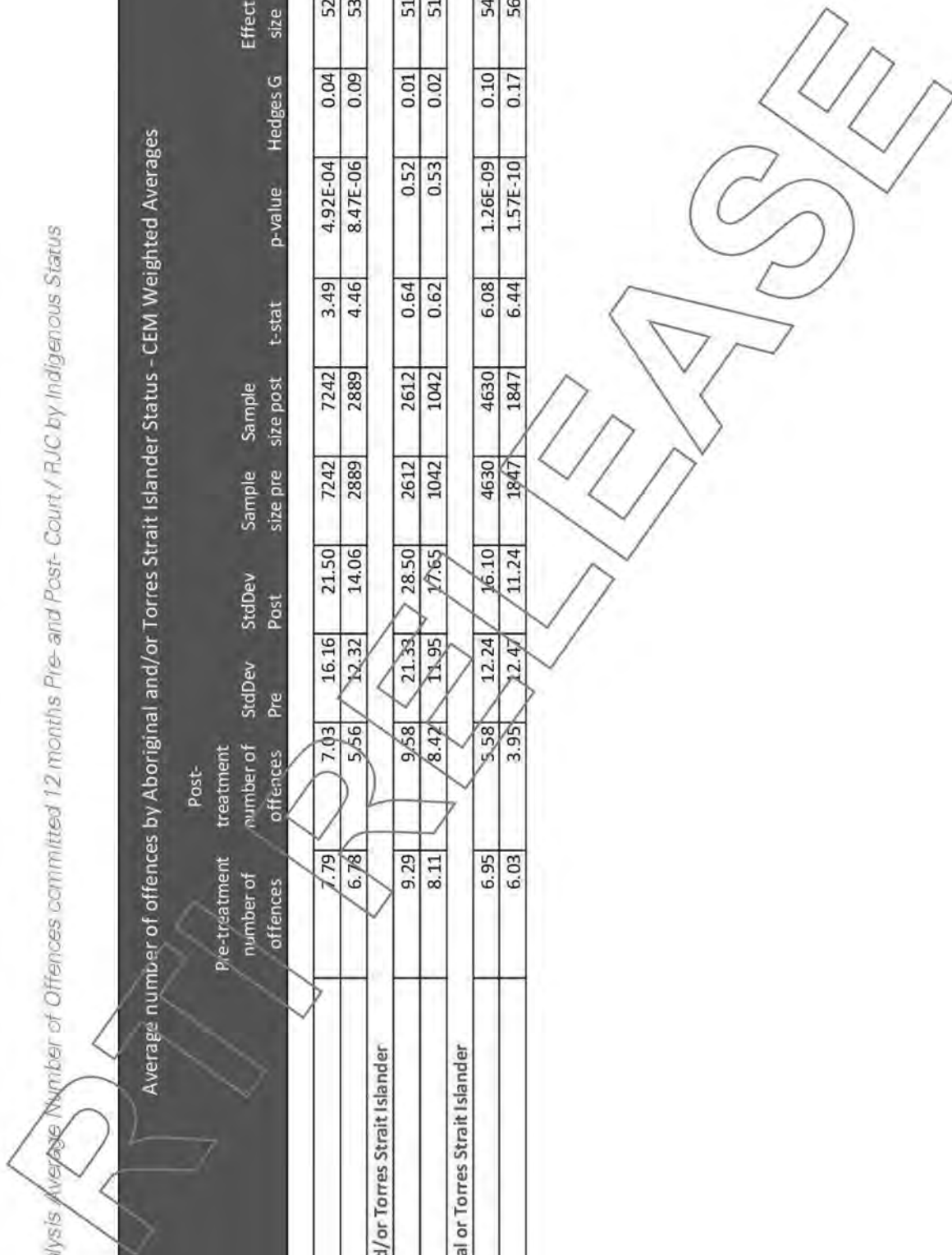
Detailed analysis of average time to first reoffence by age

Average number of days to reoffence by Age- non-Aboriginal or Torres Strait Islander young people – CEM Weighted Averages

