



# CUSTODIAL YOUTH JUSTICE OPTIONS PAPER

Report for the Tasmanian Government  
Department of Health and Human Services

Noetic Solutions Pty Ltd

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# EXECUTIVE SUMMARY

The Tasmanian Government's Department of Health and Human Services (DHHS) engaged Noetic Solutions Pty Ltd (Noetic) to develop an Options Paper for custodial youth justice models that are relevant to Tasmania's unique needs. This Options Paper will be a key input into the broader Youth at Risk Strategy, which will provide the strategic direction for responding to the safety and rehabilitative needs of vulnerable young people. The Options Paper will also directly inform the development of a more detailed business case, functional brief and cost plan for the Tasmanian Government's preferred option.

Noetic has conducted wide-ranging research on youth offending in Australia and Tasmania to understand the current and future needs of the custodial youth justice system in the state. We also consulted with a wide range of DHHS and external stakeholders, including young people currently in detention, during a five-day consultation visit to Tasmania.

Noetic identified and assessed a number of custodial youth justice options based on their financial benefits, social impact and implementation considerations. Based on this analysis, Noetic recommends that the Tasmanian Government construct **two purpose-built secure detention facilities, one each in Hobart and Launceston**. Our demand analysis shows that each facility should have a 12-bed capacity, which should provide sufficient capacity in line with the long-term decline in youth offending and incarceration rates which have been observed, and also cater for surge capacity which may be required in key population centres to deal with out-of-scale events.

The option provides a negative Net Present Value (NPV) from a purely financial perspective given the up-front capital costs. However, this cost can be partially offset from savings in operating expenses by running smaller, more purpose-built facilities, and by re-purposing the Ashley Youth Detention Centre and recapturing value from the existing site and facility and minimising the impact on the local community. Our recommendation considers this financial impact, but is more strongly informed by social benefits of the option, which are not factored into the NPV calculation, that arise through the therapeutic based approach to custodial youth justice system built in the constructed option.

Our preferred option importantly places young people's needs at the centre of Tasmania's custodial youth justice system. This option meets all strategic objectives for a new custodial youth justice system defined through Noetic's extensive stakeholder consultation.

Constructing new facilities will also provide an opportunity to redefine the custodial service delivery model and infrastructure. It would be based on a clearly understood philosophy and vision, underpinned by trauma-informed practice and a true therapeutic approach. The new model would ensure young people would have access to the right support at the right time, and are supported by effective coordination across government and with service providers. This includes a more robust through-care approach which offers more direct links for residents to their family, community and service providers in their respective locations during and after their period of detention.

It does need to be noted that the preferred option involves the most significant capital investment and reform to the current custodial model of all options considered. It will, therefore, need ongoing political will, interagency support and a disciplined approach to implementation, risk management and benefits realisation. However, the Tasmanian Government has the opportunity to make a step-change reform that could result in a generational change for Tasmanian families that are overrepresented in the youth justice system.

This option presents a unique opportunity to initiate a reform process that is much more than a new facility, showcasing Tasmanian ingenuity to combat a deeply complex social issue. It will form part of the broader Youth at Risk strategy which will, from the top-down, drive a therapeutic and trauma-informed approach. This holistic approach will involve a system-wide change to people, processes, technology and infrastructure.



# INTRODUCTION

## BACKGROUND

The Tasmanian Government's Department of Health and Human Services (DHHS) is developing the Youth at Risk Strategy, which will provide the strategic direction for responding to the safety and rehabilitative needs of vulnerable young people. A key part of this youth at risk continuum is the youth justice system, which should focus on the rehabilitative and therapeutic needs of children and young people.

Ashley Youth Detention Centre (AYDC), the only youth detention facility in Tasmania, costs DHHS more than \$9.4 million per annum to operate despite accommodating approximately only ten young offenders on any given day.<sup>1</sup> There are also non-financial concerns with the current approach to custodial youth justice such as a lack of a therapeutic or trauma-informed care, which have led the Tasmanian Government to consider alternative options for custodial youth justice.

Children and Youth Services (CYS) within DHSS has engaged Noetic Solutions Pty Ltd (Noetic) to develop an Options Paper on custodial youth justice models, which could be relevant to Tasmania's unique needs. This Options Paper will be a key input into the broader Youth at Risk Strategy.

## AIM

This Paper provides a detailed analysis of options for a cost effective and therapeutic custodial youth justice model in Tasmania and presents Noetic's recommended option based on this analysis.

## METHODOLOGY

Noetic has conducted wide-ranging research on youth offending in Australia and Tasmania to understand the current and future needs of the custodial youth justice system in the state. We also engaged with a wide range of DHHS and external stakeholders, including young people currently in detention, during a five-day consultation visit to Tasmania. Noetic used a combination of stakeholder consultation methods including one-on-one interviews, town hall style meetings and focus groups. A full list of stakeholder interviews is at **Annex A**.

We then used Noetic's investment logic methodology to facilitate a series of workshops with key stakeholders to develop evidence-informed options for further analysis. This approach commenced with the development of *Problem Trajectories* to identify the root causes and effects of a number of strategic problems in the current custodial youth justice system. We then developed an *Investment Logic Map*, which defined the strategic objectives required to respond to these problems and identified a number of options which would address these objectives. Finally, we evaluated each option using *agreed evaluation criteria*. The outputs from the investment logic workshops are contained in **Annex B**.

Noetic built on the findings of the investment logic workshops through a more detailed assessment of each option, examining:

- **Financial impact:** We conducted a financial analysis of each option by estimating the direct costs and comparing these with a base case.
- **Social impact:** We assessed the qualitative social benefits of each option for both youth at risk and the broader Tasmanian community.
- **Implementation considerations:** We explored any likely issues involved in implementing the option in terms of finances, risks and timeframes.

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<sup>1</sup> Total expenditure for 2015-16, which includes expenditure by DHHS (including indirect expenditure such as DHHS umbrella costs) and the Department of Education.

## STRUCTURE

The Options Paper is structured into the following sections:

- **The context of Custodial Youth Justice in Tasmania:** This section presents Noetic's analysis on key trends in custodial youth justice in Tasmania, provides an overview of Tasmania's current custodial service model and key problems the Options Paper will address.
- **Options for a New Custodial Youth Justice Model:** This section outlines the strategic objectives that each option was developed against and then describes each option (including the Base Case) including any key assumptions that have underpinned the assessment of its feasibility.
- **Preferred Option: Option 4 – Two purpose-built secure detention facilities:** This section provides the rationale for our preferred option and specific recommendations on how it can be optimised and implemented.
- **Alternatives to detention and other service improvements:** This section provides investment options that could be incorporated into Noetic's preferred option to further reduce its required capacity and/or to provide more effective support for young people.
- **Detailed Options Analysis:** These annexes (**Annexes C to F**) explain our in-depth financial analysis, social impact assessment, and consideration of key implementation risks and timeframes for each option summarised in the body of the Options Paper.
- **Australian and International Youth Justice Models:** This annex (**Annex G**) summarises the results of our desktop research into contemporary youth justice practice and identifies how this research is relevant to the Tasmanian context and the findings of the Options Paper.



# CONTEXT OF CUSTODIAL YOUTH JUSTICE IN TASMANIA

## TASMANIAN YOUTH JUSTICE

This section provides an overview of Tasmania's youth justice system and its custodial facility, explores detention trends to understand the future demand requirements, examines the cost efficiency of the current system and analyses the effectiveness of rehabilitation.

### Overview of Youth Detention in Tasmania

#### Youth Justice Principles and Objectives

The Tasmanian Government is committed to the restorative justice principles and objectives contained in the *Youth Justice Act 1997*. This model aims to repair the harm that has been done as a result of the offence. As a result, it does not simply focus on the offender, but also the victim and the community.

DHHS' approach is based on the following themes:

- **Restorative:** Young people are encouraged to take responsibility for their actions, and make reparation to victims of their crimes.
- **Diversion:** Early intervention means that young people are less likely to re-offend.
- **Rehabilitation:** Young people learn valuable skills and form pro-social connections through giving back to the community.
- **Detention as a last resort:** Custodial sentences must be for the shortest period possible, and the developmental needs of young people should be taken into account.
- **Service improvement:** DHHS is evaluating the most appropriate way to support young people through the development of the Youth at Risk Strategy.

Young people may also be sentenced under the *Sentencing Act 1997* for certain serious (Prescribed) offences, where they may be tried before the Supreme Court.

#### Ashley Youth Detention Centre

AYDC is Tasmania's only secure youth custodial facility for young people (girls and boys) aged 10 – 18 years old, located 5km from Deloraine in northern Tasmania. The facility runs 24 hours a day and has a 51-bed capacity (but is not staffed for 51 beds presently) across five accommodation units:

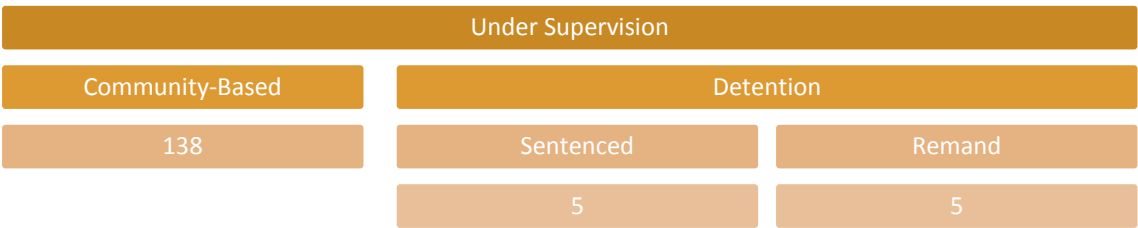
- Bronte North: nine beds
- Bronte West: six beds
- Liffey: reception and assessment unit with six beds
- Franklin: higher security unit with a separate secure yard and a 15-bed capacity
- Huon: 15 beds.

AYDC also includes recreational facilities for young people including an indoor gym, which has a basketball court and a fitness centre; a swimming pool; an outdoor fitness area, which has a basketball court, cricket nets, and a barbeque area; and programming rooms.

### Youth in Detention

On average in 2014-15, there were 138 young people (aged 10 to 17 years old) each day under community-based youth justice supervision in Tasmania. There were an additional ten young people in detention each day,

with five on remand and five sentenced under the Youth Justice Act 1997 (see Figure 1).<sup>2</sup> This equates to 7% of the total young people under youth justice supervision, which is less than half the national average of 15%.



**Figure 1. Young people under supervision on an average day by supervision type (Tasmania, 2014-15)**

Between 2008-09 and 2014-15, the total number of youth offenders in Tasmania has declined by 47%.<sup>1</sup> If this trend continues, by 2019-20, the number of youth offenders will fall by a further 40% (see **Figure 2**). Based on current trends, by 2020, there will only be approximately 90 young people under community-based supervision on an average day, with **six young people in detention** (including **three on remand**). This projection is based on a regression analysis using past data (see Figure 2).

The average daily number of youth in detention is projected to fall from ten in 2016 to six in the next two decades (see **Figure 2**).

Future offending rates are subject to external factors such as changes in government policy, police and court practice and other lead indicators such as out-of-home-care, levels of disadvantage, etc. While the possible causes of this decline have been discussed during the project, identifying the specific factors and predicting the likelihood of future offending rates based on these factors are not within the scope of this paper. Our assumption regarding the number of beds required in any future custodial facilities (explored in the next section) is therefore based on this projection using historical data to provide a sound evidence-base for our analysis.

**Link between Noetic’s Projection and Future Bed Capacity**

In considering the minimum bed capacity for each identified option, further probability analysis was conducted to allow for potential surges in bed requirements that may occur due to changes in government policy and out-of-scale incidents.

Noetic has assumed that a **20-bed capacity would be required for a single facility** for the next twenty years to allow for surges based on probability analysis (see **Annex D** for additional information on this approach and the underlying assumptions).

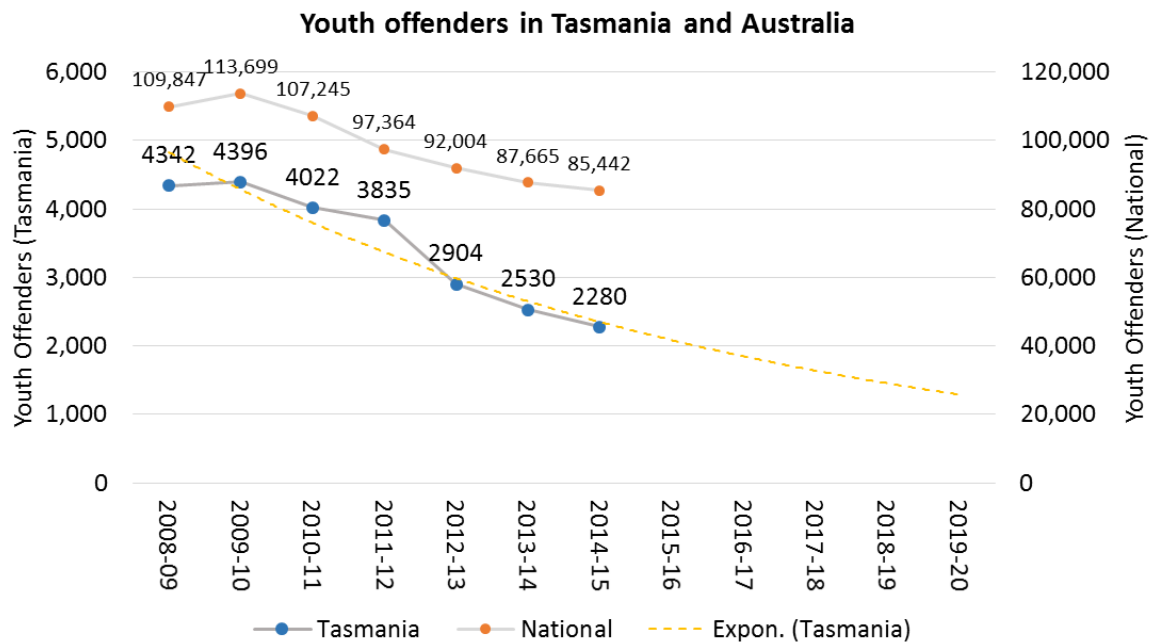
If a region based option is chosen involving **two facilities**, we have assumed 12 beds for each location will be required to allow for surges in capacity at each location.

We analysed the number of young offenders (as opposed to numbers in detention) which also shows a steady and sustained decline based on regression analysis of historical data. This is consistent with the national trend for young offenders (see **Figure 2**).<sup>3</sup> Almost all states and territories have seen a significant decline in youth under supervision, with Tasmania showing the most marked decline (see **Figure 3**).<sup>4</sup>

<sup>2</sup> Australian Institute of Health and Welfare, *Tasmania youth justice supervision in 2014-15*, Youth Justice Fact Sheet No. 61.

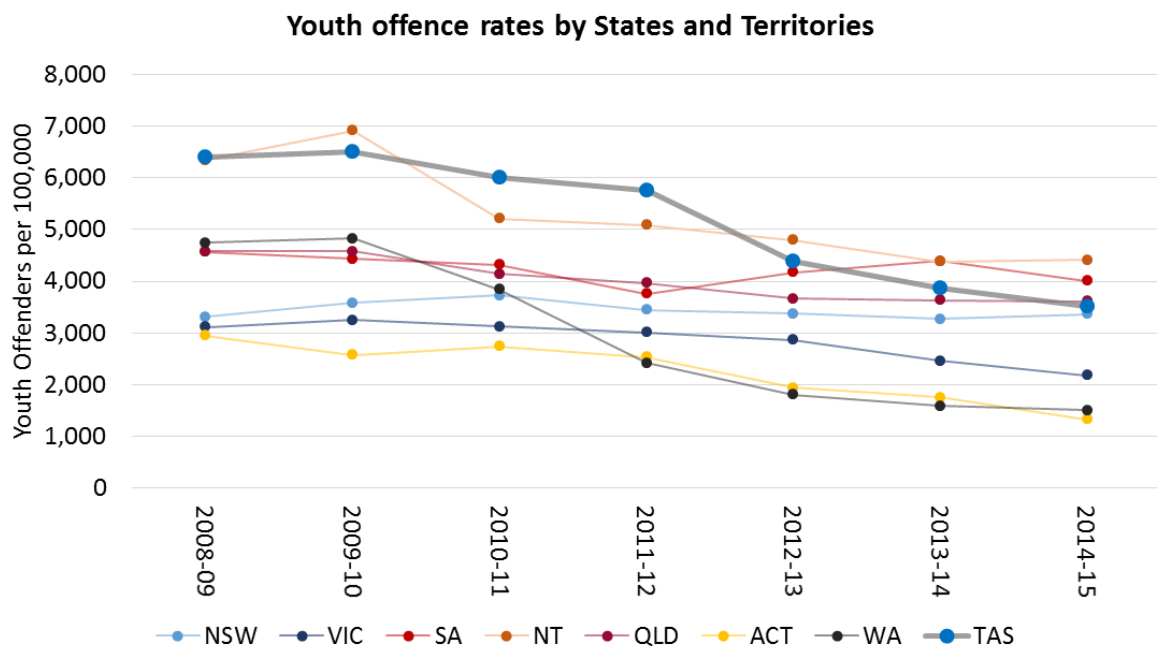
<sup>3</sup> Figure 2 also charts the future predicted numbers of youth offenders in Tasmania using an exponential projection (a function typically used to forecast populations) as part of this regression analysis.

<sup>4</sup> Australian Institute of Health and Welfare, *Recent trends in youth justice supervision*, <http://www.aihw.gov.au/youth-justice/recent-trends>, accessed 26 Apr 2016.



**Figure 2. Youth offenders in Tasmania and Australia (2008 – 2015) with exponential projection**

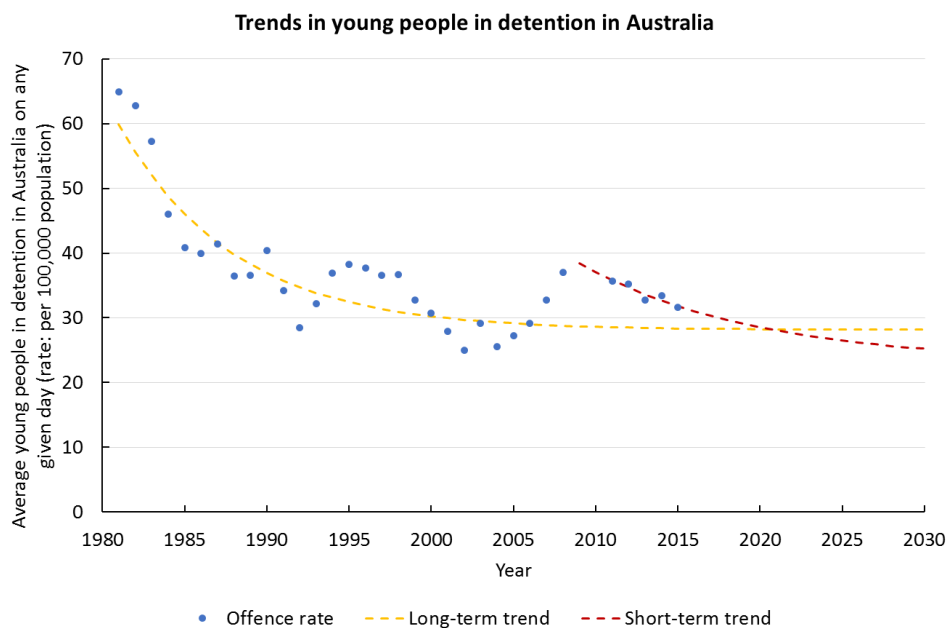
**Source:** Australian Bureau of Statistics, *Recorded Crime – Offenders, 2014-15*, 'Table 19: Youth Offenders, Principal offence by states and territories – 2008-09 to 2014-15' (released on 24 February 2016).



**Figure 3. Youth offence rates by State and Territory**

**Source:** Australian Bureau of Statistics, *Recorded Crime – Offenders, 2014-15*, 'Table 19: Youth Offenders, Principal offence by states and territories – 2008-09 to 2014-15' (released on 24 February 2016).

While the rate (per 100,000) of young people in detention on an average day has halved in the past two decades, we appreciate that it is not realistic that the declining rate would continue until no offences are committed at all (as the long-term trend analysis indicates in **Figure 4**). Therefore, we have adjusted our methodology to reflect this reasonable assumption that a long-term decline in the number of young people in detention will not reach zero.

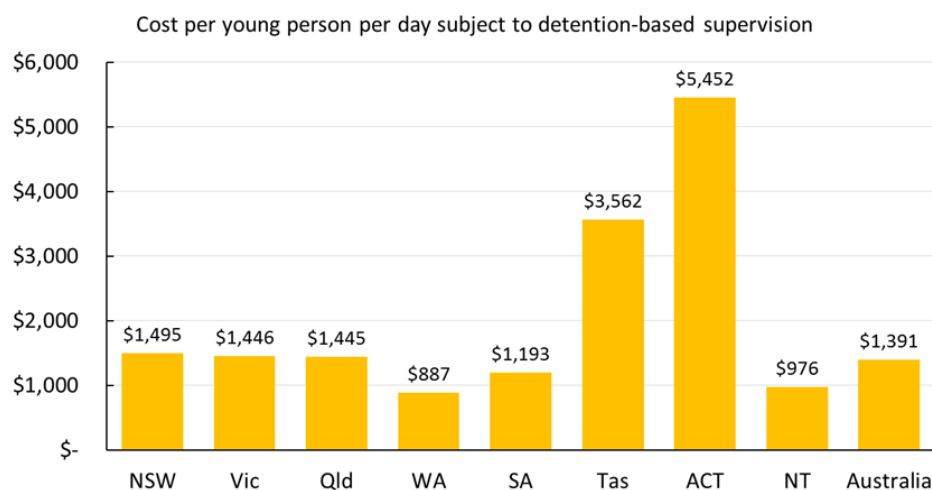


**Figure 4: Trends in young people in detention in Australia**

**Sources:** Australian Institute of Criminology, *Juveniles in detention in Australia, 1981-2008*; Australian Institute of Health and Welfare, *Youth detention population in Australia 2015*, Bulletin 131, Table S10

## Financial Efficiency

The average cost of accommodating a young person in AYDC is \$3,562 per day, 2.5 times the national average of \$1,391 per day. The primary driver behind AYDC's high cost is the declining number of youth in detention in Tasmania, who are being accommodated within a large facility with high fixed costs (Figure 5). As a comparison, intensive care units in hospitals costs about \$3,300 per patient per day (in 2007 figures).<sup>5</sup>



**Figure 5. Cost per young person per day subject to detention-based supervision 2014-15**

**Source:** Productivity Commission, *Report on Government Services 2016*, Chapter 16, Volume F, Youth Justice, Chapter 16 Attachment tables

<sup>5</sup> Tim M E Crozier et al, 2007, Critical Care and Resuscitation, Volume 9, Number 4, *Long-stay patients in Australian and New Zealand intensive care units: demographics and outcomes*

While cost reduction is not the sole objective of the alternative proposed options, the cost of AYDC is one of many reasons that prompted this project. The above comparison, together with recommendations from previous consultations and reviews<sup>6</sup> suggest that significant savings can be achieved largely through staff reductions in a new custodial youth justice model.<sup>7</sup> These staff reductions (which are detailed further in our financial analyses) are enabled through more fit-for-purpose facilities, reducing the reliance on current casual staff and staff numbers in excess of required current staff-to-resident ratios, and ensuring staff have the skills and capabilities required to continue to do their job safely and effectively (explored below).

## Staff and Resident Safety

Staff and resident safety is integral for an effective custodial youth justice model. This should be embedded within a model's practice, infrastructure design, legislative framework and procedures, supported by appropriately qualified and trained youth workers and an effective workplace health and safety culture based on risk.

Noetic has assumed a new custodial youth justice model would examine the skills and capabilities required of youth workers, and would address any gaps in training and development, particularly to ensure staff had contemporary skills in managing trauma and risk. DHHS would have a clear understanding of the workforce planning requirements of youth workers in a model that prioritised through-care support and trauma-informed practice. This would, in turn, result in improved safety for residents and staff because staff then have a broad range of tools and techniques to manage, de-escalate and mitigate challenging and dangerous behaviour by residents.

All options outlined in this paper assume one-on-one youth worker support for all residents as a risk-averse base estimation for financial analysis purposes (see **Annex D** for additional details). This does not mean that we recommend a 24/7 one-on-one ratio, as this would need to be developed based on a more detailed understanding of risk at an operational level, but it provides a base for our analysis which provides a level of support and care for young people in detention that is enhanced in all options, compared to the base case. It also allows DHHS to reduce staff numbers and make operational savings as the number of young people in detention continues to decline over time.

## Recidivism

Tasmania's recidivism rates show that the majority of young people reoffend within 6 to 12 months. This shows that the current custodial model does not effectively divert young people away from the custodial system.