	Court group		RJC group		StdDev Court	StdDev RJC	Sample size court	Sample size RJC	tstat	p-value	Hedges G	Effect size	Strength of Difference
	Court group	RJC group	Court	RJC									
Total													
Aboriginal and/or Torres Strait Islander	103.62	105.68	97.85	94.25	1651	650	0.63	0.53	0.02	51%	Minimal		
Non-Aboriginal or Torres Strait Islander	105.36	114.85	96.15	100.13	2236	725	3.04	2.39E-03	0.08	53%	Minimal		
9-13													
Aboriginal and/or Torres Strait Islander	100.06	101.78	99.09	97.55	663	260	0.20	0.84	0.01	50%	Minimal		
Non-Aboriginal or Torres Strait Islander	73.65	125.55	75.05	103.95	345	132	4.34	1.73E-05	0.29	65%	Small		
14-16													
Aboriginal and/or Torres Strait Islander	105.81	111.03	96.75	93.57	901	361	1.39	0.17	0.06	52%	Minimal		
Non-Aboriginal or Torres Strait Islander	111.93	112.76	93.04	99.75	2336	540	10.70	3.10E-26	0.36	50%	Minimal		
17-18													
Aboriginal and/or Torres Strait Islander	108.05	74.03	43.90	61.21	378	29	8.97	1.10E-17	0.73	63%	Moderate		
Non-Aboriginal or Torres Strait Islander	104.04	109.49	96.13	94.18	186	53	0.74	0.46	0.07	52%	Minimal		

Detailed analysis Average Number of Offences committed 12 months Pre- and Post- Court / RJC by Indigenous Status

Average number of offences by Aboriginal and/or Torres Strait Islander Status - CEM Weighted Averages											
	Pre-treatment		Post-treatment		StdDev	Sample	Sample	p-value	Hedges G	Effect	Strength of
	number of	number of	StdDev	StdDev	Post	size pre	size post	t-stat		size	Difference
	offences	offences	Pre	Post							
Total											
Court	7.79	7.03	16.16	21.50	7242	7242	7242	3.49	4.92E-04	0.04	52% Minimal
RJC	6.78	5.56	12.32	14.06	2889	2889	2889	4.46	8.47E-06	0.09	53% Minimal
Aboriginal and/or Torres Strait Islander											
Court	9.29	9.58	21.33	28.50	2612	2612	2612	0.64	0.52	0.01	51% Minimal
RJC	8.11	8.42	11.95	17.65	1042	1042	1042	0.62	0.53	0.02	51% Minimal
Non-Aboriginal or Torres Strait Islander											
Court	6.95	5.58	12.24	16.10	4630	4630	4630	6.08	1.26E-09	0.10	54% Minimal
RJC	6.03	3.95	12.47	11.24	1847	1847	1847	6.44	1.57E-10	0.17	56% Minimal



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Detailed analysis of Average number of offences committed 12 months post Court / RJC by prior offending magnitude – Non-Indigenous young people.