Table 1 below summarises the rate at which young people returned to youth justice supervision within 6 and 12 months based on their sentence type. This is based on youth who were aged 10 to 16 years old<sup>8</sup> at the time of release. The rate of return is the percentage of the released population that returned to any form of youth justice supervision within six or twelve months.

**Table 1. Young people (aged 10 to 16 years old) on release from sentenced supervision in 2013–14, returning within 6 or 12 months**

	Returned within 6 months	Returned within 12 months
Released from community-based supervision	23%	46%
Released from sentenced detention	50%	74%

<sup>6</sup> Ashley Youth Detention Centre, Proposed Resourcing (2014-15), Staff Discussion Paper

<sup>7</sup> Metis Management Consulting, 2015, Independent Review of Ashley Youth Detention Centre, Tasmania

<sup>8</sup> Only 10 to 16 year olds at the time of release are included in the data, as young people who are released when they are 17 years old or older will no longer be classified as 'juvenile' should they reoffend in 12 months.

**Source:** Australian Institute of Health and Welfare, 'Young people returning to sentenced youth justice supervision 2014-15', Juvenile Justice Series No. 20 (p. iv).<sup>9</sup>

Given the low number of young people in detention, and the limited data available, we cannot authoritatively say that putting a young person in community-based supervision, instead of detention, reduces their probability of reoffending. This trend is consistent with numerous research<sup>10</sup> and recommendation papers,<sup>11</sup> which state that community-based supervision is more effective in reducing recidivism than detention.

Young people released from sentenced detention are more likely to re-offend than those who serve a period of community-based supervision.<sup>12</sup>

The recidivism rate is not the only measure of the effectiveness of the youth justice system. However, this data suggests that Tasmania's current custodial youth justice model is failing to effectively rehabilitate and reintegrate youth people, which is a key objective outlined in the *Youth Justice Act 1997*. Therefore, it is important to assess both rehabilitative benefits to young people of different options and models, as well as the financial implications for government.

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<sup>9</sup> AIHW provides two statistics that cover young people returning to sentenced youth justice supervision. Noetic chose to use 'returns within 6 and 12 months' data over the 'returns to sentenced youth justice supervision at any time'. This is because the former includes a greater volume of data, which is also more recent than the alternative. In addition, the method of counting 'returns' over 6 and 12 months is more reliable and suitable as an indicator to understand short term capacity requirements for a youth justice detention centre.

<sup>10</sup> M.W. Lipsey et al, Improving the Effectiveness of Juvenile Justice Programs: A New Perspective on Evidence-Based Practice, Center for Juvenile Justice Reform, December 2010.

<sup>11</sup> Youth Network of Tasmania, Submission to the Commissioner for Children's Enquiry into Alternatives to Secure Detention for Youth in Tasmania, February 2013.

<sup>12</sup> Australian Institute of Health and Welfare, 'Young people returning to sentenced youth justice supervision 2014-15', Juvenile Justice Series No. 20.

## THE CURRENT TASMANIAN CUSTODIAL YOUTH JUSTICE MODEL

This section summarises the key strategic problems with Tasmania's current custodial youth justice system which were identified throughout our stakeholder consultation, supported by a review of contemporary practice and our own analysis.

The investment logic workshops described previously (and summarised in **Annex A**) identified two core strategic problems within the current custodial youth justice model:

- its service design and delivery is not coordinated across the youth justice system
- the AYDC service delivery model and infrastructure are not fit for purpose.

These issues are explored below, supported by the evidence-base provided at **Annex G**, and provide the basis for the development and assessment of custodial youth justice options, which fundamentally address these issues.

### Design, Delivery and Coordination of the Custodial Youth Justice System

Therapeutic approaches have been layered on top of a historically punitive model over many years. This has created some cultural resistance to reforms that focus on the needs of children and young people in detention.

Noetic's consultation revealed that there is an inconsistent understanding of the perceived and real constraints in delivering a truly therapeutic, trauma-informed model between AYDC staff, DHHS management, other government departments and non-government stakeholders. Some AYDC staff see a therapeutic approach as an ineffective deterrent for young people, which are considered by them to be less successful than a risk-based approach. These staff see this approach as removing useful strategies for managing young people's challenging behaviour. For example, staff saw the strategy of using isolation of young people when angry or upset as an effective means of mitigating a potentially unsafe situation. While isolation of young people may be approved by AYDC's manager under limited circumstances within the *Youth Justice Act 1997*,<sup>13</sup> isolation can cause trauma and should not be used as a form of punishment.<sup>14</sup> Some AYDC staff also stated that they do not currently have the appropriate range of techniques and tools to de-escalate situations that have the potential to become unsafe for the young people and staff involved.

**Custodial model design and delivery:** The current custodial youth justice model does not meet the needs of young people, their families and the community.

There are currently limited intensive support options for children and young people before detention in Tasmania. The custodial youth justice model is poorly defined and lacks the strategic direction to deliver a modern therapeutic approach focused on young people's needs. There are several elements to this issue:

- There are no graduated supported and secure sentencing options under the *Youth Justice Act 1997*, including more appropriate bail accommodation for low-risk children and young people.
- There are no mandated drug, alcohol and mental health residential services with a specific focus on young people, which could address the risk factors for offending behaviour (including secular options).
- There is a lack of prevention, early intervention and diversionary services available for children and young people at risk across Tasmania.

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<sup>13</sup> Section 133(2) of the *Youth Justice Act 1997* states a detention centre manager may authorise the isolation of a detainee only – (a) if – (i) the detainee's behaviour presents an immediate threat to his or her safety or the safety of any other person or to property; and (ii) all other reasonable steps have been taken to prevent the detainee from harming himself or herself or any other person or from damaging property but have been unsuccessful; or (b) in the interests of the security of the centre.

<sup>14</sup> Australian Children's Commissioners and Guardians, *A model charter of rights for children and young people detained in youth justice facilities*, 2014.

**Sentencing Options:** Tasmania's range of **sentencing options** do not provide graduated options to and from custody.

The range of options available to the police and the Youth Court include:

- formal and informal cautions from the police
- community conferencing
- community orders
- deferred sentences with conditions that a young person must fulfil to avoid a custodial sentence
- suspended sentences
- custodial sentences served at the Ashley Youth Detention Centre, as a last resort.

Young people remain in the community until the Youth Court magistrates consider that a more intensive intervention is required. At this point, young people are sentenced to a period of detention in AYDC, which is the only youth detention facility in Tasmania. This represents a significant escalation in their treatment within the youth justice system. Currently, half a young person's sentence must be served before they can be considered for a supervised release order in the community.<sup>15</sup> There are then limited options for a young person to be gradually supported back into the community through effective through-care and step-down support models due to AYDC's location and the extent of services available to young people after release from detention.<sup>16</sup> The absence of a through-care model means that young people's reintegration back into the community is not effectively supported. Anecdotally, Tasmanian service providers have expressed frustration with the youth justice system which expects adult-level decisions from vulnerable young people.

**Bail and remand:** Tasmania's lack of supported bail accommodation exposes low-risk young people to detention, which means detention is not always used as a last resort.

The average period of remand for young people at AYDC is 42 days.<sup>17</sup>

AYDC serves as the only secure remand facility for children and young people across Tasmania. Anecdotally, young people are often refused bail because they do not have access to safe accommodation and need to be remanded for their protection. Noetic did not have access to data which explained the underlying reasons behind trends in remand periods. However, the use of detention for those without safe accommodation is not consistent with the principle of using detention as a last resort. Young people can be exposed to unintended isolation due to the very low numbers of young people on remand (e.g. there might only be one or two young people on remand at any point in time and these individuals may need to be kept by themselves with only the company of other adult staff members. This approach is unlikely to have any rehabilitative benefit. Therefore, supported accommodation places are needed for young people on bail in Tasmania, to avoid unnecessary detention of young people.

**Court mandated drug, alcohol and mental health residential services:** Youth Court magistrates need to be able to **target the cause of offending behaviour** to prevent reoffending.

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<sup>15</sup> Section 3 of the *Youth Justice Act 1997* defines the earliest release date as the day immediately following the completion of 50% of the period of detention during which a youth is liable to be detained (excluding any period of detention during which the youth is released under a supervised release order) or 3 months, whichever is the longer.

<sup>16</sup> Such as Save The Children's *Transition from Ashley Detention Centre* program or the Victorian Government's Youth Justice Community Support Service.

<sup>17</sup> AIHW, 2016, Youth Justice in Australia 2014-15, Bulletin no. 133, Supplementary Tables – Detention S118.



A number of service providers were concerned that AYDC is not equipped to effectively manage young people who need to detox from drugs and alcohol or who may have complex mental health issues requiring intensive residential-based care. For example, youth workers do not have access to secure courtyards in all units, which can be useful for helping young people to stay active and safe while detoxing. At present, AYDC residents have limited access to specialists such as occupational therapists, adolescent psychiatrists, forensic mental health practitioners or drug and alcohol counsellors specialising in combatting youth addiction.

Tasmania has limited residential drug and alcohol treatment facilities, and there are no secular options currently available. There is also no DHHS alcohol and drug testing system in place for young people. There are no residential mental health places specifically for children and young people in Tasmania. Access to available residential drug and mental health support services is therefore very limited and is voluntary. Young people may choose to attend these services but can leave at any time, which may not be in their best interests and could place them at risk of offending once back in the community.

Youth Court magistrates cannot mandate attendance at such facilities as part of a sentence under the *Youth Justice Act 1997*. There is potential to expand sentencing options to include a remand order for young people to complete their sentence at a residential drug or mental health treatment facility for a mandated period, based on a thorough assessment of young people's needs.

**Prevention, early intervention and intensive intervention services:** Young people are in detention because all other interventions have failed.

Tasmania does not have the breadth or depth of prevention, early intervention and diversionary services<sup>18</sup> required to address the complex needs of young people. Investment in these services can address the risk factors that lead to offending behaviour, which is a far more cost-effective approach to rehabilitating young people than detention.

DHHS has not had the capacity to fund all of the programs required to support young people at risk and their communities. The custodial model requires a significant proportion of funding, which limits the resources available for non-custodial services. A siloed approach to service delivery across DHHS, Department of Justice, Department of Education and other relevant government and non-government organisations has meant that young people have not been able to access the right services at the right time. These departments have not traditionally been able to evaluate effectively or quantify the benefits of these programs to the community and the Tasmanian Government, which has made it difficult to justify further investment in this area previously.

DHHS is currently scoping the programs and services that are currently available for children and young people at risk in Tasmania, as part of the development of the Youth at Risk Strategy. The scope of programs available will be central to the success of the new custodial youth justice model. Young people will need to leverage non-custodial services during and after their period of detention, as part of a through-care approach, to maximise their chances of lasting rehabilitation.

Additional funds and resources will be required to ensure effective early and intensive support can be delivered to youth at risk, including additional support for Community Youth Justice teams. A greater child protection focus on children over 12 years will also be critical to support the effective prevention and diversion of young people away from the youth justice system and away from significant risk of morbidity for this age cohort.

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<sup>18</sup> *Prevention* programs focus on addressing risk factors before offending behaviour begins. *Early intervention* programs identify children and young people who are at risk of offending. *Diversionary* programs assist young people who have already offended and are at risk of long-term involvement with the justice system.

## Ashley Youth Detention Centre Service Delivery Model and Infrastructure

AYDC has evolved over many years as the remit of the site has changed. Ongoing investment has continued to improve the state of current facilities. This section outlines some of the current challenges for the AYDC site.

**Complex Needs:** The young people at AYDC have some of the most complex needs across the youth justice system.

AYDC staff need to manage residents' behaviour and create opportunities for positive interventions while ensuring trauma-informed care and the safety of residents. The current staff have not been afforded the opportunity previously to gain the right mix of skills and capabilities to manage residents' behaviour and deliver a full therapeutic approach. We understand that youth workers currently hold a Certificate IV in Youth Work. However, stakeholders have overwhelmingly suggested that this qualification is not sufficient to support young people with such complex needs in a custodial setting.

A full analysis of workforce capabilities is required to identify the right qualifications and skill set needed to deliver a trauma-informed, therapeutic approach that supports the safety of residents and staff. AYDC's location may not be conducive to attracting employees with contemporary qualifications in social science, trauma and risk to support best practice interventions for young people in detention. While there are obvious benefits to a stable workforce, there are also obvious difficulties in delivering major reform with a workforce that is not equipped to support its effective implementation. This is not a reflection on the current staff at AYDC, rather a realistic assessment of the challenges of implementing large-scale reforms within the current setting and location.

**Adaptability and Scalability:** AYDC is not adaptable or scalable – its current structure means that facilities cannot be tailored to the changing needs of young people, including less secure accommodation for low-risk residents.

The key challenge for the AYDC site is managing the utilisation and scalability of a large facility with certain fixed costs while providing rehabilitation opportunities for a small number of young people with very complex needs. These challenges apply to young people on remand as well as those sentenced to detention at AYDC. The lack of adaptability and scalability can result in unintended and undesirable amounts of time spent with only adult staff (and away from other young people in detention) for key vulnerable cohorts such as younger residents, older residents, females or young female residents, pregnant adolescents and residents detoxing from drugs and/or alcohol.

**Throughcare Support:** AYDC's location prevents the delivery of a through-care approach and limits connections to the community, which are important to ensure maximum chances of rehabilitation.

AYDC's location makes it difficult to provide the full range of services required to support the complex needs of residents. Travel from Hobart and Launceston adds costs to already stretched government and non-government service providers. AYDC does not have a full-time psychologist or alcohol and other drug (AOD) support on site. Instead, it relies on specialists to travel from Hobart, Launceston or Melbourne to deliver services for one or two days a week. However, health support and oversight has improved in response to death in custody in 2010. AYDC now has on-site nursing care for twelve hours a day, including treatment facilities. However, young people currently do not have easy access to a medical practitioner on a 24-hour basis due to resource constraints and the facility's location. A facility based in Hobart or Launceston would allow DHHS to integrate its custodial youth justice model more effectively with mainstream services (for appropriate young people based on risk assessments).

Anecdotally, there is a high proportion of young people who are low functioning or with disability in the Tasmanian youth justice system, which is consistent with international research and trends in other jurisdictions.<sup>19</sup> However, there is no funding allocated to support an occupational therapist, which can address gaps in interventions that address the needs, desires, abilities and motivations of young people in detention. Occupational therapists can help young people to develop and implement a more structured approach to managing their health and wellbeing.<sup>20</sup> By targeting young people's specific needs, occupational therapy has the potential to improve their ability to function independently in the community.

Tasmania's Children's Commissioner strongly recommends the implementation of a therapeutic approach at AYDC as a critical priority, drawing on global best practice.<sup>21</sup> The Children's Commissioner's letter to the Minister for Human Services, the Hon Jacqui Petrusma MP, provides a wide-ranging and comprehensive analysis of the current issues in Tasmania's custodial youth justice system as well as the evidence that supports a therapeutic, rights-based model. This research aligns strongly with Noetic's research, consultation and experience and has been attached to **Enclosure 1** for further reference.

A therapeutic approach has been shown to be more effective than a punitive approach to reducing recidivism and would form the basis for a through-care model.<sup>22</sup> A therapeutic approach provides young people with the support and tools to change their behaviour while in detention. It embeds respectful behaviour, consistent messaging and positive role modelling in all aspects of the facility (staff, infrastructure, policies, practices, programs, etc.).

**Educational Support:** Young people have access to high-quality education tailored to their developmental needs and feel engaged, often for the first time. This support ends when they leave AYDC.

AYDC's school, administered by the Department of Education, is seen as a very positive part of the facility by residents and youth workers, as well as government and service providers more broadly. However, under current systems, young people are not effectively supported or are not willing to continue their education to their capacity once back in the community, which can lead to increased risk of reoffending. AYDC's school provides significantly fewer hours of schooling than mainstream Tasmanian school students receive. The hours available change depending on the number of young people in detention and the different cohorts present. Intensive expanded hours of schooling are required to close the education gap for young people in detention.

Noetic's consultation with young people in AYDC showed that the school is one of the key positive experiences during their sentence. Young people often engage in education consistently for the first time while at AYDC which can provide an incentive for positive change outside of the school. However, the limited hours available for education mean young people are often bored, which can lead to difficult behaviour in an attempt to fill this void.

There is little through-care support to actively encourage young people to continue their education after their sentence is complete. Young people are seemingly unable to return to full-time schooling due to previous behaviour, and there are very limited options currently across Tasmania for them to continue their education outside of the mainstream school setting, whether in mainstream schools or with specialist services such as RADAR (Recover, Assess, Design, Assist, Return), which currently operate within Tasmania. The same challenges apply to young people at risk in the community, which can lead to permanent disengagement from education.

There is significant potential to expand educational services available to young people on remand and sentenced to detention in a new custodial youth justice model. Victoria's Parkville College offers an approach

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<sup>19</sup> L.A. Teplin et al., 'Psychiatric Disorders in Youth in Juvenile Detention', *Arch Gen Psychiatry*, 2002 Dec; 59(12): 1133 – 1143.

<sup>20</sup> J. Few and K. Charles, *What can Occupational Therapy offer the youth justice service? A review of a pilot placement of occupational therapy students at the youth justice service (Townsville, Thuringowa)*, Australian Institute of Criminology, 2001, [http://www.aic.gov.au/media\\_library/conferences/regional/charfew.pdf](http://www.aic.gov.au/media_library/conferences/regional/charfew.pdf), accessed 8 August 2016.

<sup>21</sup> M. Morrissey, Letter to the Hon Jacqui Petrusma MP Re: A Therapeutic Approach to Youth Justice Detention, 4 February 2016.

<sup>22</sup> Ibid.

to delivering specialist education services for young people who are or have been detained in custody, that are available six hours a day, seven days a week, 52 weeks a year. In Queensland, the Brisbane Youth Detention Centre is also currently rolling out access to the detention centre school either remotely or face-to-face for any young person who has been in detention. DHHS and the Department of Education will need to consider the resource and funding responsibilities for the expansion of schooling hours. The philosophy and pedagogy for the expanded education approach will need to align and complement other programs at AYDC to maximise rehabilitation opportunities for young people in detention.

The expansion of services needs to be accompanied by continued cooperation and collaboration between DHHS and the Department of Education, particularly to create pathways for AYDC residents to engage with education after their release and ideally to transition back to full-time school. Any approach to education for young people in detention must prioritise the needs young people, regardless of their status in the youth detention system. These services need to target the particular developmental challenges of young people in the youth justice system. The education approach needs to actively support the identification and achievement of young people's life goals, including pathways to vocational training and employment.

Greater emphasis may be placed on actively updating education and health assessments to ensure an accurate picture of a young person's developmental age and ability is identified in order to capture any disability present, identify existing trauma and support appropriate interventions. Increased sharing of this information across all areas of the detention centre and community youth justice would also be beneficial for further enhancing a multi-disciplinary and team-based approach to care.

Given the positive anecdotal feedback from staff and stakeholder regarding the AYDC school, DHHS could consider drawing lessons for educating youth at risk more broadly in Tasmania.

**Service and Program Provision:** Offending behaviour often stems from boredom. AYDC's facilities and current sentencing provisions can compound this, resulting in risk-taking behaviour from residents.

The young people themselves see that difficult or anti-social behaviour can stem from boredom. There are currently significant periods of free time outside of school hours and on weekends where AYDC residents become bored, which increases the risk of incidents between residents and/or staff due to a feeling of over-scrutinising every aspect of a resident's day.

Young people in detention are very keen for additional recreation, education and vocational opportunities, which could be pursued also after their sentence is complete. AYDC is situated on a large plot of land, which provides opportunities to provide a number of programs that would not be possible in an urban setting, for example, paddock to plate food education; outdoor education; work experience in farming, landscaping, horticulture and animal therapy programs; and other 'give back' programs to develop a sense of community connectedness.

AYDC's current infrastructure makes these type of recreational activities challenging, as staff need to prioritise the safety of small numbers of diverse cohorts (e.g. younger residents, older residents, females or young female residents, pregnant adolescents and residents detoxing from drugs and/or alcohol) who are seen to require separation from other residents. Many of the programs that do engage residents are offered by the AYDC school rather than by AYDC itself. Residents also need to serve half their sentence usually before release programs in the community are considered.<sup>23</sup>

Staff are eager to provide more diverse activities and programs for young people at AYDC. Young people can access a gym and unheated pool (in summer months only), watch television, play football (when there are enough people to play) and video games. The low number of AYDC residents makes providing the desired range of services difficult, particularly given that the location makes access to service providers from Hobart and Launceston more challenging and resource intensive. Equally, volunteer programs and visits from community role models, family and friends of young people are less likely to occur often due to the difficulty associated with distance.

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<sup>23</sup> See earlier definition of the earliest release date in the *Youth Justice Act 1997*.

# OPTIONS FOR A NEW CUSTODIAL YOUTH JUSTICE MODEL

## STRATEGIC OBJECTIVES FOR A NEW CUSTODIAL YOUTH JUSTICE MODEL

The following strategic objectives were developed in partnership with government and service provider stakeholders to respond to the problems outlined previously, particularly:

- Tasmania's service design and delivery are not coordinated across the youth justice system
- the AYDC service delivery model and infrastructure are not fit for purpose.

A new custodial youth justice model in Tasmania should:

- create a custodial system which is focused on the holistic and specific needs of young people
- design a flexible/scalable system that can respond to changing numbers of young people and their diverse needs
- provide custodial services that enable better connection to services, community and families
- provide modern, fit-for-purpose facilities that align with community expectations
- improve the underlying business model of the youth justice system/facilities
- improve the cost effectiveness of custodial youth justice service delivery
- provide a coordinated approach across government and non-government sectors.

Many options were developed throughout the consultation process. The initial set of ideas was workshopped internally to DHHS and with government and service provider stakeholders to narrow down these options to the four presented below.

Noetic has analysed the benefits, risks, costs and implementation challenges for each option over the next 20 years. The analysis presented in this section compares the relative merits of each option based on information available to Noetic. This is intended to guide DHHS' thinking toward a preferred option, which will be analysed and costed further in detail as part of a whole of government decision-making process on the new custodial model. A full cost-benefit analysis of options is out of scope for this paper.

## OVERVIEW

Noetic has assessed four options to address the custodial needs of children and young people sentenced to detention. This section describes each option and summarises the key assumptions that underpin each of the following options. **Annexes C to F** provide more detailed social impact and implementation considerations for each option.

The options are:

- **Base Case:** 'Do minimal'
- **Option 1:** Upgrade the existing AYDC facility
- **Option 2:** Maintain AYDC and construct an additional smaller purpose-built facility
- **Option 3:** A single purpose-built secure detention facility
- **Option 4:** Two purpose-built secure detention facilities.

## Key Assumptions

In reading the high-level assessment of each option, it is important to understand the follow key assumptions which underpinned the analysis.

Noetic analysed the following operational and capital costs required to deliver each option and compared this to the base case. Operational costs include:

- staff salaries
- other operating expenses including maintenance, security and administration
- redundancy payments (if relevant).

Capital costs may include (depending on the option):

- refurbishment of existing facilities
- purchase of a site for a new facility
- construction of a purpose-built facility.

See **Annex D** for a detailed explanation of our financial analysis methodology and its underlying assumptions.

Other key financial assumptions for all options include:

- A ratio of 1 staff member to 1 young person is maintained to ensure appropriate care for residents and ensure workplace safety for staff for all options **and the base case**. We have costed the support required from on-site youth workers, teachers, health staff, non-operational staff (including case management coordinators, program coordinators, maintenance staff and administrative staff) required to deliver an effective solution and realise the benefits of each option or to deliver the base case. Specifically:
  - + education staff include special education, literacy and numeracy teachers
  - + health staff include specialists including psychologists, occupational therapists and nurses.
- Land costs for new facilities were estimated using publicly available data.
- Construction costs were based on a sample of publicly available data on youth detention centres in Australia, United States and Canada, taking account of differences in economies of scale and facility specification in these different jurisdictions to ensure estimates were as robust as possible.
- We have made a conservative assumption that the AYDC site would be purchased by another agency within the Tasmanian Government due to the limited number of alternative uses for the site, outside of government. Therefore, the sale of AYDC is not realised as a financial asset when the financial return is considered at a whole of government level.
- The addition of a shared services hub is likely to result in a net loss over the 20-year projection: therefore, DHHS would need to prioritise the social benefits of this approach over the additional financial investment to justify this approach.
- We have not quantified the social impacts or benefits for each option, as this is out of scope for this paper.
- We have not costed the additional services required to support the implementation of through-care support once a young person has left detention, as this is out of scope for this paper.
- The Department of Education would need to fund additional on-site education staff for relevant options.
- Costs associated with developing and implementing a therapeutic model based on a trauma-informed care approach have not been included, but are not expected to be significantly different across the different options and the base case.

## BASE CASE: 'DO MINIMAL'

The 'Do minimal' option will see a continuation of 'business as usual' at the existing AYDC facility. However, over the course of the next 20 years, it is expected that there will be a small incremental reduction in operating costs due to the projected decline in the number of residents at AYDC. Staff reductions at AYDC in this option are assumed to be slower than in other options:

- A 1:1 staff ratio will be maintained throughout the next 20 years, which will ensure optimal support to young people as well as a safe environment for residents and staff as the number of residents decline
- The operational constraints with the current site, particularly regarding infrastructure and the current operating model, and likely industrial relations challenges regarding existing staff, will mean that it will take longer to make significant reforms to reduce the capacity of the site, compared to other options
- As such, it will take longer to reduce the existing permanent staffing base in line with reductions in AYDC bed capacity, which delays the likely operational savings

<b>Budget</b> <ul style="list-style-type: none"> <li>▪ No capital investment</li> <li>▪ Continued high operational costs</li> <li>▪ Point of comparison for other options</li> </ul>	<b>Capital expenditure</b> <ul style="list-style-type: none"> <li>▪ Nil</li> </ul>	<b>Operational expenditure (cumulative, 20 years)</b> <p>Operational costs include:</p> <ul style="list-style-type: none"> <li>▪ salaries for youth workers, teachers, health professionals, non-operational staff</li> <li>▪ maintenance and running costs of a facility including utilities, amenities, food, equipment, IT and other services</li> </ul> <p>Operational costs do not include depreciation</p> <p><b>Base case:</b> \$166.34 million (approx. \$8.32 million per year on average)</p>
<b>Facilities and staff are not fit-for-purpose</b> <ul style="list-style-type: none"> <li>▪ AYDC cannot respond to the diverse needs of the small number of young people in detention</li> <li>▪ Staff do not currently have appropriate de-escalation, trauma, risk and personal safety skills to manage the complex and diverse needs of young people easily</li> <li>▪ Current arrangements with the Department of Health for health services are not adequate to deliver the range of therapeutic and medical interventions required for young people with complex needs</li> </ul>	<b>Location and community connections</b> <ul style="list-style-type: none"> <li>▪ AYDC's location does not provide appropriate connections for young people to their family, community and support services</li> <li>▪ Throughcare is, at best, difficult and in most cases, ineffective: the distance from residents' communities means building and maintaining connections with key services is not currently possible</li> <li>▪ Recruitment can be challenging given AYDC's remote location</li> <li>▪ Ability to oversee practice of AYDC and to ensure it operates within the Tasmanian</li> </ul>	<b>Minimal service delivery improvement</b> <ul style="list-style-type: none"> <li>▪ Therapeutic approaches have been 'layered' on top of a historically punitive youth justice model</li> <li>▪ The current approach misses opportunities to apply trauma-informed care and a therapeutic approach to address criminogenic risk factors, which could lower recidivism rates</li> <li>▪ Current longstanding staff may create barriers to significant and lasting cultural change</li> <li>▪ DHHS' change management plan for AYDC will deliver improvements through a better-defined service delivery</li> </ul>

<ul style="list-style-type: none"> <li>▪ The current rostering system does not allow for effective handovers to ensure the continued safety of residents and staff</li> <li>▪ The layout of ADYC makes emergency procedures and responses, staffing and risk mitigation difficult</li> </ul>	<p>Government's broader strategic objectives is limited due to AYDC's location</p> <ul style="list-style-type: none"> <li>▪ A joined up service approach across DHHS staff located in Hobart is limited due to the requirement to travel long distances to visit AYDC</li> </ul>	<p>model, centre philosophy and through-care support model</p> <ul style="list-style-type: none"> <li>▪ The change management plan should also address overlaps and gaps in services through lack of coordination between different agencies and service providers, through reviewing current agreements across government</li> </ul>
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#### Risks

- Risk of (re-)traumatising young people through ineffective or ill-informed approaches
- Increased recidivism as the custodial model fails to meet young people's needs
- Reduced safety of ADYC residents, staff and the community due to ineffective interventions during detention
- Loss of connectedness to community, education, health interventions and employment

#### Further considerations for DHHS

- Consider investment in supported bail programs including alternative non-secure accommodation options for low-risk young people to ensure detention is actually used as a last resort
- Scope electronic monitoring in conjunction with home detention (and day release opportunities) for low-risk young people to build pro-social pathways
- Sell underutilised parts of AYDC's surrounding property and use the funds to invest in early intervention and community youth justice programs



## OPTION 1: UPGRADE THE EXISTING AYDC FACILITY

The existing AYDC facility would be redesigned and refurbished to modernise the facility, allowing staff to deliver an approach that is more tailored to residents' needs. This approach is intended to optimise the use of the current facility and minimise the upfront capital investment required. However, this approach limits the scope of improvements possible for the AYDC facility and the likely benefits to young people. Ultimately, refurbishment would not produce a fit-for-purpose facility.

Staff numbers would match the predicted capacity requirements over the next 20 years, which decline over time as the rate of youth offending and detention decreases. A 1:1 staff ratio would be maintained, ensuring resident and staff safety is a priority. However, the reduction will not be significant for similar reasons presented in the base case.

There are two sub-options within Option 1:

- Option 1A – Moderate refurbishment of AYDC
- Option 1B – Major refurbishment of AYDC.

**Note:** Noetic has assumed that the proportion of refurbishment is driven by a comparison with a complete rebuild of the AYDC facility. Therefore, we have assumed that a moderate refurbishment would cost 25 percent of a rebuild and a major refurbishment would cost 50 percent of a rebuild. This approach was chosen as it was not possible to scope the specific infrastructure changes required, which could inform a more detailed financial analysis of refurbishment costs.

<b>Budget</b> <ul style="list-style-type: none"> <li>▪ Reduces capital investment required by maximising the reuse of current AYDC facilities</li> <li>▪ Greatest net savings, mostly from the reduction in staff as the capacity of the facility is reduced while maintaining resident and staff safety through a staff ratio of 1:1</li> </ul>	<b>Capital expenditure</b> <p><b>Option 1A:</b> \$3.64 million (lower estimate of refurbishment costs)</p> <p><b>Option 1B:</b> \$7.28 million (higher estimate of refurbishment costs)</p> <p>Capital costs do not include:</p> <ul style="list-style-type: none"> <li>▪ depreciation</li> <li>▪ funds from the sale of AYDC as the purchaser is assumed to be within government: therefore, it is not a financial asset at the whole of government level</li> </ul>	<b>Operational expenditure (cumulative, 20 years)</b> <p>Operational costs include:</p> <ul style="list-style-type: none"> <li>▪ salaries for youth workers, teachers, health professionals, non-operational staff</li> <li>▪ maintenance and running costs of a facility including utilities, amenities, food, equipment, IT and other services</li> </ul> <p>Operational costs do not include depreciation</p> <p><b>Option 1A:</b> \$146.14 million (approx. \$7.31 million per year on average)</p> <p><b>Option 1B:</b> \$146.14 million (approx. \$7.31 million per year on average)</p>
<b>Geographically isolated</b> <ul style="list-style-type: none"> <li>▪ AYDC location makes it difficult to deliver a through care approach, which builds pro-social relationships with a young person's family, community and service providers</li> </ul>	<b>Infrastructure</b> <ul style="list-style-type: none"> <li>▪ Current design constraints would remain in significant parts of AYDC's facilities. Therefore it would not be a fit-for-purpose facility even after refurbishment</li> <li>▪ Facilities would not be scalable to the changing needs of</li> </ul>	<b>Minimal service delivery improvement</b> <ul style="list-style-type: none"> <li>▪ Option 1 may deliver some minor therapeutic improvements through partially enhanced facilities</li> <li>▪ Current longstanding staff may create barriers to significant and lasting cultural change</li> </ul>

<ul style="list-style-type: none"> <li>Recruitment of appropriately skilled staff with contemporary qualifications would continue to be challenging, given AYDC's remote location</li> <li>It would be difficult for the DHHS (Health) to deliver the range of therapeutic and medical interventions required for young people with complex needs, given AYDC's remote location</li> <li>A joined up service approach with DHHS staff located in Hobart would be limited due to the requirement to travel long distances to visit AYDC</li> <li>Oversight of AYDC by DHHS management, the Custodial Inspector, Children's Commissioner would continue to be challenging due to its location, 2.5 hours from Hobart</li> <li>Challenges regarding emergency procedures, staffing and risk mitigation would remain despite refurbishment</li> </ul>	<p>residents and could continue to unintentionally isolate some cohorts of young people</p> <ul style="list-style-type: none"> <li>Residual facilities could be repurposed, which could then allow for intensive support to reintegrate young people back into their communities (e.g. step-down accommodation, drug and alcohol rehabilitation)</li> </ul>	<p>without ongoing resources attached to support oversight and true embedding of change</p>
<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term</li> <li>Refurbishment will be disruptive to residents and staff, which may create additional safety concerns</li> </ul>	<p><b>Indicative Timeframes<sup>24</sup></b></p> <ul style="list-style-type: none"> <li>Refurbishment: one year</li> <li>Staff changes throughout 20 years as resident volume changes, while maintaining a 1:1 staff ratio<sup>25</sup></li> </ul>	<p><b>Dependencies</b></p> <ul style="list-style-type: none"> <li>Ongoing operational savings from staff reductions, while maintaining a 1:1 staff ratio</li> <li>These savings would not offset capital, redundancy and retraining costs</li> <li>DHHS may need to create a mandated approach for access to new services (e.g. drug and alcohol rehabilitation) so residents could access these services at AYDC</li> </ul>

<sup>24</sup> These timeframes are highly dependent on the scope and footprint of an option and should not be used to forecast a timeframe for actual design and construction. This would be considered in detail as part of the development of a Functional Brief and costing for the preferred option.

<sup>25</sup> The 1:1 staff ratio is a risk-averse approach for the purposes of the financial analyses. This ratio is not prescriptive, nor do we suggest that a simple ratio of staffing will alter the safety and care levels at the centre(s) (see Annex D).

## OPTION 2: MAINTAIN AYDC AND CONSTRUCT AN ADDITIONAL SMALLER PURPOSE-BUILT FACILITY

DHHS would administer two secure residential detention facilities – the AYDC facility at a reduced capacity (12 beds) and a new purpose-built facility (12 beds). Both facilities would include the full range of services required to support young people’s needs using a therapeutic approach, including education, health and programming at each facility.

The new facility would be located in Hobart, given AYDC is positioned relatively close to Launceston (40 minutes by car). This option reflects the trend that young people sentenced to detention predominately come from Hobart and Launceston while maximising the re-use of current facilities. DHHS would explore opportunities to re-purpose any residual facilities at AYDC, given the significant reduction in bed capacity.

This option aims to provide a through-care approach by allowing residents to have increased access to their families and the community while in detention. Young people would be able to build and maintain key relationships with service providers during their period of detention, which would ensure they have trusted networks to draw on and a clear plan for education or work after release. The efficacy of this approach would be limited to AYDC residents who do not live close to Deloraine.

This option would involve capital investments in construction and refurbishment, as well as a reduction in staff numbers as the rate of youth offending decreases over time. The safety of residents and staff would be maintained through a 1:1 staff ratio, combined with additional staff training and support to provide contemporary expertise in social science, trauma and risk. Young people would have access to a broader range of services and programming, which is intended to minimise disruptive or violent behaviour that can stem from boredom while in detention intermixed with intense staff scrutiny.

There are two sub-options within Option 2:

- Option 2A – Moderate refurbishment of AYDC to reduce bed capacity and a new facility in Hobart with 12 beds
- Option 2B – Moderate refurbishment of AYDC to reduce bed capacity and a new facility in Hobart with 12 beds, plus a Shared Services Hub that is co-located with the Hobart facility (see description below)

Budget	Capital expenditure (cumulative over two-year construction period)	Operational expenditure (cumulative, 20 years)
<ul style="list-style-type: none"> <li>▪ Reduces capital investment by maximising the re-use of current facilities</li> <li>▪ Moderate capital costs and increased operational costs for 10+ years in running two detention facilities including education, medical, administrative, catering and management teams for each site</li> </ul>	<p><b>Option 2A:</b> \$10.72 million</p> <ul style="list-style-type: none"> <li>▪ Includes refurbishment costs of AYDC as well as land and construction costs for the new Hobart facility</li> </ul> <p><b>Option 2B:</b> \$12.49 million</p> <ul style="list-style-type: none"> <li>▪ Includes refurbishment costs of AYDC as well as land and construction costs for the new Hobart facility <u>with a shared services hub</u></li> </ul>	<p>Operational costs include:</p> <ul style="list-style-type: none"> <li>▪ salaries for youth workers, teachers, health professionals, non-operational staff</li> <li>▪ maintenance and running costs of a facility including utilities, amenities, food, equipment, IT and other services</li> </ul> <p>Operational costs do not include depreciation</p> <p><b>Option 2A:</b> \$184.36 million (approx. \$9.22 million per year on average)</p> <p><b>Option 2B:</b> \$190.93 million (approx. \$9.55 million per year on average)</p>

<b>Geographically aligned in Hobart</b> <ul style="list-style-type: none"> <li>Integrated with existing community services and could deliver localised through-care support in Hobart</li> <li>Increased skilled workforce supply available in Hobart</li> <li>Enhanced business continuity given increased access to two centres and two cohorts of staff to deal with peaks and troughs in numbers at each location</li> </ul>	<b>Infrastructure</b> <ul style="list-style-type: none"> <li>Ability to cater for surge capacity and future changes in capacity between the two facilities</li> <li>The standard of facilities at both sites would be quite different in the short term</li> </ul>	<b>Full benefits limited to Hobart site</b> <ul style="list-style-type: none"> <li>Refurbishment of AYDC would not comprehensively address current issues</li> <li>Young people sentenced to AYDC would still struggle to maintain links to family, community and services</li> </ul>
<b>Risks</b> <ul style="list-style-type: none"> <li>AYDC could be seen as an inferior facility to a new purpose-built facility due to historical concerns raised and as a location for north and north-west residents</li> <li>Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term</li> <li>Inadvertent increased isolation and compromised programming ability and increased staffing levels (for smaller groups) could occur as less young people reside at the centre over time</li> </ul>	<b>Indicative Timeframes<sup>26</sup></b> <ul style="list-style-type: none"> <li>Construction: two years</li> <li>Refurbishments: one year</li> <li>Staff changes throughout 20 years as resident volume changes</li> </ul>	<b>Dependencies</b> <ul style="list-style-type: none"> <li>Ongoing operational savings from staff reductions, while maintaining a 1:1 staff ratio</li> </ul>

<sup>26</sup> These timeframes are highly dependent on the scope and footprint of an option and should not be used to forecast a timeframe for actual design and construction. This would be considered in detail as part of the development of a Functional Brief and costing for the preferred option.

## OPTION 3: A SINGLE PURPOSE-BUILT SECURE DETENTION FACILITY

DHHS would oversee the construction of a single purpose-built detention facility (20-bed capacity).

This option provides an opportunity for DHHS to collaborate with other government agencies to design and construct a facility that provides the most rehabilitative environment for children and young people while in detention. It also aims to streamline service offerings to young people at risk in the community. However, this option does not address the current service gaps for young people based in locations a large distance from the single facility. Therefore, it would be difficult for these young people to harness the full benefits of a through-care approach, in order to maximise opportunities for lasting rehabilitation after release from detention.

Based on our assessment, Hobart and Launceston are the most likely locations for a single facility that delivers an effective trauma-informed therapeutic through-care approach:

- Most young people in detention are based in Hobart or Launceston<sup>27</sup>
- These locations have a greater concentration of community-based services
- Tertiary education institutions in both locations offer a continued supply of staff with contemporary skills and qualifications
- DHHS management, the Children's Commissioner and the Custodial Inspector could provide more direct oversight if the facility was located close to Hobart.

As outlined below, this is not possible at the current AYDC site. However, Noetic cannot make a definitive recommendation for the facility's location, given the information gaps outlined below (see **Location Assessment** below).

There are four sub-options within Option 3:

- Option 3A – Purpose-built facility with 20 beds (likely to be based in Hobart or Launceston)
- Option 3B – Purpose-built facility with 20 beds, plus a Shared Services Hub that is co-located with the facility (see description below for more information on the hub) (likely to be based in Hobart or Launceston)
- Option 3C – Purpose-built facility with 20 beds for children and young people (managed by DHHS to ensure a service delivery model catered to the needs of young people) that also shares limited services and infrastructure with young adult prisoners (assumed to be managed by the Department of Justice) plus a Shared Services Hub (*note: same cost to DHHS as 3B*) (likely to be based in Hobart or Launceston)
- Option 3D – Complete rebuild of AYDC to be a purpose-built facility with 20 beds

Budget	Capital expenditure (cumulative over two-year construction period)	Operational expenditure (cumulative, 20 years)
<ul style="list-style-type: none"> <li>▪ Significant upfront capital cost for a new facility, regardless of location in Hobart or Launceston (all options)</li> <li>▪ Reduced salary cost as staff numbers reduce in line with the reduction in residents while ensuring a 1:1 staff ratio (all options) – resident and staff safety is improved through enhanced facilities and operational reforms</li> </ul>	<p><b>Option 3A:</b> \$11.8 million</p> <ul style="list-style-type: none"> <li>▪ Includes land and construction costs of a new facility</li> </ul> <p><b>Option 3B (and 3C):</b> \$14.75 million</p> <ul style="list-style-type: none"> <li>▪ Includes land and construction costs of a new facility with a shared services hub</li> </ul>	<p>Operational costs include:</p> <ul style="list-style-type: none"> <li>▪ salaries for youth workers, teachers, health professionals, non-operational staff</li> <li>▪ maintenance and running costs of a facility including utilities, amenities, food, equipment, IT and other services</li> </ul>

<sup>27</sup> Between 2011-12 and 2015-16, AYDC residents were based in the following regions: Hobart 45.25%; Launceston and North East 32.59%; West and North West 15.19%; South East 4.11%; Unknown 2.85% (DHHS internal data).

<p>(including contemporary staff training and qualifications, trauma-informed policy and procedures)</p> <ul style="list-style-type: none"> <li>Savings from the sale of AYDC (estimated to be \$6.21 million) offset some of the cost of this option to DHHS (Options 3A – C). However, funds from the sale of AYDC are not realised as savings at the whole of government level as the purchaser is assumed to be within government</li> <li>Department of Justice is assumed to fund the capital and operational cost of their part of the facility for Option 3C</li> <li>The Tasmanian Government would need to define and manage the local impacts and costs caused by the closure/repurposing of AYDC (Option 3D)</li> </ul>	<p><b>Option 3D:</b> \$16.02 million (over three years)</p> <ul style="list-style-type: none"> <li>Includes construction costs of a completely rebuilt AYDC</li> </ul> <p><b>Indicative Timeframes<sup>28</sup></b></p> <ul style="list-style-type: none"> <li>Scoping and design: one year</li> <li>Construction: <ul style="list-style-type: none"> <li>+ two years for Options 3A – C</li> <li>+ three years for Option 3D, as DHHS would need to continue to house residents at AYDC as it was progressively rebuilt</li> </ul> </li> </ul>	<p>Operational costs do not include depreciation</p> <p><b>Option 3A:</b> \$130.25 million (approx. \$6.51 million per year on average)</p> <p><b>Option 3B (and 3C):</b> \$138.48 million (approx. \$6.92 million per year on average)</p> <p><b>Option 3D:</b> \$146.76 million (approx. \$7.34 million per year on average)</p> <p><b>Dependencies</b></p> <ul style="list-style-type: none"> <li>Sale / re-purposing of AYDC site</li> <li>Ongoing operational savings from staff reductions while ensuring a 1:1 staff ratio</li> <li>Cooperation of Department of Justice (Option 3C)</li> </ul>
<p><b>Uneven distribution of benefits, depending on young people's home base</b></p> <ul style="list-style-type: none"> <li>AYDC residents are predominately based in Hobart and Launceston<sup>29</sup></li> <li>A facility based in Hobart or Launceston would enable localised through-care support and could be integrated with a greater depth/breadth of services (Options 3A – C)</li> <li>A facility based in Hobart or Launceston would also enable better connections to family, education and pro-social recreation for young people based near the new facility (Options 3A – C)</li> <li>However, a single facility located in Hobart or Launceston would move some AYDC residents even further</li> </ul>	<p><b>Infrastructure</b></p> <ul style="list-style-type: none"> <li>A 20-bed capacity provides the ability to cater for surge capacity and future changes in capacity (all sub-options)</li> <li>It also allows DHHS to reduce its capacity in line with projections of young people in detention (all sub-options)</li> <li>DHHS could provide community access to facilities such as a gym or pool (all options, although Deloraine currently has both facilities in town)</li> <li>A new facility based in an urban area would not be able to provide the range of outdoor recreational and vocational activities that could be delivered (but are not currently on offer) at AYDC (Option 3A – C)</li> </ul>	<p><b>A catalyst for a new service delivery model at the new facility</b></p> <ul style="list-style-type: none"> <li>A fully trauma-informed and therapeutic model is possible at a fit-for-purpose facility (all options)</li> <li>Young people who were not based near the new facility would not be able to build and maintain relationships with key service providers during their period of detention. This would decrease opportunities for lasting rehabilitation after release (all options)</li> <li>AYDC's location makes it difficult to deliver a full through-care approach, which builds pro-social relationships with a young person's family, community and service providers (Option 3D) due to:</li> </ul>

<sup>28</sup> These timeframes are highly dependent on the scope and footprint of an option and should not be used to forecast a timeframe for actual design and construction. This would be considered in detail as part of the development of a Functional Brief and costing for the preferred option.

<sup>29</sup> Between 2011-12 and 2015-16, AYDC residents were based in the following regions: Hobart 45.25%; Launceston and North East 32.59%; West and North West 15.19%; South East 4.11%; Unknown 2.85% (DHHS internal data).

<p>away from their families and community (Options 3A – C)</p> <ul style="list-style-type: none"> <li>▪ If the single facility remained in Deloraine, mobile service options could be incorporated into AYDC’s service delivery model to reduce some of the barriers to implementing a full therapeutic approach e.g. family accommodation on site and transport service; (Option 3D). However, significantly greater expenditure would be required to support an effective therapeutic approach as part of Option 3D, which relies on strong connections to family and community</li> </ul>	<ul style="list-style-type: none"> <li>▪ The complete rebuild of AYDC would be very disruptive for staff and residents over an extended period (at least three years), which could exacerbate existing safety and security concerns (Option 3D)</li> </ul>	<ul style="list-style-type: none"> <li>+ lack of appropriately skilled staff currently employed at AYDC – significant industrial relations’ challenges to redefine qualifications of youth workers and/or retrain existing staff as well as alter the organisational structure, governance and rosters</li> <li>+ lack of connection to mainstream and specialist services due to AYDC’s location</li> <li>+ cultural resistance is highly likely in implementing a therapeutic approach at ADYC</li> <li>▪ An increased in skilled workforce supply would be available if based in Hobart or Launceston: DHHS may choose to define a new benchmark for the qualifications required for youth workers – this may limit redeployment of current staff at AYDC (Options 3A – C)</li> </ul>
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### Risks

- Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term (all options)
- This option could be seen as prioritising the needs of Hobart or Launceston (depending on site location) above other regions in Tasmania (Options 3A – C)
- The Tasmanian Government would need to define and manage the local impacts caused by closing or repurposing AYDC (Options 3A – C)
- The financial viability of this option depends on:
  - + the timely sale of the AYDC site (Options 3A – C)
  - + identifying an appropriate, cost-effective site in Hobart or Launceston (Options 3A – C)
  - + designing and implementing a collaborative service delivery model with the Department of Justice (Option 3C only)
- DHHS would need to design the operating model for Option 3C carefully to avoid perpetuating current issues at AYDC or blurring the distinction between children, young people and adults (who are subject to different legislation and justice principles)
- Local communities may be resistant to a new secure facility in their area (Options 3A – C)



## Location Assessment

Noetic considered the following criteria when considering the most appropriate location for a single purpose-built detention facility. Based on our assessment, Hobart and Launceston are the most likely locations for Option 3. However, Noetic cannot make a definitive recommendation for the facility's location, given the information gaps outlined below.

- **Needs of children and young people in detention:** The current Deloraine location is not the optimal choice, given the barriers, it creates to effective access and interaction by families, community and service providers. DHHS' data shows that young people in detention are based in north and south Tasmania in largely equal proportions.<sup>30</sup> Based on the DHHS data provided to Noetic, this criterion cannot be used to determine a preference for Hobart or Launceston.
- **Availability of local community-based services:** DHHS is currently conducting a project to scope the range of current services available for youth at risk. The results of this project will provide the basis for identifying whether Hobart or Launceston is more appropriate. Stakeholders we consulted with suggested that Hobart is most likely to have the greatest level of community sector capacity to provide integrated services. However, this will need to be confirmed by the results of the scoping project.
- **Supply of appropriately skilled staff:** Hobart and Launceston would be the most likely locations to draw on appropriately skilled youth workers, education staff, facility managers, allied health staff, primary health staff and other experts required to support young people at a single purpose-built facility. Tertiary institutions in both locations offer a range of qualifications that would provide the basis for an ongoing supply of appropriately skilled staff who have strong links to the Tasmanian community. It would also provide opportunities for greater collaboration with tertiary education institutions, including access to innovative research and student placements for social work, counselling and psychological studies.
- **Effective governance and oversight:** The ability for DHHS and other independent advisors / oversight bodies such as the Commissioner for Children and the Custodial Inspector may be enhanced by a facility that is located close to Hobart.