Average number of offences by prior offending magnitude - non-Aboriginal or Torres Strait Islander Young People – CEM Weighted Averages												
Prior Offending Magnitude		Pre offending		Post offending		StdDev		Sample size		Hedges G		Strength of Difference
				Pre	Post	Pre	Post	pre	post	p-value		
Nil												
Court		0.03	1.81	0.17	8.75	40	40	1.29	0.20	0.28	58%	Small
RJC		0.00	2.38	0.00	7.53	16	16			0.42	62%	Small
Negligible												
Court		1.83	1.76	1.31	5.71	968	968	0.35	0.73	0.02	50%	Minimal
RJC		1.56	1.30	1.27	4.88	386	386	1.00	0.32	0.07	52%	Minimal
Low												
Court		3.02	2.12	2.32	5.08	491	491	3.81	1.56E-04	0.23	57%	Small
RJC		2.71	1.76	2.78	4.84	196	196	2.50	0.01	0.24	57%	Small
Moderate/Low												
Court		5.16	3.36	8.95	7.11	589	589	4.23	2.68E-05	0.22	57%	Small
RJC		5.13	2.77	6.48	7.01	235	235	3.92	1.16E-04	0.35	60%	Small
Moderate/High												
Court		4.42	4.36	5.13	10.19	765	765	0.17	0.86	0.01	50%	Minimal
RJC		3.76	2.44	12.68	7.13	305	305	1.64	0.10	0.13	54%	Minimal
High												
Court		10.42	8.22	13.84	19.28	1557	1557	4.73	2.42E-06	0.13	55%	Minimal
RJC		9.21	6.60	15.38	15.69	621	621	3.74	1.98E-04	0.17	56%	Minimal
Extreme												
Court		28.45	22.28	27.07	40.94	221	221	2.24	0.03	0.38	56%	Minimal
RJC		21.92	10.44	21.12	17.41	88	88	4.03	1.18E-04	0.59	66%	Moderate

Detailed analysis of Average number of offences committed 12 months post Court / RJC by prior offending magnitude – Indigenous young people

Average number of offences by prior offending magnitude – Aboriginal and/or Torres Strait Islander Young People - CEM Weighted Averages											
Prior Offending Magnitude		Pre offending		Post offending		StdDev		Sample size		Strength of Difference	
								pre	post	p-value	Hedges G
Nil											
Court		0.06	3.53	0.24	8.38	33	33	2.36	0.03	0.57	66% Moderate
RJC		0.00	1.31	0.00	2.87	13	13			0.60	68% Moderate
Negligible											
Court		1.85	2.83	1.29	8.33	266	266	1.91	0.06	0.16	55% Minimal
RJC		1.57	1.82	1.08	8.78	106	106	0.66	0.51	0.09	53% Minimal
Low											
Court		2.70	3.40	2.45	7.37	173	173	1.24	0.22	0.13	54% Minimal
RJC		2.25	5.28	0.90	8.73	69	69	2.94	4.52E-03	0.49	64% Small
Moderate/Low											
Court		5.16	6.04	8.39	13.50	313	313	1.24	0.22	0.08	53% Minimal
RJC		4.05	4.00	7.38	8.83	125	125	0.05	0.96	0.01	50% Minimal
Moderate/High											
Court		3.50	4.20	3.04	9.40	469	469	1.66	0.10	0.10	53% Minimal
RJC		3.20	4.71	4.18	10.03	187	187	2.21	0.03	0.20	56% Minimal
High											
Court		13.14	13.45	27.94	38.67	1211	1211	0.35	0.72	0.01	50% Minimal
RJC		10.97	11.29	10.77	19.65	483	483	0.40	0.69	0.02	51% Minimal
Extreme											
Court		27.94	23.17	26.16	26.10	148	148	1.76	0.08	0.18	56% Minimal
RJC		29.29	23.10	25.56	36.01	59	59	1.37	0.18	0.20	57% Minimal

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Detailed analysis: Average frequency of public order offences by age group at index offence

Age	Pre offending		Post offending		Average Frequency - Public order - Age		t stat	p-value	Hedges G	Effect size	Strength of Difference
	offending	Sample size	offending	Sample size	Pre	Post					
9-13											
Court	2.24	50	1.32	50	1.45	1.45	4.31	7.87E-05	-0.74	73%	Moderate
RJC	1.62	13	1.08	13	1.44	1.44	2.01	0.07	-0.39	71%	Small
14-16											
Court	1.99	617	1.07	617	1.36	1.36	16.78	2.59E-52	-0.80	75%	Moderate
RJC	1.87	79	0.99	79	1.45	1.45	7.10	5.08E-10	-0.70	79%	Moderate
17-18											
Court	2.07	67	1.36	67	1.47	1.47	4.59	2.02E-05	-0.57	71%	Moderate
RJC	2.00	5	0.40	5	0.89	0.89	3.14	0.03	-1.79	92%	Large

Detailed analysis of Average offence seriousness of public order offences by age group at index offence

Age	Pre offending		Post offending		Average Most Serious Offence - Public order - Age		t stat	p-value	Hedges G	Effect size	Strength of Difference
	offending	Sample size	offending	Sample size	Pre	Post					
9-13											
Court	5.92	26	5.12	26	1.93	1.93	1.86	0.07	-0.41	64%	Small
RJC	4.80	5	4.00	5	0.71	0.71	0.83	0.46	-0.47	64%	Small
14-16											
Court	6.24	272	5.31	272	1.95	1.95	6.02	5.62E-09	-0.46	64%	Small
RJC	5.43	30	4.43	30	1.68	1.68	2.32	0.03	0.55	66%	Moderate
17-18											
Court	5.44	36	5.58	36	1.95	1.95	0.33	7.42E-01	0.07	52%	Minimal
RJC	8.00	1	8.00	1	-	-	-	-	-	-	-

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Detailed profile of fraud offenders at index offence

	Profile of Fraud Offenders															
	Fraud Offenders				All Other Offending Categories				StabDay All Fraud Offending Categories				Sample size All Fraud Offending Categories			
	Mean	SD	SE	CI	Mean	SD	SE	CI	Mean	SD	SE	CI	Mean	SD	SE	CI
Age	2.29	2.26	0.44	0.44	2.26	0.44	0.44	0.44	2.26	0.44	0.44	0.44	2.26	0.44	0.44	0.44
Indigenous status	0.43	0.36	0.41	0.49	0.36	0.41	0.49	0.49	0.36	0.41	0.49	0.49	0.36	0.41	0.49	0.49
CPO	0.08	0.15	0.26	0.35	0.15	0.26	0.35	0.35	0.15	0.26	0.35	0.35	0.15	0.26	0.35	0.35
IPA	0.10	0.14	0.31	0.35	0.14	0.31	0.35	0.35	0.14	0.31	0.35	0.35	0.14	0.31	0.35	0.35
SEIFA	968.16	938.86	80.95	80.27	938.86	80.95	80.27	80.27	938.86	80.95	80.27	80.27	938.86	80.95	80.27	80.27
Index of relative socio-economic disadvantage	971.81	941.64	82.57	101.4	941.64	82.57	101.4	101.4	941.64	82.57	101.4	101.4	941.64	82.57	101.4	101.4
Index of Economic Resources	982.37	950.18	81.36	122.96	950.18	81.36	122.96	122.96	950.18	81.36	122.96	122.96	950.18	81.36	122.96	122.96
Index of Education and Occupation	947.96	931.40	64.84	60.73	931.40	64.84	60.73	60.73	931.40	64.84	60.73	60.73	931.40	64.84	60.73	60.73
Pre offending magnitude	3.69	3.27	1.39	1.80	3.27	1.39	1.80	1.80	3.27	1.39	1.80	1.80	3.27	1.39	1.80	1.80
Most serious offence prior	4.83	5.13	1.00	1.84	5.13	1.00	1.84	1.84	5.13	1.00	1.84	1.84	5.13	1.00	1.84	1.84
Frequency group	2.85	2.35	0.97	1.58	2.35	0.97	1.58	1.58	2.35	0.97	1.58	1.58	2.35	0.97	1.58	1.58