We have concluded that there is insufficient evidence to make a definitive assessment of the most appropriate location. However, some of the anecdotal evidence which needs to be validated further suggests that Hobart may be the preferred location. This analysis, however, showed that the facility should be located in either Hobart or Launceston and not Deloraine, to ensure the custodial model is designed to meet the needs of young people in detention.

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<sup>30</sup> Ibid.



## OPTION 4: TWO PURPOSE-BUILT DETENTION FACILITIES

DHHS would oversee the construction of two purpose-built detention facilities (12 beds capacity each) in Hobart and Launceston, which provides some surge capacity at a regional level while closing down and potentially repurposing AYDC. This option meets all strategic objectives for the new custodial youth justice and provides the greatest opportunity to successfully redefine the custodial youth justice model to place young people's needs at its centre:

- Young people would have access to the right support at the right time, regardless of their status in the youth justice system
- Education, health and programming required to support a therapeutic approach would be provided at each facility
- Young people would benefit from a consistently therapeutic approach, which would address their individual criminogenic risks and traumatic stress as part of their rehabilitation during and after detention
- Young people based in Hobart and Launceston would have more direct links to their family, community and service providers
- DHHS can administer a custodial system which responds to the projected decline of young people in detention while ensuring staff and resident safety is a priority.

There are two sub-options within this option:

- Option 4A – two purpose-built detention facilities (12 beds capacity each)
- Option 4B – two purpose-built detention facilities (12 beds capacity each) with a shared services hub at each

<b>Budget</b> <ul style="list-style-type: none"> <li>▪ Highest up-front capital cost</li> <li>▪ Savings from the sale of AYDC and ongoing operational enhancements to improve staff and resident safety. However, funds from the sale of AYDC are not realised as savings at the whole of government level as the purchaser is assumed to be within government</li> </ul>	<b>Capital expenditure (cumulative over two-year construction period)</b> <p><b>Option 4A:</b> \$14.19 million</p> <ul style="list-style-type: none"> <li>▪ Includes the land and construction costs of two new facilities</li> </ul> <p><b>Option 4B:</b> \$17.74 million</p> <ul style="list-style-type: none"> <li>▪ Includes the land and construction costs of two new facilities plus a shared services hub at each site</li> </ul>	<b>Operational expenditure (cumulative, 20 years)</b> <p>Operational costs include:</p> <ul style="list-style-type: none"> <li>▪ salaries for youth workers, teachers, health professionals, non-operational staff</li> <li>▪ maintenance and running costs of a facility including utilities, amenities, food, equipment, IT and other services</li> </ul> <p>Operational costs do not include depreciation</p> <p><b>Option 4A:</b> \$158.66 million (approx. \$7.93 million per year on average)</p> <p><b>Option 4B:</b> \$171.81 million (approx. \$8.59 million per year on average)</p>
<b>Geographically aligned</b> <ul style="list-style-type: none"> <li>▪ Enables localised through-care support with a greater depth and breadth of support, integrating with existing</li> </ul>	<b>Infrastructure</b> <ul style="list-style-type: none"> <li>▪ New fit-for-purpose facilities which allow individual planning for intensive support and programming for young people to identify goals,</li> </ul>	<b>A catalyst for a new service delivery model</b> <ul style="list-style-type: none"> <li>▪ A new facility provides the step-change required to implement a contemporary</li> </ul>

<p>community services as well as specialist youth services</p> <ul style="list-style-type: none"> <li>▪ Better connections to family and community, allowing young people to develop and maintain pro-social relationships</li> <li>▪ Increased skilled workforce supply in Hobart or Launceston</li> <li>▪ Ability for DHHS to instil best-practice culture, governance, staffing, capability, risk management and a therapeutic response in a trauma-informed way at two new centres, which would not be possible at AYDC without addressing long standing historical culture and practices</li> <li>▪ Greater opportunity for succession planning and fresh eyes, new ways of thinking with a diverse range of ages, cultures and diversity amongst the workforce</li> </ul>	<p>alleviate boredom and minimise unintended isolation</p> <ul style="list-style-type: none"> <li>▪ Ability to cater for surge capacity and future changes in capacity</li> </ul>	<p>trauma-informed and therapeutic model</p> <ul style="list-style-type: none"> <li>▪ Option 4 would allow DHHS to completely redefine all aspects of the custodial youth justice service delivery model</li> <li>▪ Fit-for-purpose facilities, in conjunction with higher staff capabilities and enhanced operational procedures, can improve resident and staff safety</li> <li>▪ More diverse education and vocational opportunities are available in higher population areas, with the opportunity to maintain these networks after release</li> <li>▪ This option allows integration with out-of-home care, child protection, family violence support, health, community youth justice and education services in two key population areas</li> <li>▪ This option also allows for integration with mainstream education and health services (for low-risk young people only)</li> </ul>
<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>▪ Community acceptance of new facilities and underlying service delivery model</li> <li>▪ Spike in detention demand outside of projected capacity requirements</li> <li>▪ Implementation of significant changes to service delivery model on time, within budget</li> </ul>	<p><b>Indicative Timeframes<sup>31</sup></b></p> <ul style="list-style-type: none"> <li>▪ Scoping and design: one year</li> <li>▪ Construction: two years</li> </ul>	<p><b>Dependencies</b></p> <ul style="list-style-type: none"> <li>▪ Sale / re-purposing of AYDC site</li> <li>▪ Ongoing operational savings from staff reductions</li> </ul>
<p><b>Shared Services Hub</b></p> <ul style="list-style-type: none"> <li>▪ Based on our preliminary assessment, Option 4A – Two purpose-built facilities (with 12 beds each) has been recommended. However, DHHS may wish to consider the Shared Services Hub (Option 4B) further in the next stages of feasibility and design.</li> </ul>		

<sup>31</sup> These timeframes are highly dependent on the scope and footprint of an option and should not be used to forecast a timeframe for actual design and construction. This would be considered in detail as part of the development of a Functional Brief and costing for the preferred option.

**Broader system design recommendations (see next section for more detail on ‘Alternatives to detention and other service improvements’)**

- Significantly increased investment in education during detention: strong connections to post-detention education and employment opportunities in a young person’s community
- Clearly defined and universally accepted through-care model, based on trauma-informed practice
- Implemented strategic workforce plan, which defines the expected culture and defines the approach to attracting, recruiting and retaining appropriately skilled staff
- Reformed information sharing and ICT systems
- Increased access to health professionals to address young people’s needs (counselling, mental health, disability support, physical health, etc.)
- Clearly defined principles, values and beliefs applied to facilities, which is based on trauma-informed practice
- Graduated detention options which provide options to ‘step up’ and ‘step down’
- Integration of cultural interventions to support overrepresentation (nationally) of Aboriginal and Torres Strait Islanders in detention.

**Further considerations for DHHS**

- Consider investment in supported bail programs (including secure welfare accommodation options)
- Consider investment in mandated alcohol and drug facilities for young people, including secular options
- Scope electronic monitoring in conjunction with home detention as a sentencing option for low-risk young people as well as day release
- Assess the merits of public-private partnership options for the construction of new facilities

**Other options not considered further**

Noetic also considered an option which involved no dedicated youth justice facility in Tasmania. This option would necessarily involve a partnership with another state or territory to accommodate Tasmania’s highest risk offenders. However, consultation with stakeholders clearly identified that this option did not meet the strategic objectives outlined above and would not be considered acceptable to government or the community, as Tasmania currently has an obligation to manage its custodial population.

Jurisdictions across Australia have different legislation which governs the treatment of young people in detention and allows for different levels of restrictive practice. Under this option, DHHS could not control the actions of interstate staff and would be limited in the actions they could take to ensure the acceptable treatment of young people in detention (including chemical, mechanical, physical restraint, isolation, use of force and behaviour management). Ultimately, DHHS could not be confident that they were entrusting young people to another jurisdiction with the same or higher standards of care as Tasmania.

This option would also present significant challenges in maintaining connections to their family and community. Oversight by DHHS, the Custodial Inspector and the Commissioner for Children would also be difficult. An interstate detention model would also make it challenging to implement a through-care approach as young people would need to form new relationships with service providers after their period of detention was complete. Therefore, this option is not considered appropriate for further consideration in this paper.

# PREFERRED OPTION: OPTION 4 – TWO PURPOSE-BUILT SECURE DETENTION FACILITIES

## RATIONALE

**Option 4: Two ‘Purpose-Built’ Secure Detention Facilities is the preferred option.** Option 4 places young people’s needs at the centre of Tasmania’s custodial youth justice centre and represents a sound financial outcome while maximising social impact for young people and the community. This option meets all strategic objectives defined through Noetic’s extensive stakeholder consultation given:

- Smaller, purpose-built facilities provide an opportunity to redefine the custodial service delivery model and infrastructure. The new model would put young people’s specific and holistic needs at the centre of the system: ensuring they would have access to the right support at the right time, underpinned by effective coordination across government and with service providers.
- The custodial service delivery model would be based on a clearly understood philosophy and vision, underpinned by trauma-informed practice and a true therapeutic approach.
- Young people that reside in Tasmania’s two highest populated areas (Hobart and Launceston) would be able to maintain links with family, education, support services and their community during and after their period of detention.
- DHHS can better administer a custodial system which can respond to the projected decline of young people in detention, as well as potential spikes in demand and possible shifts in future policy and practice.
- This option provides the greatest opportunity to join up services across government agencies and provide a streamlined approach between out of home care, child protection, family violence support, health, community youth justice and education services.

In recommending Option 4, it is essential to note that it does involve significant reform to the current custodial model and will need the ongoing political will and interagency support to be successful. However, the Tasmanian Government can make a step-change reform that could result in a generational change for Tasmanian families that are overrepresented in the youth justice system.

Our consultation revealed that there is a significant desire for reform of the custodial youth justice system across government and the not-for-profit sector. Option 4 would energise government agencies and service providers, affording an opportunity to showcase Tasmanian ingenuity to combat a deeply complex social issue. There is an abundance of literature, research, evidence and guidance on more effective ways of responding to youth offending and its underlying causes (outlined throughout this paper). This option, therefore, presents a unique opportunity to initiate a reform process that is much more than a new facility. It will form part of the broader Youth at Risk strategy which will, from the top-down, drive a new approach that is based on a clear and unambiguous vision to embed a therapeutic and trauma-informed approach. This holistic approach will involve a system-wide change to people, processes, technology and infrastructure. The key components of the recommended option are summarised in the table below.

**Note:** As outlined in the *Summary Assessment of the Options*, Option 3 also represented a feasible option because it provides the opportunity to redefine the custodial youth justice model with less capital outlay than Option 4. However, the disadvantages of a single site are substantial for a significant proportion of the facility's likely residents. This is consistent, regardless of whether the facility is based in Hobart, Launceston or Deloraine. However, leaving the facility in Deloraine is not practical as it means that the majority of young people will be displaced from their families and communities while in detention.

The Tasmanian Government may still wish to consider Option 3 if it does not have the capacity to make the increased capital investment involved in Option 4 (noting, of course, it is unlikely to realise the same level of social benefits that would flow from Option 4). However, DHHS must be aware that it will not be able to fully implement a through-care approach for all residents if this option is chosen.

## NEXT STEPS

Noetic recommends that DHHS consider the following actions to better define and present Option 4 to Government.<sup>32</sup>

Short term (within six months)	Medium term (within twelve months)	Long term (within two years)
<ul style="list-style-type: none"> <li>▪ Develop a Functional Brief for Option 4 that would:               <ul style="list-style-type: none"> <li>+ describe the detailed essential requirements and desired outcomes at the two new facilities including the requirements for functional spaces and compliance with statutory requirements</li> <li>+ inform the strategic infrastructure assessment, concept planning and detailed infrastructure for both facilities</li> <li>+ be used in the development of the project assurance framework's strategic assessment business case documents</li> <li>+ consider whether bail support could be expanded, including options for supported accommodation</li> <li>+ consider whether electronic monitoring would complement a new custodial youth justice model</li> <li>+ consider the merits and private sector demand for a public-private partnerships implementation approach to offset some capital investment for DHHS</li> </ul> </li> <li>▪ Design the detailed requirements for a new custodial youth justice service delivery model, including any legislation changes required and its integration with non-</li> </ul>	<ul style="list-style-type: none"> <li>▪ Define the new custodial youth justice model in detail, including changes to workforce requirements, standard operating procedures and the scope of services provided, as part of the broader Youth at Risk strategy</li> <li>▪ Identify and assess potential public-private partnership options for construction of new facilities</li> <li>▪ Identify the detailed design and construction requirements for the Hobart and Launceston facilities, including appropriate site locations</li> </ul>	<ul style="list-style-type: none"> <li>▪ Develop detailed design specifications for the new facilities</li> <li>▪ Develop the procurement model and design-bid-build phase</li> <li>▪ Monitor the implementation of the new service delivery model to ensure the benefits articulated in the change management approach are realised</li> </ul>

<sup>32</sup> These timeframes are highly dependent on the scope and footprint of an option and should not be used to forecast a timeframe for actual design and construction. This would be considered in detail as part of the development of a Functional Brief and costing for the preferred option.

Short term (within six months)	Medium term (within twelve months)	Long term (within two years)
custodial services in Hobart and Launceston		
<ul style="list-style-type: none"> <li>Identify the high-level change management and stakeholder management approach to developing and implementing a new custodial youth justice model</li> <li>Commission a Local Impact Study to identify and cost the full impact of the closure of AYDC to the Deloraine community and identify appropriate mechanisms to minimise the impact on the local community</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Transition Plan to ensure the continued operation of AYDC, while the Hobart and Launceston facilities are designed, constructed and stood-up</li> <li>Undertake detailed community consultation on the preferred option</li> </ul>	<ul style="list-style-type: none"> <li>Recruit and train the workforce for the new facilities</li> </ul>
<ul style="list-style-type: none"> <li>Identify the workforce and service provider requirements for the Hobart and Launceston facilities, including potential impacts on the existing AYDC workforce</li> </ul>	<ul style="list-style-type: none"> <li>Undertake consultation with workforce representatives on proposed changes to workforce requirements for the new facilities</li> </ul>	<ul style="list-style-type: none"> <li>Procure the design and build of the ICT modernisation project</li> <li>Design training packages for new ICT systems and tools</li> </ul>
<ul style="list-style-type: none"> <li>Define the governance and information sharing requirements across DHHS and the Departments of Health, Education and Justice</li> </ul>	<ul style="list-style-type: none"> <li>Define the detailed requirements for an ICT modernisation project for the new custodial youth justice system</li> </ul>	<ul style="list-style-type: none"> <li>Report to Government on the progress of implementation, including realisation of benefits and new/emerging risks</li> </ul>
<ul style="list-style-type: none"> <li>Undertake cross-government consultation on the preferred option</li> <li>Develop the detailed funding model for the new custodial system</li> </ul>	<ul style="list-style-type: none"> <li>Prepare costings to inform a Cabinet Submission to Government</li> </ul>	<ul style="list-style-type: none"> <li>Commence build phase</li> </ul>

# ALTERNATIVES TO DETENTION AND OTHER SERVICE IMPROVEMENTS

This section provides a number of investment options that could be incorporated into Noetic's preferred option to further reduce the capacity required in secure facilities and/or to provide more effective support for young people, regardless of their place in the youth justice continuum.

## SHARED SERVICES HUB (PART OF OPTIONS 2B, 3B, 3C, 4B)

The Shared Services Hub would be co-located in the same precinct as the DHHS-run detention facility/facilities. Low-risk young people in detention *and* young people at risk in the community would be able to use facilities and programs at the Shared Services Hub in a non-secure or less secure environment. Staff and resources would be shared across services delivered in secure and non-secure facilities. There would also be an opportunity for low-risk residents to access some of the shared services. However, there will still be a need for the full range of detention services within a secure environment for higher-risk residents.

The Shared Services Hub could offer:

- allied health services such as mental health counselling, adolescent addiction specialists, dieticians, youth workers, speech pathologists, occupational therapists, etc.
- referrals to primary and allied health services such as doctors, dentists, optometrists, etc.
- diversionary programs for young people in detention that target the lifestyle and criminogenic risk factors that lead to reoffending behaviour
- early intervention programs, for example, to support continued engagement with education, positive recreational activities outside of school and family support
- opportunities for vocation training and recreational activities
- flexible spaces for service providers to deliver community-based programs
- education tailored to young people's developmental needs, disability status or medical diagnosis status.

The Shared Services Hub would involve the same size facility and scope of services, regardless of the option it is attached to (2B, 3B, 3C, or 4B). The Shared Services Hub is suitable in Hobart and Launceston facilities because of their access to greater numbers and variety of health professionals and youth rehabilitation services than Deloraine.<sup>33</sup> The primary benefit of its location in these urban centres would be to provide connections to key services during and after detention, so a young person can maintain these important support relationships to boost their chances of lasting rehabilitation.

## BAIL SUPPORT

Anecdotally, Tasmanian young people breach bail conditions due to their circumstances, rather than being driven to commit new crimes. For example, young people may breach curfew or reporting conditions to police due to unstable home environments. A significant proportion of young offenders have a history of child protection and care issues, which needs to be addressed as a key risk factor in offending behaviour, in the context of a trauma-informed approach.

Bail support programs (including accommodation support such as secure welfare options) aim to reduce reoffending while on bail, increase young people's court appearance rate and provide magistrates and police with a viable alternative to remand or incarceration. It may be more appropriate for a low-risk young person to remain in the community while on bail to avoid exposure to detention. This offers the opportunity for targeted interventions, encouraging the development of pro-social relationships in the community while on bail.

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<sup>33</sup> As outlined in the Tasmania Health Directory (<http://www.primaryhealthtas.com.au/find-a-provider>)



Save the Children currently provide a bail support program in partnership with DHHS, police and the Youth Court to support young people placed on bail. This approach focuses on providing intensive support for young people to identify and pursue life goals through education, vocation, employment and recreational activities. However, this program does not include supported accommodation. DHHS could consider whether the evaluation outcomes of this program warrant further investment to expand this service to include a residential component.

The ACT's After Hours Bail Support Service (AHBSS) could be used as a complementary after-hours program to bail-support accommodation services, which can assist young people to comply with their bail conditions and divert them away from custody.<sup>34</sup> The AHBSS provides practical support such as transporting young people to safe places and communicating critical information to families from 5 pm – 2 am weekdays and 4 pm – 2 am weekends and public holidays. It also provides referrals in response to homelessness, out of care home, case management, and care and protection services. A recent evaluation showed this service was widely used and was an effective way of diverting young people away from custody.

## SUPPORTED STEP-DOWN ACCOMMODATION

Young people in detention would benefit from the opportunity to transition away from a highly secure environment before and immediately after their release. Planning for this should commence before sentencing and could be mandated as a sentencing option under the *Youth Justice Act 1997*. This approach would allow them to learn life skills, promoting more effective reintegration into the community. This type of supported accommodation could be included in a refurbished or purpose-built detention facility, as well as within the community (for young people once released from detention). This approach would also allow DHHS to separate low-risk young people, allowing children and low-risk young people to be effectively separated from potentially negative or more institutionalised role models in a nurturing environment. The service delivery model would need to prioritise pro-social engagement in the community to avoid unintended isolation for these young people.

Victoria's Youth Justice Homeless Assistance Program may be a useful model to consider, although it focuses on young people likely to be homeless after leaving custody. The program provides intensive support and referrals to other critical services in the first six weeks after a young person leaves detention (after a sentence or remand).

## EARLY INTERVENTION AND PREVENTION PROGRAMS

Early intervention and prevention programs aim to target the window of opportunity before young people become entrenched in the youth justice system and to divert them away from graduation into the adult correctional system. DHHS is currently funding a project to map all services funded to support youth at risk in Tasmania. This exercise will produce an analysis of the current gaps in service provision across different regions and any duplication of services.

Evaluation of evidence-based early intervention and prevention programs will be critical to showing the benefits of this investment to the broader community. The Australian Institute for Family Studies is currently assisting service providers in developing their program's theoretical basis and evaluation approach to ensure that 50% of Commonwealth funded children and families' programs are evidence-based by July 2017. This process will also produce a guidebook, which will outline a range of evidence-based programs that governments and service providers can implement to address the needs of families and children. DHHS can use this resource to identify potential gaps in prevention (and possibly early intervention) programs.

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<sup>34</sup> ACT Government Community Services, *Evaluation Report: After Hours Bail Support Service*, [http://www.communityservices.act.gov.au/ocyfs/the\\_blueprint\\_for\\_youth\\_justice\\_in\\_the\\_act/youth-justice/after-hours-bail-support-service](http://www.communityservices.act.gov.au/ocyfs/the_blueprint_for_youth_justice_in_the_act/youth-justice/after-hours-bail-support-service), accessed 15 July 2016.

## DIVERSION PROGRAMS

Stakeholders consistently raised the lack of intensive diversionary programs available to young people who may be entrenched in the youth justice system. This includes residential drug, alcohol and mental health counselling (particularly secular options) available as a mandated condition of a sentence under the *Youth Justice Act 1997*. These services allow the key risk factors of offending behaviour to be targeted. There is also a lack of funding for community youth justice programs that allow agencies and service providers to be proactive and implement innovative, targeted interventions.

People with mental health disorders and cognitive impairment are significantly over-represented in the criminal justice system.<sup>35</sup>

### Disability, Cultural Minority, Place-based Disadvantage and Poverty

Young people in detention may have a mental or cognitive disability (or commonly, multiple disabilities) and may be highly disadvantaged, resulting in complex support needs. These young people usually come into contact with the police and the youth justice system, initially due to their disability and often as victims of abuse.<sup>36</sup> Minor offences make up the majority of offences, such as offensive language and resisting arrest, as well as breaching bail or community orders.<sup>37</sup> Police and youth workers may not currently have the tools, frameworks and support mechanisms to recognise that mental or cognitive disability, poverty or culture underpins the causes of offending behaviour or responses to criminal behaviour. Therefore, the youth justice system is being used to manage people with complex support needs, without entrenched coherent frameworks for holistic disability, education and community support services to manage these needs.

In 2006, 8 per cent of the Tasmanian population were living in communities ranked among the most disadvantaged 5% in Australia, the second highest proportion of all states and territories after the Northern Territory.<sup>38</sup>

DHHS' Youth at Risk Strategy will examine the role of place-based disadvantage in placing young people at risk, which can expose a young person, their family or community to significant harm. Key risk factors that can lead to intergenerational poverty include low-income families, limited computer and internet access, early school leaving, physical and mental disabilities, long-term unemployment, prison admissions and confirmed child maltreatment.<sup>39</sup> Anecdotally, there are a small number of Tasmanian families that are overrepresented in the youth and custodial justice systems. The Youth at Risk Strategy will identify service gaps for children and young people at risk in Tasmania by the community. Based on this analysis, DHHS can invest in place-based community-led programs that target criminogenic risk factors, to reduce the likelihood that young people come into contact with the youth justice system.

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<sup>35</sup> R. McCausland et al., 'People with mental health disorders and cognitive impairment in the criminal justice system: Cost-benefit analysis of early support and diversion', <https://www.humanrights.gov.au/sites/default/files/document/publication/Cost%20benefit%20analysis.pdf>, accessed 15 July 2016.

<sup>36</sup> E. Baldry, 'How the justice system fails people with disability—and how to fix it', <http://www.abc.net.au/radionational/programs/ockhamsrazor/australian-justice-system-disability-indigenous/7326240>, accessed 15 July 2016.

<sup>37</sup> Ibid.

<sup>38</sup> DHHS, *Place-Based Approaches to Health and Wellbeing Issues Paper*, Version 1.0 12 September 2012.

<sup>39</sup> Ibid.

*A determined, early, holistic, community-based and flexible service array is required.<sup>40</sup>*

## Electronic Monitoring

Jurisdictions such as South Australia and Northern Territory use electronic monitoring with home detention as a sentencing option for low-risk young people.<sup>41 42</sup> A monitoring device such as an anklet is used to monitor a young person, either via a home-based unit or by GPS. The suitability of the young person, their home and the likelihood of compliance are all considered by the court during sentencing.