Detailed profile of property offenders at index offence

	Profile of Property Offenders															
	All Other Offending Categories				StabDay Property Offending Categories				Sample size All Property Offending Categories							
	Mean	SD	SE	CI	Mean	SD	SE	CI	Mean	SD	SE	CI				
Age	2.29	2.22	0.45	0.41	2.22	0.45	0.41	0.41	2.22	0.45	0.41	0.41	2.22	0.45	0.41	0.41
Indigenous status	0.43	0.31	0.50	0.46	0.31	0.50	0.46	0.46	0.31	0.50	0.46	0.46	0.31	0.50	0.46	0.46
CPO	0.16	0.15	0.36	0.34	0.15	0.36	0.34	0.34	0.15	0.36	0.34	0.34	0.15	0.36	0.34	0.34
IPA	0.16	0.12	0.37	0.32	0.12	0.37	0.32	0.32	0.12	0.37	0.32	0.32	0.12	0.37	0.32	0.32
SEIFA	942.29	947.35	92.41	87.29	947.35	92.41	87.29	87.29	947.35	92.41	87.29	87.29	947.35	92.41	87.29	87.29
Index of relative socio-economic disadvantage	944.60	950.84	103.16	95.59	950.84	103.16	95.59	95.59	950.84	103.16	95.59	95.59	950.84	103.16	95.59	95.59
Index of Economic Resources	951.71	960.28	106.09	96.46	960.28	106.09	96.46	96.46	960.28	106.09	96.46	96.46	960.28	106.09	96.46	96.46
Index of Education and Occupation	936.50	935.18	64.56	61.89	935.18	64.56	61.89	61.89	935.18	64.56	61.89	61.89	935.18	64.56	61.89	61.89
Pre offending magnitude	3.49	3.03	1.72	1.85	3.03	1.72	1.85	1.85	3.03	1.72	1.85	1.85	3.03	1.72	1.85	1.85
Most serious offence prior	4.93	5.37	1.59	2.06	5.37	1.59	2.06	2.06	5.37	1.59	2.06	2.06	5.37	1.59	2.06	2.06
Frequency group	2.46	2.23	1.04	0.96	2.23	1.04	0.96	0.96	2.23	1.04	0.96	0.96	2.23	1.04	0.96	0.96

Detailed profile of traffic and motor vehicle offenders at index offence

	Traffic & Motor Vehicle Offenders		SubDev All Traffic & Motor Vehicle Offending Categories		SubDev Traffic & Motor Vehicle Offending Categories		Sample size All Traffic & Motor Vehicle Offending Categories		Hedges G	Effect size	Strength in differences
	Violent Offences	All Other Offending Categories	Violent Offending Categories	All Other Offending Categories	Violent Offending Categories	All Other Offending Categories	Violent	All Other			
Age	2.22	2.26	0.41	0.44	721	9410	-2.44	0.01	0.09	53%	Minimal
Indigenous status	0.25	0.39	0.43	0.49	721	9410	-7.13	1.08E-12	0.28	58%	Small
CPO	0.08	0.15	0.27	0.36	721	9410	-5.20	1.99E-07	0.20	56%	Small
IPA	0.09	0.15	0.28	0.35	721	9410	-4.32	1.61E-05	0.17	55%	Minimal
SEIFA	951.76	936.96	87.93	90.16	702	8230	3.62	2.98E-04	0.14	54%	Minimal
Index of relative socio-economic disadvantage	965.31	941.73	98.18	100.79	702	8230	3.43	5.97E-04	0.14	54%	Minimal
Index of Economic Resources	966.76	950.15	100.51	102.53	792	8230	4.13	3.70E-05	0.16	55%	Minimal
Index of Education and Occupation	936.60	931.62	59.32	61.10	702	8230	2.08	0.04	0.08	52%	Minimal
Pre offending magnitude	2.46	3.35	1.75	1.78	721	9410	-19.09	7.49E-39	0.51	64%	Moderate
Most serious offence prior	6.22	6.04	1.86	1.89	704	9284	16.67	1.57E-61	0.65	67%	Moderate
Frequency group	2.31	2.36	0.95	1.03	721	9410	-1.27	2.05E-01	0.05	51%	Minimal

Detailed profile of violent offenders at index offence

	Violent Offenders		SubDev Violent Offending Categories		SubDev All Violent Offending Categories		Sample size All Violent Offending Categories		Hedges G	Effect size	Strength in differences
	Violent Offences	All Other Offending Categories	Violent Offending Categories	All Other Offending Categories	Violent	All Other	Violent	All Other			
Age	2.29	2.25	0.46	0.44	1129	9002	2.93	3.41E-03	0.09	53%	Minimal
Indigenous status	0.36	0.38	0.48	0.48	1129	9002	2.89	0.38	0.03	51%	Minimal
CPO	0.21	0.14	0.41	0.35	1129	9002	6.60	4.84E-11	0.21	55%	Small
IPA	0.15	0.14	0.36	0.35	1129	9002	3.78	0.44	0.02	51%	Minimal
SEIFA	953.14	938.61	88.58	90.40	1115	7635	5.03	1.88E-07	0.16	55%	Minimal
Index of relative socio-economic disadvantage	956.15	941.36	96.17	101.32	1115	7635	4.59	4.57E-05	0.15	54%	Minimal
Index of Economic Resources	965.09	949.64	97.33	103.12	1115	7635	4.65	3.33E-05	0.15	54%	Minimal
Index of Education and Occupation	940.88	931.38	65.88	60.73	1115	7635	4.83	1.37E-06	0.15	54%	Minimal
Pre offending magnitude	4.29	3.16	1.31	1.81	1129	9002	20.33	4.43E-90	0.64	69%	Moderate
Most serious offence prior	3.47	5.33	0.98	1.81	1098	8890	-33.43	2.15E-232	1.07	82%	Large
Frequency group	2.14	2.38	1.02	1.02	1129	9002	-7.70	1.53E-14	0.24	57%	Small

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Detailed profile of other offenders at index offence

	Profile of Other Offenders											
	All Other Offending Categories				SubDev All Other Offending Categories				Sample size All Other Offending Categories			
	Other Offences	SubDev Other Offending Categories	Other Offending Categories	SubDev All Other Offending Categories	Other Offending Categories	SubDev All Other Offending Categories	Other Offending Categories	SubDev All Other Offending Categories	Other Offending Categories	SubDev All Other Offending Categories	Other Offending Categories	SubDev All Other Offending Categories
Age	2.24	2.26	0.41	0.44	1035	9096	-3.89	9.30E-06	0.13	54%	Minimal	
Indigenous status	0.78	0.98	0.47	0.49	1035	9096	-3.47	5.20E-04	0.11	53%	Minimal	
CPO	0.11	0.15	0.37	0.36	1035	9096	-3.11	1.87E-03	0.10	53%	Minimal	
IPA	0.12	0.15	0.63	0.35	1035	9096	-2.06	0.04	0.07	52%	Minimal	
SEIFA	951.15	837.74	84.46	90.75	1014	7813	4.46	8.29E-06	0.15	54%	Minimal	
Index of relative socio-economic disadvantage	955.11	840.39	89.35	102.71	1014	7813	4.38	1.22E-05	0.15	54%	Minimal	
Index of Economic Resources	963.06	949.08	90.32	104.04	1014	7813	4.08	4.50E-05	0.14	54%	Minimal	
Index of Education and Occupation	839.51	830.55	66.60	59.66	1014	7813	4.42	9.68E-06	0.15	54%	Minimal	
Pre offending magnitude	2.58	3.35	1.81	1.78	1035	9096	-13.33	3.43E-40	0.44	62%	Small	
Most serious offence prior	6.07	5.02	1.95	1.78	1023	8365	17.76	1.56E-69	0.59	66%	Moderate	
Frequency group	2.26	2.37	0.96	1.58	1035	9096	-3.36	7.74E-04	0.11	53%	Minimal	

Detailed analysis of Average magnitude pre offending vs post offending by youth justice region

Youth Justice Region	Average Magnitude - Youth Justice Region - Conferencing												
	Pre offending				Post offending				Sample size				
	Mean	StdDev	Pre	Post	Mean	StdDev	Pre	Post	pre	post	p-value	t-stat	
Central Queensland Region	3.72	1.69	1.57	2.22	501	501	501	501	1.11E-64	19.77	-1.06	81%	Large
Moreton Region	3.56	1.63	1.64	2.20	947	947	947	947	3.72E-107	25.13	-0.99	79%	Large
Northern Queensland Region	3.93	2.42	1.47	2.35	574	574	574	574	1.38E-44	15.31	-0.77	74%	Moderate
South East Region	3.40	1.60	1.70	2.19	507	507	507	507	4.53E-54	17.52	-0.92	78%	Large
South West Region	3.48	1.86	1.68	2.33	360	360	360	360	4.44E-63	13.30	-0.80	76%	Moderate