Inclusion zones are established so the young person can attend school, work or other pro-social activities. Exclusion zones are also defined to ensure a young person stays away from places and/or people that may lead to further offending. Young people are also subject to spot checks in person by Department of Correctional Services' officers to ensure they comply with conditions of the bail agreement. Violation of electronic monitoring provisions is treated as any other breach of sentence or bail conditions.<sup>43</sup>

Electronic monitoring has the potential to be a lower cost option for sentencing low-risk young people, which provides a graduated option between community sentencing and full-time detention. Electronic monitoring allows young people to stay engaged with their families and communities but does not result in positive rehabilitation outcomes by itself. Therapeutic interventions are required to address the criminogenic causes of offending behaviour and to address trauma. Young people on home detention also need support to establish a schedule with meaningful activities, which support the achievement of life goals and improved social engagement. Young people under care or who are homeless are not eligible for this sentencing option.

## ICT Systems Reform

The Tasmanian youth justice system currently lacks adequate information sharing between DHHS, Department of Health, Department of Education, Tasmanian Police and the Department of Justice, which would allow agencies to share information in the best interests of young people. The Secretary of the Tasmania Department of Premier and Cabinet recently highlighted that there is an expectation that information will be shared between agencies and is an integral part of the Tasmanian Government's culture (where a culture of sharing exists rather than finding a reason not to).

The lack of access to disaggregated de-identified data makes it difficult for AYDC staff (as well as other CYS and Health staff) to identify trends and attribute the factors that produce these trends. Anecdotally, stakeholders who used DHHS ICT systems saw them as creating barriers to documenting and sharing information in the best interests of young people in detention. Some AYDC staff were not confident in using the system, which severely limits the quality of data available to residents. This means that AYDC staff cannot access up-to-date information when commencing a new shift, which has the potential to create behavioural and safety issues for residents and staff.

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<sup>40</sup> E. Baldry, How the justice system fails people with disability—and how to fix it'', <http://www.abc.net.au/radionational/programs/ockhamsrazor/australian-justice-system-disability-indigenous/7326240>, accessed 15 July 2016.

<sup>41</sup> South Australia currently has 25 bracelets for young people in its electronic monitoring program and is looking to expand its program into country areas with a total capacity of 45 bracelets.

<sup>42</sup> Interview with Rohan Bennet (A/Director, Youth Justice, Youth Justice, Community & Organisational Support, South Australian Department for Communities and Social Inclusion), 18 May 2016.

<sup>43</sup> Breaching bail is an offence for young people in South Australia (under the South Australian *Bail Act 1995* s. 17 'Non-compliance with bail agreement').

Systems between Child Protection, Youth Justice, AYDC and Family Violence, should be integrated as part of a multidisciplinary approach, similar to Tasmania's *Safe Homes, Safe Families* model.<sup>44</sup> DHHS may need to consider whether the current *Youth Justice Act 1997* creates any barriers to sharing information with key government agencies in young people's best interests. Equally, DHHS should consider whether the *Youth Justice Act 1997* should be strengthened to specify information sharing mechanisms in order to reduce risk and support the needs of young people in a similar way to the *Family Violence Act 2004*.

New Zealand's Youth Action Crime Plan 2013 – 2023 provides a list of key actions for information sharing, which may be useful to consider as a starting point for a youth justice system ICT modernisation project, as part of the preferred option.<sup>45</sup> This includes:

- assessing data collection and transfer requirements across the Tasmanian Government, including providing information to support better case management decisions for young people that reduce escalation within the youth justice system and ensure young people are treated equitably
- ensuring data collection requirements ensure DHHS can measure key performance indicators for its youth justice system and can meet federal minimum dataset obligations
- developing and implementing data sharing agreements across agencies, which comply with legislative requirements for the protection of young people's information.<sup>46</sup>

## Public-Private Partnerships

Public-private partnerships offer the opportunity for governments to leverage private sector investment to deliver significant projects involving a public asset or service. This approach could allow the Tasmanian Government to offset some or all of the high capital cost associated with refurbished or new purpose-built youth detention facilities. Public-private partnerships can be used in a number of ways to manage costs of large infrastructure projects:

- A private sector firm can construct a facility, and the government can lease it for an agreed period. The facility would be run by government staff. The ongoing maintenance of the facility would be the responsibility of the private sector firm. The status of the facility would be reassessed at the end of the lease period.
- A private sector firm can construct and manage a facility on behalf of the government, using its staff.
- The government can procure the construction of a facility, maintaining ownership of it, and can lease it to a private sector firm to manage.

Examples of Australian Public-private partnerships in the youth justice sector include South Australia's Youth Training Centre Project and the ACT Court Facilities Project.

The United States has used public-private partnerships to inject new management skills, advanced technologies, and information management systems to improve custodial service delivery models and reduce government costs.<sup>47</sup> However, public-private partnerships can be seen as attempts by governments to outsource key functions and public service jobs.

Investigation of the appropriateness of public-private partnerships for a new detention facility in Tasmania would need to be carefully scoped to ensure the involvement of a private sector firm did not compromise the needs, safety or human rights of young people in detention. DHHS would need to ensure appropriate oversight of a privately run facility by independent authorities such as the Commissioner for Children, the Ombudsman (including the Custodial Inspector) and Tasmanian Auditor-General.

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<sup>44</sup> Tasmanian Government, *Safe Homes, Safe Families: Tasmania's Family Violence Action Plan 2015–2020*, [http://www.dpac.tas.gov.au/\\_data/assets/pdf\\_file/0006/266073/Safe\\_Homes\\_Safe\\_Families\\_-\\_Action\\_plan.pdf](http://www.dpac.tas.gov.au/_data/assets/pdf_file/0006/266073/Safe_Homes_Safe_Families_-_Action_plan.pdf), accessed 11 August 2016.

<sup>45</sup> New Zealand Minister of Justice, *Youth Action Crime Plan 2013 – 2023*, 2013, p. 15.

<sup>46</sup> This may require changes to the *Youth Justice Act 1997*.

<sup>47</sup> B. Buchanan, 'Privatisation and the Juvenile Sector', [http://www.aic.gov.au/media\\_library/publications/proceedings/23/buchanan.pdf](http://www.aic.gov.au/media_library/publications/proceedings/23/buchanan.pdf), accessed 15 July 2016.



# CONCLUSION

Custodial youth justice represents a ‘wicked social problem’ for governments and service providers. The risk factors that drive young people toward offending behaviour are complex and are compounded by socio-economic factors such as inter-generational disadvantage, exclusion from education, mental health issues, disability, culture-bias, alcohol and other drug abuse. Young people can become entrenched in the youth justice system because all other interventions have failed. The consequences of their actions can be disproportionate to the crime and can compound existing trauma.

The challenge for governments is to intervene effectively before, during and after young people come into contact with the youth justice system. Without effective interventions, the likelihood that young people will ‘graduate’ to the adult corrective services system increases. There is an apparent gap between the strong evidence base for therapeutic and trauma-informed interventions with youth people and community desire for young people to face strict consequences for their actions. If the Tasmanian Government chooses to adopt a fully therapeutic approach, it will need to implement a strong communications campaign to highlight the value of early intervention and a trauma-informed approach to the community, in changing the trajectory of young people’s lives.

Effective youth justice reform takes significant and sustained effort by the government to achieve lasting results for young people and their communities. While embedding large-scale reform and culture change is challenging, the benefits to young people and the community is substantial, through the potential for life-changing diversions away from the adult justice system and safer communities. Therefore, this reform is worthy of steadfast support.

Tasmania faces particular social challenges from its geographical location, small population and range of economic opportunities. However, these challenges also create opportunities to build on what has been a successful approach to reducing the number of children and young people in Tasmania’s custodial youth justice system. This will allow Tasmania to target a relatively small number of high-risk communities and individuals, understand and respond to their needs, and draw on the depth of global evidence to design a uniquely Tasmanian solution.

## ENCLOSURES

1. Commissioner for Children’s letter to the Minister for Human Services (4 February 2016)

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## ANNEX A: STAKEHOLDER INTERVIEWS

Date	Meeting	Stakeholder organisation
2 May 2016	Government stakeholders workshop	<p>Clarence Council Youth Services (2)</p> <p>DHHS</p> <ul style="list-style-type: none"> <li>Children and Youth Services (3)</li> <li>Children and Adolescent Mental Health Services</li> <li>Housing, Disability and Community Services (2)</li> <li>Public Health Services</li> </ul> <p>Department of Justice</p> <ul style="list-style-type: none"> <li>Correctional Primary Health Services (2)</li> <li>Tasmania Prison Service</li> </ul> <p>Department of Premier and Cabinet: Communities, Sport and Recreation</p> <p>Equal Opportunity Tasmania</p>
2 May 2016	Hobart community meeting	Members of the public
3 May 2016	Hobart non-government organisations/community sector service providers workshop	<p>Anglicare Tasmania</p> <p>Australian Childhood Foundation</p> <p>Australia Drug Foundation</p> <p>Australian Red Cross</p> <p>Baptcare (TYSS Program) (3)</p> <p>CatholicCare</p> <p>Foster and Kinship Carers Association of Tasmania</p> <p>Hobart City Mission</p> <p>Holyoake (2)</p> <p>JLD Restorative Practices</p> <p>Legislative Council</p> <p>Life Without Barriers</p> <p>Mission Australia</p>

Date	Meeting	Stakeholder organisation
		Mosaic Support Services Relationships Australia Robert Valentine MLC Save the Children (3) Sexual Assault Support Service Shelter Tasmania UnitingCare Tasmania Youth, Family and Community Connections Youth Network of Tasmania
4 May 2016	Nick Evans – Deputy Secretary, Corrective Services	Department of Justice
4 May 2016	Leonie Watson – Manager, Custodial Services (AYDC)	DHHS
4 May 2016	Ralph Beck – Operations Manager (AYDC) Phil Skipper – Fire, Safety and Security Coordinator (AYDC)	DHHS
4 May 2016	Deloraine community meeting	AYDC staff Members of the public Greg Hall MLC
5 May 2016	AYDC youth workers on the 4 – 5 May 2016 night-shift	DHHS
5 May 2016	AYDC staff on the 5 May 2016 day-shift (youth workers, administrative staff, maintenance staff, health staff)	DHHS
5 May 2016	AYDC residents (5)	NA



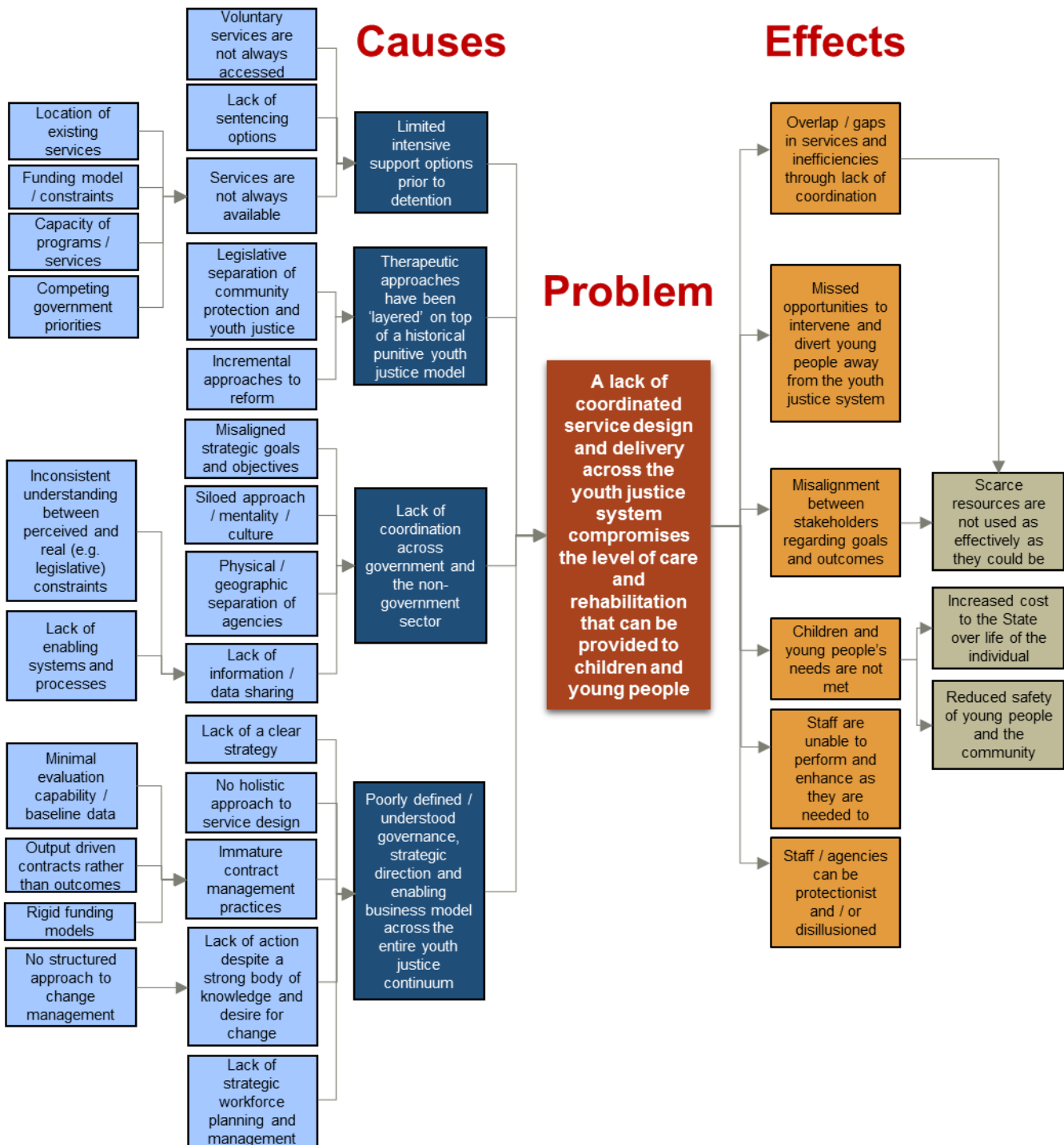
Date	Meeting	Stakeholder organisation
5 May 2016	Launceston government and non-government organisations workshop 1	DHHS: <ul style="list-style-type: none"> <li>Child Protection (4)</li> <li>Mental Health (2)</li> <li>Disability and Community Services</li> </ul> Department of Education Tasmania Police (4) Youth Futures Inc.
5 May 2016	Launceston government and non-government organisations workshop 2	Anglicare Tas (2) City Mission (2) City of Launceston Council Department of Education St Michaels Association (2)
5 May 2016	Launceston community meeting	One member of the public
6 May 2016	Mark Morrissey – Commissioner for Children and Young People	Tasmanian Government
10 May 2016	Richard Connock – Ombudsman Tasmania	Tasmanian Government
12 May 2016	Jennie Watson	Member of the public
17 May 2016	Robbie Moore – Assistant Branch Secretary	Health and Community Services Union Tasmania
18 May 2016	Rohan Bennett – Acting Director, Youth Justice	South Australian Department for Communities and Social Inclusion
18 May 2016	Dr Chris Wake - Clinical Director, Correctional Health Services	DHHS
24 May 2016	Visit Canberra’s Bimberi Youth Justice Centre	Community Services Directorate, ACT Government
26 May 2016	Interviews with two Risdon residents who had been sentenced to AYDC under the <i>Youth Justice Act 1997</i>	NA

Date	Meeting	Stakeholder organisation
26 – 27 May 2016	Government stakeholders workshop	<p>Department of Education</p> <p>DHHS</p> <p>Department of Justice</p> <p>Department of Police, Fire and Emergency Management</p> <p>Department of Primary Industries, Parks, Water and Environment</p> <p>Department of State Growth</p> <p>Office of the Commissioner for Children</p>
27 May 2016	Three participants of Mission Australia's Targeted Youth Support Service	NA

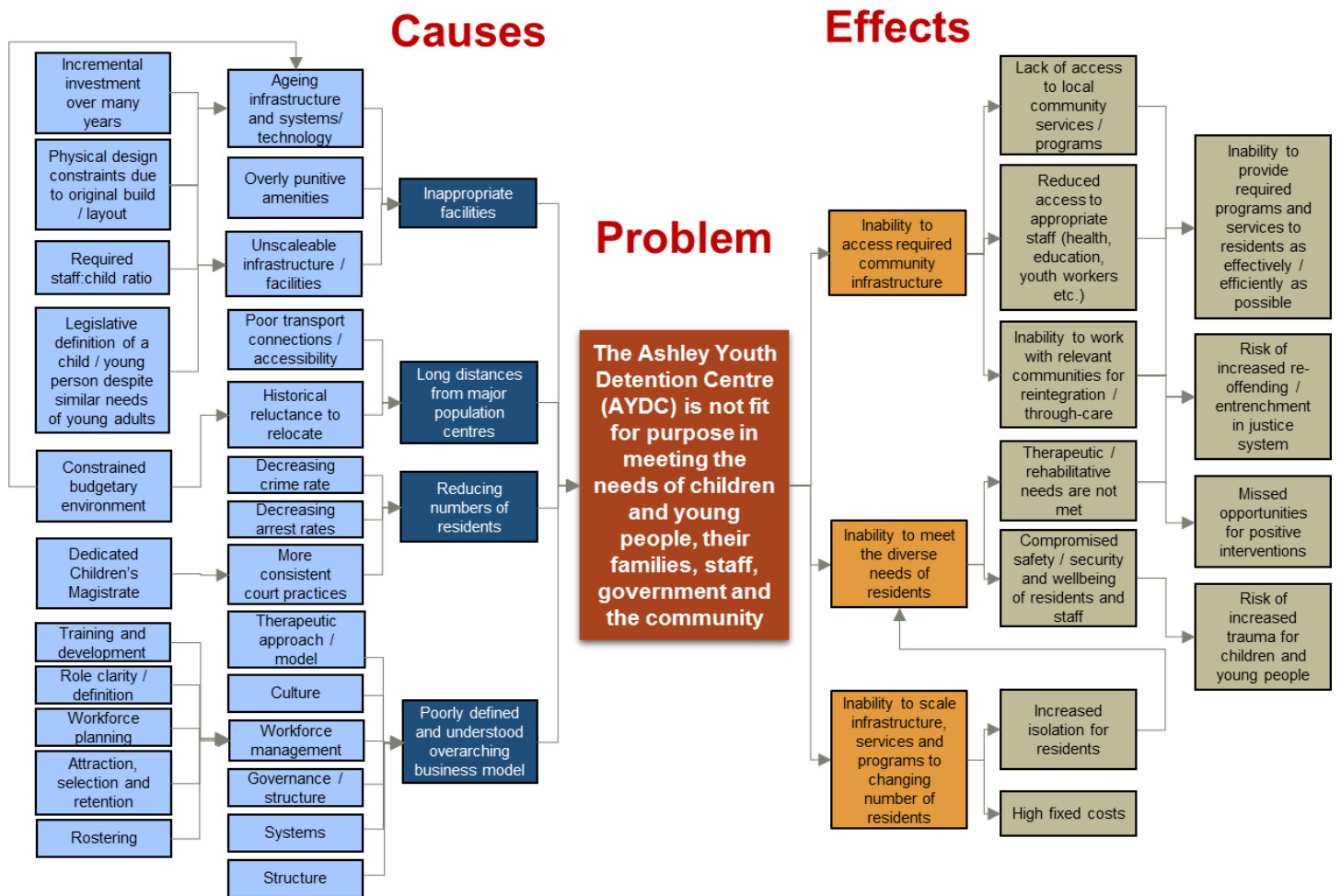
# ANNEX B: INVESTMENT LOGIC

## WORKSHOP OUTPUTS

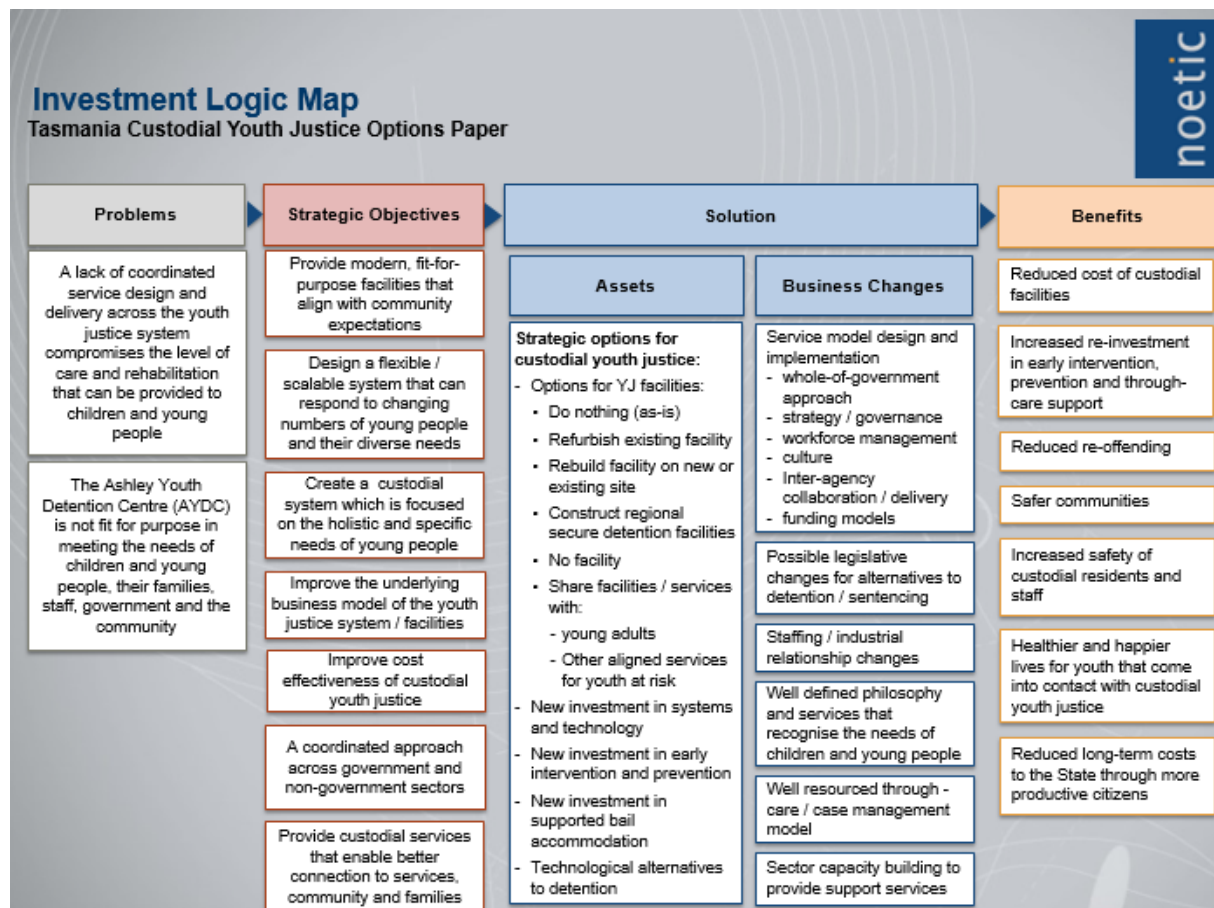
### Problem Trajectory 1



## Problem Trajectory 2



## Investment Logic Map



# ANNEX C: SUMMARY ASSESSMENT

The following table combines Noetic's analysis of the financial, social and implementation impacts for each option considered in this paper.

Option	Financial	Social Impact	Implementation	Summary
<b>Option 1: Upgrade AYDC facility</b>	<ul style="list-style-type: none"> <li>Reduces capital investment by maximising the re-use of current facilities</li> <li>Greatest net savings, mostly from the reduction in staff</li> </ul>	<ul style="list-style-type: none"> <li>Does not address AYDC's current limitations</li> <li>The remaining outdated proportion of the facility would limit the effectiveness of a through-care approach</li> </ul>	<ul style="list-style-type: none"> <li>Current longstanding staff may create barriers to lasting cultural change</li> <li>Construction would create short-term safety and security issues that would need to be managed</li> </ul>	<ul style="list-style-type: none"> <li>Not feasible given it will not fundamentally address the strategic problems / objectives, and the capital cost is not justified by commensurate social benefits to young people or the community</li> </ul>
<b>Option 2: Maintain AYDC and construct an additional facility in Hobart</b>	<ul style="list-style-type: none"> <li>Reduces capital investment by maximising the re-use of current facilities</li> <li>Moderate capital costs and increased operational costs for 10+ years in running two detention facilities</li> </ul>	<ul style="list-style-type: none"> <li>AYDC: see above</li> <li>A Hobart-based facility could allow more direct links with family, community and services for young people based in or near Hobart</li> </ul>	<ul style="list-style-type: none"> <li>AYDC could be seen as inferior to the new purpose-built facility</li> </ul>	<ul style="list-style-type: none"> <li>Not feasible based on financial impacts</li> <li>Unlikely to deliver social benefits due to the continued use of AYDC, which is not fit-for-purpose</li> </ul>
<b>Option 3: Single 'Purpose-Built' Secure Detention Facility (new facility or completely rebuild AYDC)</b>	<ul style="list-style-type: none"> <li>Significant upfront capital cost for a new facility, regardless of its location</li> <li>Savings from sale of AYDC (new facility only) and ongoing operational savings, while enhancing safety of staff and residents</li> </ul>	<ul style="list-style-type: none"> <li>Greater rehabilitation opportunities for young people based nearby the chosen location</li> <li>Offers the opportunity to redefine the custodial youth justice model, overcoming the current systemic issues at AYDC</li> </ul>	<ul style="list-style-type: none"> <li>Could be seen as prioritising the needs of one Tasmanian region over others</li> <li>The new service delivery model would need to be carefully designed to place the needs of young people at the centre of the system</li> </ul>	<ul style="list-style-type: none"> <li>Feasible as a preferred option given its strong financial outcome (i.e. positive NPV value) and social benefits. However, it prioritises the needs of young people from one region above others so does not provide the same level of social benefits as Option 4</li> </ul>

Option	Financial	Social Impact	Implementation	Summary
Option 4: Two 'Purpose-Built' Secure Detention Facilities	<ul style="list-style-type: none"> <li>Highest up-front capital cost</li> <li>Savings from sale of AYDC and ongoing operational savings, while enhancing safety of staff and residents</li> </ul>	<ul style="list-style-type: none"> <li>Strongest option for leveraging social benefits for young people</li> <li>Offers the opportunity to completely redefine the custodial youth justice model, overcoming the current systemic issues at AYDC</li> </ul>	<ul style="list-style-type: none"> <li>The new service delivery model would need to be carefully designed to place the needs of young people at the centre of the system</li> </ul>	<ul style="list-style-type: none"> <li>This option is the <b>preferred option</b>, given it has the greatest social benefit balanced against the financial investment required. However, this will require the highest level of up-front capital investment and sustained political will to implement</li> </ul>
Addition of a shared service hub	<ul style="list-style-type: none"> <li>Initial capital investment and minimal ongoing costs</li> <li>The size and scope of the hub will be the same, regardless of the option that it is paired with (2B, 3B or 4B)</li> </ul>	<ul style="list-style-type: none"> <li>Young people would be able to access the right services at the right time</li> <li>Expands services for youth at risk, providing more direct support to divert them away from the justice system</li> </ul>	<ul style="list-style-type: none"> <li>The scope of services available will be critical to the hub's success</li> <li>The hub requires highly effective collaboration and coordination across government, which will need to develop from a currently low baseline</li> <li>May involve some duplication of services between custodial and non-custodial facilities to ensure the safety of young people in staff, and some duplication of services that could be provided in the community</li> </ul>	<ul style="list-style-type: none"> <li>While the social benefits and justification appear attractive, the significant implementation challenges in cross-government and non-government collaboration and investment, and the potential to provide these services more efficiently (through existing infrastructure) in the community means the upfront capital investment is unlikely to be warranted. Therefore, this will not be a part of the preferred option</li> </ul>

# ANNEX D: FINANCIAL ANALYSIS

## Financial Analysis Summary

Noetic's financial analysis estimates the costs for salaries, other operating expenses, redundancy payments, refurbishments, and construction involved in each of the options and compares them with the base case. This is purely a financial analysis and does not attempt to quantify the social impacts and benefits for each option. The qualitative analysis of the social impacts is provided separately (**Annex F**).

The financial analysis reveals that operational costs to the Tasmanian Government can be lowered by moving away from an AYDC-centric model. However, this comes with additional capital costs, compared to the base case. Operational savings can be achieved with new facilities through a new staffing structure, which uses an initially high percentage of casual youth workers to allow for the expected reduction in capacity requirements over the 20-year projection. The existing high number of permanent staff at AYDC will mean operational savings would be slower for any option that included ongoing use of this facility. There would be significant industrial relations' challenges to redefine qualifications of youth workers at AYDC and reduce excess permanent staff over time.

The addition of a shared services hub to any of the options will likely result in a net loss over the 20-year projection. Therefore, the addition of a shared services hub to any option would depend on an assessment that the social benefits outweigh the additional financial costs.

Conversely, the financial savings in Option 1 and 3 are the greatest, but that would need to be weighed against the social costs such as staff reductions and the limitations of possible interventions/services provided at the Deloraine site.

### Key Findings:

On a financial basis alone, Option 2 should be ruled out because it results in a significant net loss over the next 20 years.

Building one or two new facilities and selling the AYDC site is likely to result in operational cost savings, but includes added construction costs (Options 3 and 4).

A shared services hub adds to both the construction and operational costs of Options 2, 3 or 4.

Table 2 below shows the net present value (NPV) of each option at various discount rates. We have applied a discount rate of 4% in our subsequent analysis given absence of a Tasmanian Government rate.<sup>48</sup>

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<sup>48</sup> The Victorian Treasury uses 4% for justice and social policy related investments.



**Table 2: Net present values of each option**

NPV \ discount rates	0%	4%	7%
Option 1A	17.72	10.40	7.15
Option 1B	14.08	7.03	3.97
Option 2A	-29.41	-23.36	-20.29
Option 2B	-38.09	-29.55	-25.35
Option 3A	26.53	11.62	5.09
Option 3B	14.94	3.14	-1.91
Option 3D	4.72	-1.74	-4.41
Option 4A	-5.67	-10.13	-11.80
Option 4B	-23.03	-22.55	-21.91

*in 2016 values, \$1m*

**Note:** The NPVs represent savings compared to the base case scenario over a 20-year period. The additional costs for a shared facility with young adults aged 18 to 21 years old (Option 3C) have not been assessed as these costs would be funded by Department of Justice and would not provide a consistent basis for comparison with the base case or other options.

#### Key Findings:

The long-term operational costs for each option are lower than that of the base case (except Option 4B).

Building new centre(s) for Options 3 and 4 will involve high upfront capital investment.

Therefore, Options 3 and 4 should be explored further, given:

- a. Option 1 will not address the strategic objectives and problems outlined previously
- b. Option 2 has been eliminated based on poor financial outcomes (and is also unlikely to address the objectives/problems associated with AYDC).

Option 3 is likely to deliver greater financial benefits than Option 4, due to efficiencies gained from having a single facility.

Further evaluation of the social benefits of these options and the potential addition of a shared services hub will depend on whether the social benefits delivered as part of Option 4 will offset the financial merits of Option 3.

Option 3C will need to be evaluated as an implementation consideration if Option 3 is the preferred solution overall.

The expected capital and operational costs for each of the options are shown in Table 3 below. Unlike the NPV in Table 2, we have not applied any discount rates for the capital and operational costs because they would be more suited for comparisons as initial financial estimates in the context of government budgets.

**Note:** As per Table 2, Option 3C costs have not been included in this table. Option 3C costs would be the same as those of Option 2B as additional costs are borne by the Department of Justice. To compare the full government-wide cost of 3C, other options and the base case would need to be calculated on the same basis.

**Table 3: Capital and Cumulative Operational Costs**

Options <i>in \$1m</i>	Capital Costs			Cumulative Operational Costs		
	1st Year	2nd Year	3rd Year	5 Years	10 Years	20 Years
Base case	0.00	0.00		45.94	88.13	166.36
Option 1A	0.00	3.64		41.99	79.21	146.14
Option 1B	0.00	7.28		41.99	79.21	146.14
Option 2A	3.59	7.14		52.57	100.23	184.36
Option 2B	4.48	8.01		53.99	103.43	190.93
Option 3A	5.98	5.82		45.31	75.89	130.25
Option 3B	7.47	7.28		47.14	79.93	138.48
Option 3D	6.41	6.41	3.20	42.61	79.83	146.76
Option 4A	7.20	6.99		51.01	89.87	158.66
Option 4B	9.00	8.74		53.85	96.26	171.81

## Financial Analysis Method

### Demand Projection

To project the costs for each of the options, Noetic first projected the staffing requirements and bed capacity requirements over the next 20 years. An exponential regression model was applied to the youth offence data available from the Australian Bureau of Statistics using a minimisation of the total proportional root-mean-squared error. The asymptotic value of the initial regression was 0 but was adjusted to 696 (the original projection for 2025) since crime is not realistically going to disappear completely. This is also based on the long-term trend projecting a plateau from 2025 (see **Figure 4**).

$$y = Ae^{-kt} + c$$

Australian Bureau of Statistics data suggests that youth offence in Tasmania is decreasing in both number and rate. We have projected the likely future number of young people in detention using a simple statistical method. Effect of the long-term trend has been incorporated as an adjustment.

Using the projection, the average daily number of youth in detention was estimated using the same ratio as the current ratio. Each offence is assumed to be independent (a street robbery in Hobart on a Monday does not change the probability of a sexual assault happening in Launceston on a Tuesday). Therefore, the number of offences in a year will follow a Poisson probability distribution. Using the cumulative Poisson probability distribution, the total bed capacity required for the chances of more youth being sentenced to detention than there are beds to fall below 0.1% was calculated to be 19. This means that a total bed capacity of 20 would be more than adequate for Tasmania. Since the daily average number of youth in detention is currently 10 or less, the suggested bed capacity will be adequate should the demand remain at current level (or increase slightly).

$$\Pr(X \leq x) = \sum_x \frac{\lambda^x e^{-\lambda}}{x!}$$

**Table 4: Cumulative probability of the number of youth in detention in a given day**

Forecasted Average Daily detainees	8.85	8.05	7.36	6.77	6.26	5.82	5.44	5.12	4.85
Number of detainees in a given day	2017	2018	2019	2020	2021	2022	2023	2024	2025
0	0.0%	0.0%	0.1%	0.1%	0.2%	0.3%	0.4%	0.6%	0.8%
1	0.1%	0.3%	0.5%	0.9%	1.4%	2.0%	2.8%	3.6%	4.6%
2	0.7%	1.3%	2.3%	3.5%	5.1%	7.1%	9.2%	11.5%	13.8%
3	2.4%	4.1%	6.5%	9.5%	13.0%	16.8%	20.8%	24.8%	28.7%
4	6.0%	9.7%	14.3%	19.6%	25.2%	31.0%	36.6%	41.9%	46.8%
5	12.5%	18.7%	25.7%	33.2%	40.5%	47.5%	53.8%	59.4%	64.3%
6	22.1%	30.8%	39.8%	48.5%	56.5%	63.5%	69.5%	74.4%	78.4%
7	34.2%	44.7%	54.6%	63.4%	70.8%	76.8%	81.6%	85.4%	88.2%
8	47.6%	58.6%	68.2%	75.9%	82.0%	86.5%	89.9%	92.4%	94.2%
9	60.7%	71.1%	79.3%	85.4%	89.7%	92.8%	94.9%	96.4%	97.3%
10	72.4%	81.1%	87.4%	91.7%	94.6%	96.4%	97.6%	98.4%	98.9%
11	81.7%	88.5%	92.9%	95.7%	97.3%	98.4%	99.0%	99.3%	99.6%
12	88.7%	93.4%	96.2%	97.9%	98.8%	99.3%	99.6%	99.8%	99.8%
13	93.4%	96.4%	98.1%	99.0%	99.5%	99.7%	99.8%	99.9%	99.9%
14	96.3%	98.2%	99.1%	99.6%	99.8%	99.9%	99.9%	100.0%	100.0%
15	98.1%	99.1%	99.6%	99.8%	99.9%	100.0%	100.0%	100.0%	100.0%
16	99.0%	99.6%	99.8%	99.9%	100.0%	100.0%	100.0%	100.0%	100.0%
17	99.6%	99.8%	99.9%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
18	99.8%	99.9%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
19	99.9%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
20	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

The surge bed capacity required to cope with out-of-scale events (e.g. a riot) has been accounted for by using a probability distribution method. The maximum value (20 beds) was used to account for the possibility that average daily youth in detention may not decrease further.

## Staff projection

### Youth Workers

The optimal numbers of staff desired were highlighted to be 3:1 youth worker ratio in the consultation process.<sup>49</sup> There is no national benchmark or national dataset for the number of youth workers required to supervise young people in detention. The Productivity Commission is developing data for this indicator.<sup>50</sup>

In considering the number of staff for the financial analyses, Noetic has taken the safety of the youth workers into consideration. We assume a **one-on-one care** (i.e. one youth worker for every youth in detention at any given time) is both beneficial for the care of the youth in detention as well as being safe for the staff. For example, if an average of 8 youth is projected to be in detention on any given day, there would be at least 32 FTE youth workers to cover the 24/7 shift. This does not mean we recommend a 4 rotation system; rather the 32 FTE is a sufficient number of youth workers for eight young people in detention. We suggest an increased number of 36 FTE youth workers instead of the 32 FTE, to allow for leave.

We have assumed a ratio of 1 youth worker to 1 young person in detention at any point in time.

<sup>49</sup> Proposed Resourcing (2014-2015) – Ashley Youth Detention Centre (Consultation Draft), November 2014.

<sup>50</sup> Productivity Commission, 'Chapter 16 Youth Justice', *Report on Government Services 2015*, p. 16.39.

## *Education and Health staff*

The structure and budget of the Ashley School are not clear based on the information provided to Noetic. Funding is allocated for special education and secondary teachers. The funding information states a total of approximately \$150,000 (equivalent to one to two FTE teachers).

Noetic's financial analyses account for three to four full-time teachers at each of the detention facilities. As a minimum, we suggest there should be a literacy teacher, a numeracy teacher, and a special education teacher dedicated to a facility. The cost for this suggestion has been applied to all options including the base case, so no savings are realised from this. However, options which feature two facilities include the increased costs of running a school at each site.

The financial analyses separate two health related salary expenses.

- Three FTE health professionals are allocated for DHHS: a nurse, an occupational therapist, and a psychologist were assumed to be essential in providing care.
- Other medical expenses are external to the DHHS and have been scaled to the expected number of detainees in each year.

As with education, the staffing requirements for health are applied to all options including the base case – meaning there are no savings from health. However, we have reflected increased costs for options which include two facilities.

Reasonable FTE requirements for the staff have been made based on Noetic's assessment of the expert health and educational capabilities required to administer a best practice approach tailored to residents' individual complex needs. This includes essential providers such as psychologists, occupational therapists, nurses, special education teachers, literacy teachers, and numeracy teachers.

## *Non-operational staff*

A previous consultation paper suggested a reduction of the non-operational staff to an essential 6 FTE (less than half of the current FTE).<sup>51</sup> We suggest 7 FTE for one facility and 6 FTE for the second facility (for options that have two centres) to support the project number of youth workers required to support young people in detention. Each facility is suggested to have a:

- Youth Justice Manager, who coordinates policy and practice across both facilities
- Case Management Coordinator
- Program Coordinator
- Maintenance / Grounds Officer
- Site Services Officer
- Administrative Officer
- Administrative Assistant.

Noting that these suggestions have been made before and are yet to be implemented at AYDC, we project that such a significant reduction is unlikely for options that keep AYDC in any form. In comparison, the organisational design for new centres will be simpler and can be designed from first principles.

The staff numbers for each year for each of the options have been tabulated in **Table 5**. Current staff numbers, salary data, operational costs were provided by DHHS and salaries for similar roles have been compared with other governmental careers websites. Using this data, the annual costs for salaries (including superannuation, payroll and workers' compensation), redundancy, construction costs were calculated. The numbers of administrative staff, healthcare staff, educational staff, and other staff have been estimated based on projected requirements, as well as additional resources where two detention centres are proposed.

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<sup>51</sup> H. Harker, *Independent Review of Ashley Youth Detention Centre, Tasmania*, Metis Management Consulting, 2015.

**Table 5: Number projections**

Numerical Categories	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Average Daily Youth Detainee	10	9	8	7	7	6	6	5	5	5
Suggested FTE Youth Workers	44	39	36	33	31	29	27	26	24	23
Baseline DHHS Non Op staff	18	18	16	16	16	16	16	16	16	16
Baseline Youth Workers	44	44	44	44	44	40	40	40	40	40
Baseline Other Staff	4	4	4	4	4	4	4	4	4	4
Baseline Health Staff (DHHS)	2	3	3	3	3	3	3	3	3	3
Baseline Education Staff	2	4	4	4	4	4	4	4	4	4
DHHS Non Op Staff, all options, centre 1	18	7	7	7	7	7	7	7	7	7
DHHS Non Op Staff, all options, centre 2		3	6	6	6	6	6	6	6	6
AYDC only Youth Workers	44	44	44	44	44	40	40	40	40	40
AYDC only Other Staff	4	4	4	4	4	4	4	4	4	4
AYDC Reduced Capacity Youth Workers	44	44	40	36	36	32	32	28	28	28
AYDC Reduced Capacity Health Staff (DHHS)	2	3	3	3	3	3	3	3	3	3
AYDC Reduced Capacity Education Staff	2	4	4	4	4	4	4	4	4	4
12 Bed Youth Workers	0	9	18	18	18	14	14	14	14	14
12 Bed with SSH Youth Workers	0	9	18	18	18	14	14	14	14	14
12 Bed Other Staff	0	2	4	4	4	4	4	4	4	4
12 Bed Health Staff (DHHS)	0	1	2	2	2	2	2	2	2	2
12 Bed Education Staff	0	2	3	3	3	3	3	3	3	3
12 Bed with SSH Health Staff (DHHS)	0	2	4	4	4	4	4	4	4	4
12 Bed with SSH Education Staff	0	2	3	3	3	3	3	3	3	3
20 Bed Youth Workers	0	18	36	32	32	28	28	24	24	24
20 Bed with SSH Youth Workers	0	18	36	32	32	28	28	24	24	24
20 Bed Other Staff	0	2	4	4	4	4	4	4	4	4
20 Bed Health Staff (DHHS)	0	2	3	3	3	3	3	3	3	3
20 Bed Education Staff	0	2	4	4	4	4	4	4	4	4
20 Bed with SSH Health Staff (DHHS)	0	2	3	3	3	3	3	3	3	3
20 Bed with SSH Education Staff	0	3	6	6	6	6	6	6	6	6

## Other operational costs

The approximate current operational costs of AYDC were provided by DHHS. The total operational cost excluding salary was proportionally adjusted to the average daily youth detainee projections, with inefficiency additions to two-facility options and increased running costs for shared services hub sub-options.

## Construction Costs

Land costs for the purchase of new sites were estimated using data available from real estate websites.

Recent construction costs for Australian youth detention facilities are scarce, or not readily available to the public. On the high extreme, the ACT had spent \$42 million for a 40-bed facility (\$1m per bed). However, Western Australia spent \$25.8 million for 69 beds (\$374k per bed). The key challenge was assessing the relevance of other jurisdictions' construction costs for facilities which deliver very different service delivery models while providing a reasonable sense-check about the applicability of these examples to Tasmania's social and economic circumstances.

Therefore, we expanded the sample to include construction cost data of youth detention centres across USA and Canada (which were converted to Australian dollars). The costs in America also varied greatly, but the per-bed costs were comparable to the range in Australia. The data was collected from Justice Facilities Review 2012 from The American Institute of Architects. The combination of these data is tabulated in **Table 6**. These data were used to estimate the value of AYDC, as well as the construction costs of new detention facilities. Data was selected at our discretion based on deviation from the mean and the specifications of the facilities.

**Table 6: Detention facility construction cost data**

Data	Mean Value	SD
Building Area per Capacity (square metres)	33.61	7.85
Land Area per Building Area (square metres)	2.2	1.32
Building Cost per Capacity (AUD per bed)	\$ 582,490.93	\$ 383,720.32
Launceston Land Price per Area (AUD per square metre)	\$ 137.05	\$ 125.02
Hobart Land Price per Area (AUD per square metre)	\$ 103.12	\$ 100.23

The construction costs of the new facilities and the sale value of AYDC is based on the best publicly available data in conjunction with expert assessment of the applicability of this data. We have assumed, based on these selected data points, **constructions costs per bed in Tasmania will be \$582,490.93 per bed.**

As a comparison, though not included in the dataset, construction costs for Australian prisons ranged from \$4.7m for 36 beds in South Australia (\$131k per bed) to \$5.9m for 16 beds in ACT (\$369k per bed). The Australian prison construction costs were extracted from 'An economic analysis for Aboriginal and Torres Strait Islander offenders: prison vs. residential treatment / Deloitte Access Economics' released in 2013 by the Australian National Council on Drugs.

## Discount Rate

The discount rate of 4% is our recommended rate, as is recommended by the Victorian Treasury for project cost-benefit analysis in social and justice areas. While the Tasmanian Treasury does not provide a discount rate, Tasmanian Government agencies often use 7%. In the absence of alternative investment opportunities (discount rate 0%), the tabulated NPV represents the actual savings for the government over the 20 years at a present value. This has been included as reference only.

## Detailed Financial Analysis

The breakdown of the categories of costs for each option is provided below, on an annual basis. The figures provided are in million dollars (2016 values).

**Table 7: Financial Analysis**

Financial Analysis		in 2016 values, \$1m													
Category	Stakeholder	Detail	Option	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	...	2036
Base case Cost	DHHS	Wage	Base case	6.43	6.52	6.30	6.30	6.30	5.94	5.94	5.94	5.94	5.94	...	5.36
		AYDC running cost	Base case	2.18	2.05	1.96	1.89	1.82	1.77	1.72	1.68	1.65	1.62	...	1.47
		Redundancy	Base case	0.00	0.00	0.06	0.00	0.00	0.11	0.00	0.00	0.00	0.00	...	0.00
	Education	Operational total	Base case	0.19	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
	Health	Operational total	Base case	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
Option 1 Cost	DHHS	Wage	Option 1	6.43	5.31	5.31	5.31	5.31	4.95	4.95	4.95	4.95	4.95	...	4.22
		AYDC running cost	Option 1	2.18	2.05	1.96	1.89	1.82	1.77	1.72	1.68	1.65	1.62	...	1.47
		Redundancy	Option 1	0.00	0.31	0.00	0.00	0.00	0.11	0.00	0.00	0.00	0.00	...	0.00
		AYDC refurbishment (25%)	Option 1A		3.64									...	
		AYDC refurbishment (50%)	Option 1B		7.28									...	
Option 2 Cost	DHHS	Wage	Option 2	6.43	5.31	4.95	4.58	4.58	4.22	4.22	3.86	3.86	3.86	...	3.45
		AYDC running cost	Option 2	2.18	2.05	1.96	1.89	1.82	1.77	1.72	1.68	1.65	1.62	...	1.47
		Redundancy	Option 2	0.00	0.31	0.11	0.11	0.00	0.11	0.00	0.11	0.00	0.00	...	0.00
		AYDC refurbishment (25%)	Option 2		3.64									...	
		New centre (12) construction	Option 2	3.59	3.49									...	
Option 3 Cost	DHHS	SSH add on	Option 2B	0.90	0.87									...	
		New centre running cost	Option 2	0.00	0.41	0.39	0.38	0.36	0.35	0.34	0.34	0.33	0.32	...	0.29
		New centre running cost (SSH)	Option 2B	0.00	0.21	0.20	0.19	0.18	0.18	0.17	0.17	0.16	0.16	...	0.15
		New wages	Option 2A	0.00	1.37	2.75	2.75	2.38	2.38	2.38	2.38	2.38	2.38	...	2.02
		New wages (with SSH)	Option 2B	0.00	1.47	2.93	2.93	2.93	2.57	2.57	2.57	2.57	2.57	...	2.21
		Operational total	Option 2A	0.19	0.53	0.67	0.67	0.67	0.67	0.67	0.67	0.67	0.67	...	0.67
		Operational total (with SSH)	Option 2B	0.19	0.53	0.67	0.67	0.67	0.67	0.67	0.67	0.67	0.67	...	0.67
		Operational total	Option 2	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
		Wage	Option 3A&B	6.43	5.31									...	
		AYDC running cost	Option 3A&B	2.18	2.05									...	
		Redundancy	Option 3A&B	0.00	1.57									...	
		AYDC sale	Option 3A&B			-6.21								...	
		New centre (20) construction	Option 3A&B	5.98	5.82									...	
		SSH add on	Option 3B	1.49	1.46									...	
Option 4 Cost	DHHS	New centre running cost	Option 3A&B		2.05	1.96	1.89	1.82	1.77	1.72	1.68	1.65	1.62	...	1.47
		New centre running cost (SSH)	Option 3B		0.31	0.29	0.28	0.27	0.27	0.26	0.25	0.25	0.24	...	0.22
		New wages	Option 3A		2.73	4.58	4.22	4.22	3.86	3.86	3.50	3.50	3.50	...	3.13
		New wages (with SSH)	Option 3B		2.73	4.58	4.22	4.22	3.86	3.86	3.50	3.50	3.50	...	3.13
	DHHS	Wage	Option 3D	6.43	5.31	5.31	5.31	5.31	4.95	4.95	4.95	4.95	4.95	...	4.22
		AYDC running cost	Option 3D	2.39	2.26	2.16	1.89	1.82	1.77	1.72	1.68	1.65	1.62	...	1.47
		Redundancy	Option 3D	0.00	0.31	0.00	0.00	0.00	0.11	0.00	0.00	0.00	0.00	...	0.00
		Rebuild AYDC	Option 3D	6.41	6.41	3.20								...	
	Education	Operational total	Option 3A	0.19	0.57	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
		Operational total (with SSH)	Option 3B	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
		Operational total	Option 3D	0.19	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
	Health	Operational total	Option 3	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
	Other	AYDC purchase	Option 3A&B			6.21								...	
	DHHS	Wage	Option 4	6.43	5.31									...	
		AYDC running cost	Option 4	2.18	2.05									...	
		Redundancy	Option 4	0.00	1.57									...	
		AYDC sale	Option 4			-6.21								...	
		New centres (12,12) construction	Option 4	7.20	6.99									...	
		SSH add ons	Option 4B	1.80	1.75									...	
		New centres running cost	Option 4A		2.46	2.36	2.27	2.19	2.12	2.07	2.02	1.97	1.94	...	1.76
		New centres running cost (SSHs)	Option 4B		0.41	0.39	0.38	0.36	0.35	0.34	0.34	0.33	0.32	...	0.29
		New wages	Option 4A		2.75	5.50	5.50	5.50	4.77	4.77	4.77	4.77	4.77	...	4.04
		New wages (with SSHs)	Option 4B		2.93	5.87	5.87	5.87	5.14	5.14	5.14	5.14	5.14	...	4.42
	Education	Operational total	Option 4A	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
		Operational total (with SSH)	Option 4B	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
	Health	Operational total	Option 4	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
	Other	AYDC purchase	Option 4			6.21								...	