Detailed profile of young people receiving police referrals

Profile of Police referrals														
	Police Referrals	All Other Referral Types	StdDev Police Referrals	Other Referral Types	StdDev All Other Referral Types	Police Referrals	Sample size Police Referrals	All Other Referral Types	Sample size All Other Referral Types	t-stat	p-value	Hedges G	Effect size	Strength in differences
Age	2.37	2.33	0.47	0.47	1883	1883	598	598	-0.27	0.79	0.01	50%	Minimal	
Indigenous status	0.23	0.52	0.47	0.50	1883	1883	598	598	-8.43	5.71E-17	0.40	61%	Small	
CPO	0.12	0.18	0.33	0.38	1883	1883	598	598	-3.50	4.72E-04	0.16	54%	Minimal	
IPA	0.12	0.20	0.33	0.40	1883	1883	598	598	-4.88	1.11E-06	0.23	56%	Small	
SEIFA	952.84	933.60	81.77	87.52	1883	1883	598	598	4.52	6.58E-06	0.21	56%	Small	
Index of relative socio-economic disadvantage	954.95	936.12	101.59	98.98	1883	1883	598	598	3.97	7.32E-05	0.19	55%	Minimal	
Index of Economic Resources	962.94	942.57	106.46	98.67	1883	1883	598	598	4.15	3.48E-05	0.19	56%	Minimal	
Index of Education and Occupation	940.85	929.50	63.56	57.10	1883	1883	598	598	3.92	0.00	0.18	55%	Minimal	
Pre offending magnitude	3.49	4.15	1.62	1.52	1883	1883	598	598	-8.81	2.25E-18	0.41	62%	Small	
Most serious offence prior	4.66	4.33	1.56	1.38	1888	1888	587	587	4.57	5.10E-06	0.22	56%	Small	
Frequency group	2.19	2.80	0.98	0.98	1883	1883	598	598	-13.44	8.97E-40	0.63	67%	Moderate	

Detailed profile of young people receiving police s24A referrals

Profile of young people receiving Police s24A referrals														
	Police s24A Referrals	All Other Referral Types	StdDev Police s24A Referrals	Other Referral Types	StdDev All Other Referral Types	Police s24A Referrals	Sample size Police s24A Referrals	All Other Referral Types	Sample size All Other Referral Types	t-stat	p-value	Hedges G	Effect size	Strength in differences
Age	2.40	2.32	0.49	0.47	63	63	2418	2418	1.29	0.20	0.17	55%	Minimal	
Indigenous status	0.40	0.38	0.49	0.48	63	63	2418	2418	0.37	0.76	0.04	51%	Minimal	
CPO	0.11	0.14	0.32	0.34	63	63	2418	2418	-0.59	0.56	0.08	52%	Minimal	
IPA	0.14	0.14	0.35	0.35	63	63	2418	2418	0.09	0.93	0.01	50%	Minimal	
SEIFA	918.60	948.97	118.73	90.19	63	63	2418	2418	-2.61	8.88E-03	0.33	58%	Small	
Index of relative socio-economic disadvantage	915.67	951.31	139.74	99.95	63	63	2418	2418	-2.76	5.80E-03	0.35	58%	Small	
Index of Economic Resources	924.10	958.91	142.45	103.71	63	63	2418	2418	-2.60	9.34E-03	0.33	58%	Small	
Index of Education and Occupation	925.72	938.43	66.57	61.71	63	63	2418	2418	-1.61	0.11	0.21	56%	Small	
Pre offending magnitude	3.71	3.64	1.54	1.62	63	63	2418	2418	0.34	0.74	0.04	51%	Minimal	
Most serious offence prior	4.92	4.57	1.65	1.52	63	63	2392	2392	1.81	0.67	0.28	56%	Small	
Frequency group	2.79	2.32	0.70	1.02	63	63	2418	2418	3.64	2.78E-04	0.46	65%	Small	