**Table 8: Annual Total Costs**

Total Costs		in 2016 values, \$1m											
Stakeholder	Option	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	...	2036
DHHS	Base case	8.61	8.58	8.32	8.19	8.13	7.82	7.66	7.62	7.59	7.56	...	6.82
Education	Base case	0.19	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
Health	Base case	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
DHHS	Option 1A	8.61	11.31	7.27	7.20	7.13	6.83	6.67	6.63	6.59	6.56	...	5.69
DHHS	Option 1B	8.61	14.95	7.27	7.20	7.13	6.83	6.67	6.63	6.59	6.56	...	5.69
Education	Option 1	0.19	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
Health	Option 1	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
DHHS	Option 2A	12.19	16.59	10.16	9.71	9.52	8.84	8.67	8.37	8.22	8.18	...	7.23
DHHS	Option 2B	13.09	17.76	10.55	10.09	9.89	9.20	9.03	8.73	8.57	8.53	...	7.56
Education	Option 2A	0.19	0.53	0.67	0.67	0.67	0.67	0.67	0.67	0.67	0.67	...	0.67
Education	Option 2B	0.19	0.53	0.67	0.67	0.67	0.67	0.67	0.67	0.67	0.67	...	0.67
Health	Option 2	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
DHHS	Option 3A	14.59	19.53	0.34	6.11	6.04	5.63	5.58	5.18	5.14	5.11	...	4.60
DHHS	Option 3B	16.08	21.29	0.64	6.39	6.32	5.89	5.84	5.43	5.39	5.35	...	4.82
DHHS	Option 3D	15.23	14.29	10.67	7.20	7.13	6.83	6.67	6.63	6.59	6.56	...	5.69
Education	Option 3A	0.19	0.57	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
Education	Option 3B	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
Education	Option 3D	0.19	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	0.38	...	0.38
Health	Option 3	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
Other	Option 3A&B	0.00	0.00	6.21	0.00	0.00	0.00	0.00	0.00	0.00	0.00	...	0.00
DHHS	Option 4A	15.81	21.12	1.65	7.76	7.68	6.89	6.84	6.79	6.74	6.71	...	5.80
DHHS	Option 4B	17.61	23.47	2.41	8.51	8.42	7.62	7.55	7.49	7.45	7.40	...	6.47
Education	Option 4A	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
Education	Option 4B	0.19	0.67	0.57	0.57	0.57	0.57	0.57	0.57	0.57	0.57	...	0.57
Health	Option 4	0.53	0.50	0.47	0.46	0.44	0.43	0.42	0.41	0.40	0.39	...	0.35
Other	Option 4	0.00	0.00	6.21	0.00	0.00	0.00	0.00	0.00	0.00	0.00	...	0.00



# ANNEX E: SOCIAL IMPACT ASSESSMENT

## Social Impact Assessment Summary

The financial costs and savings notwithstanding, the options are also intended to provide social benefits to youth at risk, as well as the broader Tasmanian community. Our summary assessment is that any refurbishment of AYDC is unlikely to drastically improve the therapeutic environment of the detention centre to the level required or improve opportunities to enhance safety for its workforce. A new purpose-built facility, supported by the right mix of staff and youth workers, is going to provide the level of therapeutic care required to get better outcomes for young people and the community. Depending on the locations for any new facilities, the improvement in access to family and community services, and as a result the effectiveness of through-care support, is a significant factor to consider in assessing each option.

**Table 9: Social impact summary**

Options	Alignment with Strategic Objectives	Social Benefits	Social Costs
<b>Option 1: Upgrade AYDC facility</b>	Minimal improvement given current design constraints, age of the facilities and the centre location (access to community services)	Minimises the upfront costs and may deliver some minor improvements to the therapeutic approach through improved facilities	Some social impacts of unemployment as AYDC staff requirements reduces <sup>52</sup>
<b>Option 2: Maintain AYDC and construct an additional facility</b>	<p>The construction of a new facility in Hobart will provide improved access to community services and families for some detainees, however, existing AYDC issues are not fundamentally addressed</p> <p>A new facility offers the chance to completely redefine the custodial youth justice model, resulting in enhanced rehabilitation and safety for residents and staff based at this facility, as well as the community</p>	<p>Partial implementation of therapeutic approach, which only applies to the facility in Hobart due to improved access to community facilities and services</p> <p>Job creation in Hobart</p>	<p>Efficiency loss in running ADYC and another youth detention facility</p> <p>Some social impact of unemployment as a result of staff reductions (partially offset by the benefits of alternative employment as they become more productive in other jobs<sup>53</sup>)</p>

<sup>52</sup> Deloraine staff are unlikely to all find new jobs.

<sup>53</sup> Ibid.

Options	Alignment with Strategic Objectives	Social Benefits	Social Costs
<b>Option 3:</b> Single 'Purpose-Built' Secure Detention Facility (new facility or completely rebuild AYDC)	<p>Strong alignment with objectives through a new, purpose-built facility, including the chance to redefine the custodial youth justice model, resulting in enhanced rehabilitation and safety for residents and staff</p> <p>However, a single facility will not address the geographic distance issues experienced by some residents or provide a full through-care approach for young people who are not based near the facility, regardless of whether it is located in Hobart, Launceston or Deloraine</p> <p>It may be difficult to overcome cultural resistance from longstanding current AYDC staff to redefining the service delivery model</p>	<p>Significant social benefits to young people by providing a contemporary through-care model</p> <p>However, these benefits will not be fully realised by those individuals who cannot readily access community services and effective through-care support</p> <p>Job creation in Hobart or Launceston</p>	<p>Opportunity cost in high upfront capital investment and social impacts of unemployment (partially offset by benefits of alternative employment)</p> <p>Rehabilitation outcomes for young people at AYDC could be undermined in the short term as facilities are refurbished, limiting the range of programs and services able to be provided on site</p>
<b>Option 4:</b> Two 'Purpose-Built' Secure Detention Facilities (in Hobart and Launceston)	<p>Strong alignment with objectives through new, purpose-built facilities in the two major Tasmanian cities, using a through-care approach</p> <p>New facilities offer the chance to completely redefine the custodial youth justice model, resulting in enhanced rehabilitation and safety for residents, staff and the community</p>	<p>Significant social benefits from full implementation of therapeutic and through-care approach</p> <p>Job creation in Hobart and Launceston</p>	<p>Very high opportunity cost due to upfront capital investment, efficiency loss in operating three facilities during the transition phase, and social impacts from unemployment (partially offset by benefits of alternative employment)</p>

## Social Impact Assessment Method

The social impact of each option was assessed against the following criteria during our investment logic workshops and analysed further during our assessment of each option:

- **Alignment with strategic objectives:** the extent to which the option aligns with the strategic objectives outlined previously.
- **Benefits:** the qualitative benefits associated with each option.
- **Social Costs / Disadvantages:** the social and economic costs, along with any key disadvantages, of each option.

## Detailed Social Impact Assessment

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
Base Case	<ul style="list-style-type: none"> <li>▪ AYDC is not fit for purpose as it cannot respond to the small number of young people in detention and their diverse needs or ensure optimum safety for staff and residents</li> <li>▪ AYDC does not allow infrastructure, services and programs to be scaled to the changing number of residents</li> <li>▪ The current facility does not provide appropriate connections to services, community and families, making through-care difficult and in some cases, ineffective</li> <li>▪ Staff do not have the right skills to manage the complex and diverse needs of young people in detention: there is a disconnect between de-escalation and disarming skills during incidents with residents (security vs. youth work mentality)</li> <li>▪ Therapeutic approaches have been 'layered' on top of a historical punitive youth justice model</li> </ul>	<ul style="list-style-type: none"> <li>▪ A range of baseline business changes through DHHS' change management plan will deliver some improvements through a better-defined service delivery model, centre philosophy and through-care support model</li> <li>▪ A single facility provides greater economies of scale to meet specific needs. However, this is not possible with the current AYDC facility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Missed opportunities to intervene and divert young people away from the youth justice system</li> <li>▪ Overlap/gaps in services and inefficiencies through lack of coordination</li> <li>▪ Increased cost to the state over life of the individual</li> <li>▪ Missed opportunity to apply trauma-informed care and a therapeutic approach to address criminogenic risk factors, which could lower recidivism rates</li> </ul>

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
Option 1: Upgrade AYDC facility	<ul style="list-style-type: none"> <li>Some business improvements are possible. However, the physical and location constraints of the existing site limit opportunities to make significant improvements</li> <li>Current longstanding staff cohort may create barriers to significant and lasting cultural change</li> </ul>	<ul style="list-style-type: none"> <li>Optimises re-use of current facilities</li> <li>Units could be redesigned to provide a more therapeutic environment and to minimise unintended isolation for small, diverse cohorts e.g. younger residents, older residents, females or young female residents, pregnant adolescents and residents detoxing from drugs and/or alcohol</li> <li>Provides options for young people to move to less secure accommodation on site before release</li> <li>Residual facilities could be repurposed to provide additional services for youth at risk (e.g. drug and alcohol rehabilitation, step-down accommodation for low-risk residents before release), which could then allow for intensive supports to reintegrate young people back into their communities</li> <li>Economic benefits of current employees contributing to alternative employment</li> <li>The Deloraine site has significant amounts of underutilised space, which could be used for additional recreational and vocational training activities, particularly in an agricultural setting, to enhance programs available and limit boredom</li> </ul>	<ul style="list-style-type: none"> <li>DHHS may need to create a mandated approach for access to other services on the AYDC site (e.g. drug and alcohol rehabilitation) for them to be accessed in the current location</li> <li>The refurbishment will be disruptive to residents and staff and would reduce AYDC's capacity in the short term, which may create additional safety concerns.</li> <li>Refurbishment would not result in a fit-for-purpose facility</li> <li>Social costs of unemployment, as Deloraine staff are unlikely to all find new jobs</li> <li>Young people from urban areas may not be interested or gain long-term benefits from outdoor education, recreation or vocational training activities (e.g. agricultural, horticultural) on the Deloraine site</li> </ul>

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
Option 2: Maintain AYDC and construct an additional facility	<ul style="list-style-type: none"> <li>The continued use of AYDC will result in the same problems outlined in Option 1</li> <li>The new purpose-built facility would be located in Hobart. DHHS could deliver a model that aligns with the strategic objectives for a new custodial youth justice system, focused on the holistic and specific needs of young people, leveraging more direct links to family, community and services</li> </ul>	<ul style="list-style-type: none"> <li>A new facility in Hobart would allow more direct links to family, community and services for young people in the South, allowing more intensive tailored interventions for approximately half the residents in detention</li> <li>A proper through-care approach could be delivered in Hobart, allowing young people to maintain key relationships with service providers after their release</li> <li>Young people in Hobart would have access to significantly enhanced education, medical, allied health and community support services</li> <li>Young people could be moved between the two facilities if they needed access to particular services or where conflict between residents threatened their safety</li> <li>Potential reduction of recidivism as a result of a more therapeutic approach and improved through-care support</li> <li>Larger workforce across the two sites means greater opportunities for workforce planning, including more staff to call on if a major incident occurred</li> <li>Economic benefits of current employees contributing in new alternative employment (after leaving AYDC), and employment of new staff in Hobart</li> </ul>	<ul style="list-style-type: none"> <li>The refurbishment of AYDC would not comprehensively address current issues at the facility</li> <li>Young people sentenced to AYDC would still struggle to maintain links to family, community and services</li> <li>The standard of services at the two facilities would be quite different in the short term</li> <li>Hobart-based service providers could prioritise young people in Hobart over AYDC, due to resource and time constraints</li> <li>Social costs of unemployment, as Deloraine staff are unlikely to all find new jobs</li> </ul>

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
<b>Option 3: Single 'Purpose-Built' Secure Detention Facility (new facility or completely rebuild AYDC)</b>	<ul style="list-style-type: none"> <li>A 20-bed capacity would allow DHHS to reduce its capacity in line with Noetic's projection of young people in detention (all sub-options)</li> <li>A new purpose-built facility could deliver a model focused on the holistic and specific needs of young people, leveraging more direct connections with family, community and services if located in Hobart or Launceston (where most AYDC residents are based) (Options 3A – C)</li> <li>DHHS would be able to deliver enhanced custodial services and programs in an urban location (Hobart or Launceston), with greater access to government agencies and service providers, in line with a through-care model (Options 3A – 3C) Option 3C allows DHHS to increase the scale of its facility to offset the high fixed costs of a detention facility by offsetting services that could be shared (e.g. administration, catering, maintenance, transport, security)</li> </ul>	<ul style="list-style-type: none"> <li>DHHS could provide community access to facilities such as a gym, pool or basketball court (all options, although AYDC is located outside Deloraine's town centre)</li> <li>Potential reduction of recidivism from more effective interventions (all sub-options)</li> <li>Young people based in or around the facility would have greater opportunities to develop and achieve personal goals that contribute to their rehabilitation during detention, through increased access to family, community and service providers based in their communities (Options 3A – C)</li> <li>DHHS would have access to a broader pool of appropriately skilled youth workers if the facility were built in a more populated location (Hobart or Launceston), drawing graduates from University of Tasmania and TasTAFE campuses (Options 3A – C)</li> <li>Economic benefits of current employees contributing in alternative new employment (after leaving AYDC), and employment of new staff (Options 3A – C)</li> <li>Option 3C specifically provides additional capacity for young adult residents (18 – 21-year-olds) which could delay the need for a new adult prison (Option 3C)</li> </ul>	<ul style="list-style-type: none"> <li>A single facility would not address the current service gaps for young people based in locations a large distance from the facility (all sub-options)</li> <li>Young people who were not based near the new facility would not be able to build and maintain relationships with key service providers during their period of detention, to maximise opportunities for lasting rehabilitation after release (all sub-options)</li> <li>Young people's families may not be able to visit due to the location of the facility unless they are based in or around Hobart, Launceston or Deloraine (all sub-options)</li> <li>DHHS may choose to define a new benchmark for the qualifications required for youth workers in detention which may limit the ability to redeploy existing AYDC staff (all sub-options)</li> <li>The Tasmanian Government would need to define and manage the local impacts caused by the closure/repurposing of AYDC, such as impacts on local business who currently supply AYDC or changes in staff requirements which could result in redundancies for AYDC staff, if they cannot be redeployed elsewhere in DHHS (Options 3A – C)</li> <li>A new facility based in an urban area would not be able to provide the range of outdoor recreational and vocational activities that could be delivered (but are not currently on offer) at Deloraine (Options 3A – C)</li> <li>Social costs of unemployment, as Deloraine staff are unlikely to all find new jobs (Options 3A – C)</li> </ul>

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
Option 4: Two 'Purpose-Built' Secure Detention Facilities	<ul style="list-style-type: none"> <li>The scope of services available within local communities will be critical to the success of this option</li> <li>New secure facilities meet the fit-for-purpose objective</li> <li>DHHS would be able to refine its custodial operating model from first principles, which would be a significant undertaking</li> <li>This option allows DHHS to focus on the specific needs of young people by providing access to a broader range of services. However, the services on offer may not be consistent across both sites</li> <li>This option provides the most direct connections with young people's families and communities</li> <li>DHHS could also redefine how it works with other agencies across government to deliver services for young people in detention, given it will have access to agencies and service providers in Tasmania's two largest population centres</li> <li>Opportunity to provide support to maintain pro-social pathways that may commence before detention (e.g. community service order work, sport, study, work) and could continue while in detention</li> </ul>	<ul style="list-style-type: none"> <li>This option could increase young people's links to the community if they can access additional services while in detention and maintain key relationships after release</li> <li>Locations in Hobart and Launceston would increase young people's access to family, community, services, education, recreation and legal representation</li> <li>A broader range of therapeutic options is available with this option</li> <li>DHHS could deliver an effective through-care model, as young people would have the opportunity to build and maintain key relationships with service providers during and after detention</li> <li>DHHS could provide community access to facilities such as a gym</li> <li>DHHS would have access to a broader pool of appropriately skilled youth workers in Hobart and Launceston</li> <li>Potential reduction of recidivism</li> <li>Economic benefits of current employees contributing in alternative employment, and employment of new staff</li> </ul>	<ul style="list-style-type: none"> <li>This option has the potential to exacerbate unintended isolation for smaller cohorts unless this is carefully managed e.g. very young children, girls</li> <li>This option could potentially further compound the current issues around the scalability of high-cost, fixed assets servicing the needs of a small number of at-risk children and young people</li> <li>A new facility based in an urban area would not be able to provide the range of outdoor recreational and vocational activities that could be delivered (but are not currently on offer) at Deloraine</li> <li>Social costs of unemployment, as Deloraine staff are unlikely to all find new jobs</li> </ul>

Option	Alignment with Strategic Objectives	Benefits	Social Costs / Disadvantages
<b>Addition of a shared service hub</b>	<ul style="list-style-type: none"> <li>▪ The scope of services available will be critical to the success of the hub concept, but they may include: <ul style="list-style-type: none"> <li>+ increased allied health services including mental health counselling, addiction specialists, physiotherapy as well as referrals to other health services</li> <li>+ increased opportunities for vocation training and recreational activities</li> <li>+ flexible spaces for service providers to deliver community-based programs</li> <li>+ education for young people at risk</li> </ul> </li> <li>▪ This option would provide services targeted at the specific needs of young people in detention as well as young people at risk</li> <li>▪ Young people would be able to access the right service at the right time, rather than being limited by their status in the youth justice or child protection systems</li> <li>▪ This option provides continuity of support during detention and after release, enhancing the chance of lasting rehabilitation</li> <li>▪ Targeted interventions with young people and their families have the potential to be successful given Tasmania's small population</li> </ul>	<ul style="list-style-type: none"> <li>▪ Successful early interventions can reduce the risk of young people coming into contact with the youth justice system</li> <li>▪ A shared services hub could address key gaps in services for young people at risk (10 – 16-year-olds) by providing a more cohesive and robust service delivery model</li> <li>▪ A shared services hub could act as a basis for greater outreach services to young people at risk</li> <li>▪ A shared services hub could promote greater collaboration across government and with service providers</li> <li>▪ Service providers could have access to shared office space on site</li> <li>▪ Youth worker burn-out could be mitigated by providing opportunities for appropriately qualified staff to move between roles in the detention facility and shared services hub</li> <li>▪ Likely reduction of recidivism due to an enhanced trauma-informed and rehabilitation approach to address young people's criminogenic risks</li> </ul>	<ul style="list-style-type: none"> <li>▪ There is a risk that youth-at-risk who access the hub are stigmatised with the same concerns as the custodial population</li> <li>▪ Depending on the design of the hub, there may be a need to duplicate infrastructure within a secure facility (to be accessed by residents only) and outside of the secure facility (to be accessed by community members and low-risk residents) given there will always be a need for service provision to higher-risk detainees within a secure facility</li> <li>▪ Given the detention facilities will be located in the two most populated locations in Tasmania, it is possible that the hub will duplicate existing services that are already available in those locations, or provide new services that could be provided more efficiently or effectively in nearby locations outside of a custodial context</li> </ul>



# ANNEX F: IMPLEMENTATION CONSIDERATIONS

## Implementation Considerations Summary

The following table provides an overview of any positive or negative implementation considerations related to risks, implementation timeframes or financial impacts.

Option	Risks	Timeframes	Financials
Base Case	<ul style="list-style-type: none"> <li>Increased recidivism as the custodial model fails to meet the needs of young people</li> <li>Reduced safety of the community due to ineffective interventions during detention</li> <li>Risk of trauma to children and young people through risk of re-trauma due to ineffective or ill-informed approaches</li> </ul>	<ul style="list-style-type: none"> <li>As the comparison scenario, the base case is assumed to continue as long as the other options</li> </ul>	<ul style="list-style-type: none"> <li>Continued cost of running AYDC as per current systems such as salaries and operational costs</li> </ul>
Option 1: Upgrade AYDC facility	<ul style="list-style-type: none"> <li>Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term</li> </ul>	<ul style="list-style-type: none"> <li>Refurbishment could occur within a year, depending on the complexity of the changes and planning required to minimise safety and security impacts on residents and staff</li> <li>Staff numbers change throughout 20 years as resident volume changes</li> </ul>	<ul style="list-style-type: none"> <li>Reduced salaries from the reduction of staff in line with the reduced number of residents, while maintaining the safety and security of residents and staff</li> <li>Redundancy payments due to the reduction of staff, in line with the reduced number of residents</li> <li>Retraining costs</li> <li>Major refurbishment costs</li> </ul>
Option 2: Maintain AYDC and construct an additional facility	<ul style="list-style-type: none"> <li>AYDC could be perceived as an inferior facility to a new purpose-built facility due to historical concerns raised</li> <li>Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term</li> <li>Challenge of maintaining two sets of policies and practice across two facilities</li> </ul>	<ul style="list-style-type: none"> <li>Construction to occur across two years and refurbishments to occur in a year</li> <li>Staff changes throughout 20 years as resident volume changes</li> <li>Both facilities to be used for at least 20 years and AYDC may be sold and repurposed</li> </ul>	<ul style="list-style-type: none"> <li>Reduced salaries from the reduction in staff due to the reduction of staff, in line with the reduced number of residents while maintaining the safety and security of residents and staff</li> <li>Salaries for new staff at the Hobart facility</li> <li>Slight loss of efficiency in having two facilities assuming DHHS can effectively manage</li> </ul>

Option	Risks	Timeframes	Financials
			<p>different policies and practices for each facility</p> <ul style="list-style-type: none"> <li>Redundancy payments due to the reduction of staff, in line with the reduced number of residents</li> <li>Additional running costs from maintaining two facilities including education, medical, administrative, catering and management teams for each site</li> <li>Construction costs (and land) of a new detention facility</li> <li>Refurbishment cost of AYDC</li> </ul>
<b>Option 3: Single 'Purpose-Built' Secure Detention Facility (new facility or completely rebuild AYDC)</b>	<ul style="list-style-type: none"> <li>Investment in a large scale capital project could jeopardise funding for other youth justice initiatives in the short term (all sub-options)</li> <li>This option prioritises the needs of young people in the community where the new facility is located in above other regions in Tasmania (all sub-options)</li> <li>The financial viability of this option depends on: <ul style="list-style-type: none"> <li>the sale of the AYDC site in a timely way (Options 3A – C)</li> <li>identifying an appropriate, cost-effective site in Hobart or Launceston (Options 3A – C)</li> <li>DoJ's agreement to a joint facility that includes 18 – 21-year-olds (Option 3C only)</li> <li>designing and implementing a collaborative service delivery model with DoJ (Option 3C only)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>New facility to be used for at least 20 years (all options)</li> <li>Construction to occur across two years (Options 3A – C) or three years (Options 3D)</li> <li>DHHS would continue to run the AYDC facility while the new facility is being designed and built (Options 3A – C)</li> <li>DHHS to sell AYDC once the new facility is operational (Options 3A – C)</li> </ul>	<ul style="list-style-type: none"> <li>Reduced salaries from reduction in staff, in line with the reduced number of residents (all sub-options)</li> <li>Redundancy payments due to the reduction of staff, in line with the reduced number of residents (all sub-options)</li> <li>Salaries for new staff (Options 3A – C)</li> <li>Construction costs (and land) of a new detention facility (Options 3A – C)</li> <li>Other running costs estimated to be similar to AYDC (Options 3A – C)</li> <li>Some revenue from selling AYDC (Options 3A – C)</li> </ul>

Option	Risks	Timeframes	Financials
	<ul style="list-style-type: none"> <li>Local communities may be resistant to a new secure facility in their area (Options 3A – C)</li> <li>DHHS would need to carefully design the operating model for Option 3C to avoid perpetuating current issues at AYDC or blurring the distinction between children and young people and adults (who are subject to different legislation and justice principles)</li> </ul> <p>A complete rebuild of AYDC would be disruptive for staff and residents, which could exacerbate existing safety and security concerns</p>		
<b>Option 4: Two 'Purpose-Built' Secure Detention Facilities</b>	<ul style="list-style-type: none"> <li>Enhanced facilities could lead to higher numbers of young people in detention if magistrates see this as a more attractive option than current custodial facilities</li> <li>DHHS would need to carefully design the operating model for this option to avoid perpetuating current issues at AYDC</li> <li>The financial viability of this option depends on: <ul style="list-style-type: none"> <li>+ the sale of the AYDC site in a timely way</li> <li>+ identifying an appropriate, cost-effective site in Hobart and Launceston</li> </ul> </li> <li>Local communities may be resistant to new secure facilities in their area</li> </ul>	<ul style="list-style-type: none"> <li>Construction to occur across two years</li> <li>DHHS would continue to run the AYDC facility while the new facility is being designed and built</li> <li>DHHS to sell AYDC once the new facility is operational</li> <li>New facilities to be used at least 20 years</li> </ul>	<ul style="list-style-type: none"> <li>Reduced salaries from reduction in staff, in line with the reduced number of residents</li> <li>Salaries for new staff</li> <li>Slight loss of efficiency in having two facilities, assuming DHHS can effectively manage different policies and practices for each facility</li> <li>Redundancy payments, due to the reduction of staff, in line with the reduced number of residents</li> <li>Construction costs (and land) of new detention facilities</li> <li>Additional running costs from maintaining two facilities including education, medical, catering, administrative and management teams for each site</li> <li>Additional overhead costs for maintaining the infrastructure of two facilities</li> <li>Some revenue from selling AYDC</li> <li>DHHS may be able to offset some costs or avoid upfront capital investment, through public-private partnerships</li> </ul>

Option	Risks	Timeframes	Financials
<b>Addition of a shared service hub</b>	<ul style="list-style-type: none"> <li>Young people could feel labelled unless the perception of a shared services hub is carefully articulated and managed</li> <li>Implementation could be jeopardised if key services do not participate, and young people in detention cannot access what they need</li> <li>This option is resource intensive and could undermine existing funding for services if additional resources are not provided</li> <li>DHHS would need to manage community perceptions about the presence of a detention facility and hub site within their area</li> <li>This option needs significant political will and needs to be carefully staged to ensure it is successfully implemented in a sustainable manner</li> </ul>	<ul style="list-style-type: none"> <li>Constructed at the time of construction of detention facilities, within the same timeframe</li> <li>This option could be more cost effective over the long term by ensuring that interventions have a lasting impact (depending on the scale, scope and client base of services provided)</li> </ul>	<ul style="list-style-type: none"> <li>Additional construction cost</li> <li>Additional youth workers, educators, and health professionals</li> <li>Increase in running costs</li> </ul>

## ANNEX G: AUSTRALIAN AND INTERNATIONAL YOUTH JUSTICE MODELS

Noetic undertook desktop research and stakeholder interviews to identify contemporary practice in designing and delivering custodial youth justice programs and practices. This Annex outlines key examples and their relevance to Tasmania and provides the evidence-base that underpins much of the analysis contained in the Options Paper and our high-level assessment of Tasmania's current custodial youth justice system.

While a comparison of the costs and benefits of these approaches is out of scope for this paper, we have considered how these models could inform the design of a new custodial youth justice model for Tasmania and have incorporated elements in our options analysis where appropriate.

### Education in a custodial model

Education plays an important role in helping young people to meet rehabilitation goals while in detention and to provide pathways away from the youth justice system. Young people in detention are often disengaged from mainstream education and have significant gaps in their education. The key challenge for governments is to provide optimum learning conditions for reluctant students in a custodial setting.

Victoria's Department of Health and Human Services (VDHHS) has developed an education system which provides a consistent culture of rehabilitation for young people who are in detention or who have recently been released. VDHHS manages and operates four custodial youth justice facilities, which separate residents based on their age cohort. The custodial approach links to a range of community support services, based on the assumption that young people's rehabilitation relies on their living conditions, services and support provided after their detention sentence is finished.

Victoria's custodial youth justice system includes Parkville College, which provides specialist education for students who are or have been detained in custody across seven campuses, drawing on ideas from the Attachment Theory (Bowlby, 1958), the Neurosequential Model of Therapeutics (Perry, 2006), and Person-Centred Therapy theory (Rogers, 1940).<sup>54</sup> Victoria's Department of Education provides on-site services six hours a day, seven days a week, 52 weeks a year. The breadth of services is crucial: education is tailored to young people's needs regardless of their status within the custodial system. Education services are available 52 weeks a year to ensure that young people can stay engaged with school, thereby improving the quality of learning outcomes over time.

*'Education is the key to closing prisons. Simple as that.'*<sup>55</sup>

The Victorian Government also provides:

- intensive linkage and referral support for young people who are likely to be homeless after their period of detention has finished or those on remand (including transitional housing support)
- case management support for young people (16 – 25 years old) with a history of involvement in the youth justice system, providing continuity of support and advocacy services
- access to counselling, drug and alcohol rehabilitation programs, mental health programs, education, vocational training and recreational activities.

<sup>54</sup> Department of Education, Parkville College, [http://parkvillecollege.vic.edu.au/?page\\_id=36](http://parkvillecollege.vic.edu.au/?page_id=36), accessed 15 July 2016.

<sup>55</sup> Brendan Murray (Executive Principal), <http://parkvillecollege.vic.edu.au/>, accessed 13 July 2016.

## Relevance to Tasmanian context

AYDC has its own school, which delivers tailored education programs to young people in detention. This includes 21 hours of mandatory education spread across five days a week, delivered on site by Department of Education teachers. Young people at AYDC spoke positively about their experiences with the school, which was often their first positive engagement with school. There is significant potential to expand education at AYDC to include programs and activities after 3pm on weekdays and on weekends. This would help to address extreme boredom which can drive young people's misbehaviour and would be an engaging and productive use of their time.

Residents' positive experience with school tends to end with their sentence, as there are no cohesive or durable links to education outside of AYDC. There is scope to provide a through-care pathway to education after a young person's sentence is complete to ensure they can continue to pursue education-related goals in an environment which meet their particular developmental needs.

This approach would require additional investment in tailored education services for young people in detention and outside of the mainstream system. However, it could also reduce the risk of reoffending if young people can continue to engage with positive role models, achieve life goals and develop pro-social relationships with peers after their sentence is complete.

DHHS should consider whether Victoria's youth justice education model has elements that would be relevant to Tasmania including:

- significantly increasing the scope of education services to young people in detention and after their sentence is completed, which ensures that education or vocational training forms the basis of their post-sentence life plan
- increasing cooperation between the Department of Education and DHHS to ensure the needs of young people are put first, regardless of their status in the youth justice system and the complexity of their needs
- defining a commonly understood education philosophy and pedagogy for Tasmania's education model in a youth justice context.

The Victorian Government has also implemented a number of community-based programs, which could be applied to a through-care model in Tasmania, particularly step-down and supported accommodation in conjunction with intensive case management. It would be worth identifying whether DHHS can access evaluation results of these programs to be confident that these programs would deliver similar results for Tasmanian young people.

## Missouri Model

The Missouri Model focuses on prevention and intensive early intervention for young people when they first encounter the youth justice system to discourage further exposure. It also applies a fully integrated treatment approach for youth who are more entrenched in the system and are at greatest risk of reoffending, so they can make lasting changes to their lives.

The Missouri Model is based on four pillars:

1. Young people are placed in the least restrictive environment possible based on the results of a comprehensive risk and needs assessment, according to four levels: community placement, community, moderate, or secure residential.
2. Young people are divided into family-like living clusters of ten to twelve people and participate in tailored group therapy and education sessions.
3. All young people have a service coordinator who acts as their advocate and coordinates tailored treatment plans that include education assistance, job placement and aftercare support in the transition from probation.
4. Family and community engagement is promoted through family therapy services and community liaison councils, which uses community members as partners and advocates of young people as they transition out of the juvenile justice system.

The ultimate goal of the Missouri Model is to 'strengthen and increase the safety of Missouri communities by supporting young people in becoming law-abiding and productive citizens who lead fulfilling lives'.<sup>56</sup> It has had a positive impact on recidivism as well as the safety of young people in detention.<sup>57</sup>

*'Steering just one high-risk delinquent teen away from a life of crime saves society \$3 - 6 million in reduced victim costs and criminal justice expenses, plus increased wages and tax payments over the young person's lifetime.'*<sup>58</sup>

### Relevance to Tasmanian context

The Missouri Model sets out a very useful framework for designing and implementing rehabilitative and therapeutic interventions across the youth justice continuum. This framework provides an evidence-based and evaluated approach that places the needs of young people at the centre of community-led interventions. The Missouri Division of Youth Services' approach designing, implementing and evaluating their model is more useful to DHHS than the individual interventions used to deliver it.

However, the scale of Missouri's population is much greater: their Division of Youth Services manages 2,800 young people each year in its custodial system. This allows Missouri to deliver a more cost-effective approach than would be possible in Tasmania.

There are many lessons that DHHS can learn about designing and implementing a creative and compassionate approach to custodial youth justice from the Missouri Model. This includes approaches for:

- designing a robust approach which fits within Tasmania's unique social and economic circumstances
- implementing a durable model which is not limited by the structure of government and inspires enduring political support
- supporting interventions that address community needs across the youth justice continuum.

### Successful strategic reform at the whole of government level

New Zealand's Child, Youth and Family (CYF) Service implemented the *Youth Crime Action Plan* (the Plan) in 2013, a 10-year strategy which builds on its *Youth Offending Strategy* (2002)<sup>59</sup> and *Fresh Start*<sup>60</sup> reforms. Over the past five years, New Zealand has recorded a 40% reduction in youth offending charges, the lowest rate in over 20 years.

The Plan adopts an interventionist approach, which targets the criminogenic risk factors that lead to offending behaviour. It maintains a strong policy of ensuring that young people are held to account in a way that

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<sup>56</sup> Missouri Department of Social Services, *The Missouri Approach*, <http://missouriapproach.org>, accessed 19 May 2016.

<sup>57</sup> Missouri Department of Social Services, *Innovations in American Government Award*, <http://missouriapproach.org/publications/2010/8/26/innovations-in-american-government-award.html>, accessed 19 May 2016.

<sup>58</sup> R.A. Mendel, *The Missouri Model: Reinventing the Practice of Rehabilitating Youthful Offenders*, Annie E. Casey Foundation, Maryland, 2010.

<sup>59</sup> The *Youth Offending Strategy* focuses the New Zealand Government's effort in youth justice policy, and helps co-ordinate service delivery by those agencies working on the front line with children and young people who offend.

<sup>60</sup> Fresh Start reforms included widening the Youth Court jurisdiction to include child offenders (12 – 13 years old) who commit serious offences; tougher new sentences for persistent and serious offenders, longer residential stays, and increased supervision requirements; and new powers for the Youth Court to order parenting, mentoring or drug and alcohol programmes.

acknowledges their needs and vulnerabilities. Rather than focussing solely on the individual, CYF has developed a governance model that aligns policy and effectively coordinates the delivery of services by both government and non-government organisations.

The Plan adopts three key strategies:

1. **Partnering with communities:** reflecting that communities know what works best for their people.
2. **Reducing escalations:** delivering interventions that are fair and proportionate to the nature and seriousness of the young people's offending behaviour.
3. **Early and sustainable exits:** ensuring the delivery of best-quality interventions at the right time, including actions to the identification, rehab, care and protection of young offenders.

CYF recognises that a strategy is only as effective as the staff employed to deliver it. Therefore, strong emphasis is placed on ensuring:

- effective governance between government and service providers, which spans justice and social service sectors
- information sharing that allows better case management decisions and analysis of regional trends
- recruitment and retention of the appropriate workforce to deliver these services
- delivering services targeted at community needs
- ensuring that government agencies work for communities, not the other way around.

*"Young people need the opportunity to succeed. So many times when you get to know them, you hear stories of how they've always been told they're 'useless'. They need someone to build them up, help them find their potential and show them there are opportunities out there for them."*<sup>61</sup>

### Relevance to Tasmanian context

While New Zealand manages a much larger population, they face similar challenges to Tasmania in managing flexible and scalable custodial facilities in the face of a declining number of young people in detention.<sup>62</sup> DHHS could draw lessons from New Zealand's experience of recent successful major reform in this space as well as across the youth justice continuum.

DHHS has existing links to New Zealand CYS through the Australasian Juvenile Justice Administrators group and could consult on options to:

- implement effective community partnerships to address local crime issues
- design a more graduated approach to sentencing options, which are supported by close collaboration between police, youth justice and child protection services
- establish a governance framework, workforce plan and information sharing agreements across government, which place the needs of young people at the centre of the system.

## Justice Reinvestment Model

The Justice Reinvestment model is a commonly understood approach in youth justice literature, which aims to break the cycle of recidivism, reduce the cost of detention facilities and make communities safer by diverting funds that would otherwise be spent on detention and reinvesting it in addressing the causes and drivers of

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<sup>61</sup> Ministry of Social Development, New Zealand, *The Youth Crime Action Plan 2013 – 2023*.

<sup>62</sup> New Zealand Minister of Justice, *Youth Action Crime Plan 2013 – 2023*, 2013, p. 15.



offending behaviours through early intervention and prevention. This is consistent with a public health model and a rights-based approach.

It involves four phases:

1. identifying communities of interest through analysis of data and trends
2. developing options to generate savings
3. quantifying savings to reinvest
4. measuring and evaluating the impact on identified communities.

Justice reinvestment relies on state and local agencies to create community-led responses to the community-level problems. This model has been successfully implemented in a number of US states and is currently being trialled as part of the Maranguka Justice Reinvestment Project in Bourke (NSW). It has been shown to reduce the number of young people in detention as well as the number of bail violations.

### **Relevance to Tasmanian context**

This justice reinvestment approach would require significant improvements in data collection, integration and analysis across the Tasmanian Government to demonstrate the benefits to young people and cost savings to the government over time. DHHS could consider applying elements of this model as part of a new custodial service delivery model. In particular, justice mapping methods could identify communities of interest through cohesive data sharing arrangements between government agencies and service providers. This allows government agencies to tailor interventions based on actual community needs. The principle of re-investing savings from a smaller, more fit-for-purpose detention facility into early intervention and prevention is also consistent with this approach.

## **Through-care Model**

The through-care model uses an intensive case management approach to support young people in detention and provide 'continuity of care' as they transition back into the community, in order to minimise the risk of reoffending. Support is:

- tailored to the individual needs of each young person
- age, gender and culturally appropriate
- based on a thorough assessment of protective and risk factors.

Case managers aim to establish trusted relationships with young people while in detention and to provide a conduit for consistent multi-service wrap-around support as they transition back into the community. This approach aims to increase social engagement and reduce the risk of reoffending.

## Relevance to Tasmanian context

DHHS currently has dedicated some resources to applying a through-care model at AYDC, for example, the *Transition from Ashley Detention Centre* program. This program provides individualised support for young people to reconnect with education, recreational activities and assist them to access employment opportunities, during and after their detention sentence. It aims to create positive social outcomes for participants and economic savings to Tasmania through a reduction in the number of young people in detention.<sup>63</sup>

AYDC's current facilities, workforce and location limit DHHS' ability to implement a full through-care approach in key area areas such as education, health and community support. Of the 53 young people who engaged in the program while at AYDC, 48 engaged with the program while back in the community and 47 reoffended/returned to court.<sup>64</sup> There is significant potential to expand these services to deliver a full through-care approach for all young people in detention, which builds pro-social links while in detention that is maintained after release to help mitigate this risk of reoffending.

Government and service provider stakeholders were strongly supportive of a through-care model during Noetic's consultation sessions in Hobart and Launceston. Government stakeholders saw the potential to fund a model that provided tailored support to young people during and after detention, which leveraged the full range of services available and was not limited by silos in government. Service providers saw the opportunity to provide wrap-around services, which catered to the holistic and specific needs of young people during and after detention.

These stakeholders were conscious that this approach would require a significant short to medium-term investment of additional resources across the youth justice continuum to realise the long-term benefits of this approach. Young people would need to be able to build trusting and robust relationships with key service providers while in detention, which could be maintained after their release. This approach would require significant improvements in collaboration and information sharing across departments, within DHHS and with service providers, which would require sustained political will and cultural change within the Tasmanian public service. Ultimately, DHHS could use the through-care model as a foundation element for the Youth at Risk Strategy. This approach could provide the basis for the expected values, culture and practices required from government and service providers to deliver services that put young people's needs first across the youth justice continuum.

A through-care model would directly support the implementation of a therapeutic approach in a new custodial youth justice model. However, this model requires the establishment of trusting, robust relationships with key service providers while young people are in detention, which can be maintained after release.

## Good Lives Model

The Good Lives Model offers a positive, strengths-based and restorative framework for rehabilitation, focused on the needs and goals of young people in detention or at risk of offending. This model has the potential to address limitations of a risk-based approach to effective crime prevention, which invests in young people at highest risk of offending, at the expense of early interventions with lower risk young people.<sup>65</sup> The Good Lives

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<sup>63</sup> EY, Social Return on Investment of Tasmanian youth justice programs: Save the Children, June 2015.

<sup>64</sup> Ibid.

<sup>65</sup> The Risk-Need-Responsivity model aims to target interventions based on the likely risk of a young person reoffending in the future.

Model builds the capabilities of young people in detention by identifying their aspirations and providing the support required to achieve personal fulfilment, to reduce a young person's risk of reoffending.

### Relevance to Tasmanian context

Tasmania currently uses some risk and responsivity-based approaches and tools to managing young people in detention, for example, the Behavioural Management System at AYDC. There is significant potential to incorporate elements of a strengths-based approach like the Good Lives Model to complement successful elements of current risk and responsivity approaches in a new custodial youth justice model. This approach would aim to motivate young people in detention to identify and pursue life goals that also reduce the likelihood of future reoffending. A young person's criminogenic risks would be considered in the broader context of their non-criminogenic needs, rehabilitation needs and personal identity. This approach would require opportunities for a young person to build stronger pro-social links with their family and community, which is not currently possible due to AYDC's location.

DHHS should ensure that the decision to incorporate elements of the Good Lives Model is supported by a clear evidence-base, and the model is tailored to the particular needs of Tasmanian young people. It would also need to ensure that strengths-based interventions were supported by comprehensive intelligence and data about young people in detention, which could be shared among relevant agencies in the best interests of these young people.

## Trauma-informed Practice

There is an established link between children who suffer complex trauma and their subsequent involvement in the youth justice system.<sup>66</sup>

Trauma-informed practice can be used in conjunction with the models outlined above. It addresses the external causes of distress, trauma and disadvantage that a young person has experienced, rather than a traditional pathology-based approach.<sup>67</sup> This approach focuses on:

- teaching and shaping positive behaviour within defined limits
- connecting consequences to behaviour in an open and respectful way
- encouraging approaches that maintain positive connections with people.

Many young people in the justice system have experienced multiple traumas, so rehabilitation aims to address the underlying trauma first. A trauma-informed practitioner understands that a young person's responses or ways of coping have developed in the context of trauma, and helps them to understand their patterns of behaviour on this basis.

Trauma-informed policies and procedures make juvenile justice organisations **safer and more effective** by ensuring the physical and psychological safety of all youth, family members, and staff and promoting their recovery from the adverse effects of trauma.<sup>68</sup>

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<sup>66</sup> ACT Government Community Services Directorate, *Developing a Trauma-Informed Therapeutic Service in the Australian Capital Territory for Children and Young People Affected by Abuse and Neglect*, September 2014.

<sup>67</sup> NSW Kids and Families, 'Section 3.4 Trauma-informed practice', *Youth Health Resource Kit: An Essential Guide for Workers*. NSW Kids and Families: Sydney, 2014.

<sup>68</sup> National Child Traumatic Stress Network, *Essential Elements of a Trauma-Informed Juvenile Justice System*, [http://nctsn.org/sites/default/files/assets/pdfs/jj\\_ee\\_final.pdf](http://nctsn.org/sites/default/files/assets/pdfs/jj_ee_final.pdf), accessed 9 September 2016.

## Relevance to Tasmanian context

Government and service provider stakeholders widely recognised the benefits of trauma-informed practice as part of a best practice custodial youth justice system. Any changes to Tasmania's youth justice custodial facilities and the underlying operating model (regardless of whether facilities are new or refurbished) should prevent or reduce the impact of further trauma in a custodial setting.

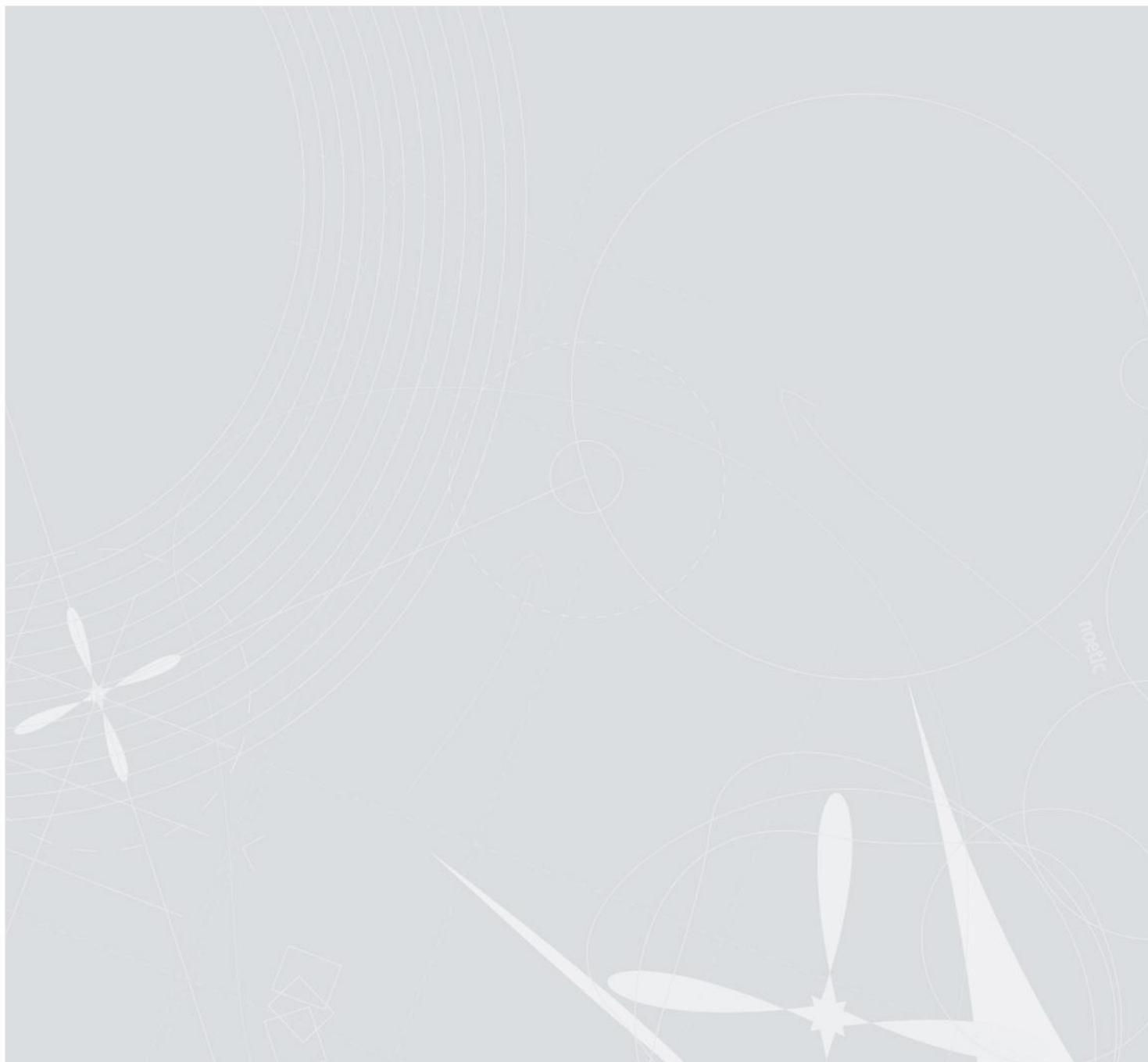
The success of trauma-informed practice in a custodial youth justice system relies on mainstreaming it across all elements of the system including:

- policies and procedures which promote young people's recovery from the adverse effects of trauma and recognise their diverse and unique needs
- identification and screening for traumatic stress
- trauma-specific clinical assessment and treatment for issues identified during screening
- programming and education which meet the particular developmental needs of young people
- prevention and management of secondary trauma to support workforce safety, effectiveness, and resilience.<sup>69</sup>

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<sup>69</sup> Ibid.





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