Detailed profile of young people receiving pre-sentence referrals

Profile of young people receiving Pre-sentence Referrals

	Pre-sentence referrals	All Other Referrals	StdDev Pre-sentence referrals	StdDev All Other Referrals	Sample size Pre-sentence Referrals	Sample size All Other Referrals	t-stat	p-value	Hedgges G	Effect size	Strength in differences
Age	23.2	23.2	0.47	0.47	78	2403	0.22	0.82	0.03	51%	Minimal
Indigenous status	0.46	0.38	0.50	0.48	78	2403	1.54	0.12	0.18	55%	Minimal
CPO	0.17	0.14	0.38	0.34	78	2403	0.80	0.43	0.09	52%	Minimal
IPA	0.18	0.14	0.39	0.34	78	2403	1.05	0.29	0.12	53%	Minimal
SEIFA	928.26	948.85	88.64	91.11	78	2403	-1.97	0.05	0.23	56%	Small
Index of relative socioeconomic disadvantage	930.58	951.05	100.67	101.24	78	2403	-1.76	0.08	0.20	56%	Small
Index of Economic Resources	930.05	958.94	106.96	104.81	78	2403	-2.39	0.02	0.28	58%	Small
Index of Education and Occupation	934.93	936.22	61.51	61.91	78	2403	-0.46	0.64	0.05	52%	Minimal
Pre offending magnitude	4.58	3.62	1.22	1.62	78	2403	5.18	2.35E-07	0.60	68%	Moderate
Most serious offence prior	4.01	4.60	1.30	1.53	78	2377	-3.32	9.03E-04	0.38	61%	Small
Frequency group	2.99	2.31	0.86	1.01	78	2403	5.80	7.49E-09	0.67	69%	Moderate

- Database / data entry issues were flagged by stakeholders and throughout the evaluation in relation to:
 - Support service referrals – there is no unique data field to allow referrals to be recorded and tracked, meaning they cannot be reported on to identify trends.
 - Brief screener tool – similar to the above, there is no unique field to record brief screener scores, meaning if these are recorded, they are entered into case notes.
 - Victim participation – at present, victims must be allocated to offences and the database automatically populates the victim as a person who attended the conference when it is scheduled. The expectation is that the database is updated post-conference to indicate whether or not the victim participated and how (i.e. in person, victim impact statement etc.) however this is not consistently performed. Additionally, the database does not allow multiple role assignments to be made in relation to one offence (e.g. to reflect that a police officer, community representative and victim may have attended).
 - ADPs – the current database does not have the capacity to record an ADP in the absence of a flag meaning if an ADP is held, it appears as if it never happened and will instead show as a conference without a victim.

With respect to issues that may require legislative review, there is some inflexibility associated with RJOs as a pathway to RJC due to the legislated requirement for victim participation. RJC staff consider that this impacts on RJC principles of upholding victim rights and the duty of care of restorative justice staff to ensure there is no further harm on the victim. Some consideration could be given to whether legislative changes are required to increase the flexibility of RJOs with regard to victim participation.

Stakeholders emphasised the value of police presence at conferences in terms of influencing outcomes and there were some that felt that the police attendance mandate should be reinstated. This was mentioned in the context of police presence enhancing the sense of authority and seriousness of RJC, helping to clarify the facts associate with offences, and to provide a feeling of safety for both victims and convenors. While it is acknowledged that police usually make every effort to attend conferences, and that other pressures may preclude their attendance on some occasions, it is suggested that Government give some consideration as to whether mandating police presence at conferences is appropriate. This would need to be considered in the context of whether such a mandate would have the unintended consequence of further delaying timeframes to conferencing.



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