Department of Communities

Evaluation of the Target 120 Project

Evaluation Report
Final

March 2024



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Disclaimer

The information contained within this report has been compiled from a variety of external sources and has not been subject to an internal independent verification. Although every care has been taken to ensure that the information and opinions are correct, QCA specifically disclaim any responsibility for the use or interpretation of this report.

Table of Contents

ACKNOWLEDGEMENT 2

DISCLAIMER 2

TABLE OF CONTENTS 3

LIST OF FIGURES 5

LIST OF TABLES 7

ACRONYMS AND ABBREVIATIONS 8

EXECUTIVE SUMMARY – INFOGRAPHIC 9

EXECUTIVE SUMMARY - COMMENTARY 10

Background 10
Evaluation approach 10
Evaluation key findings 11
Recommendations 14
Conclusion 16

1. OVERVIEW 17

2. BACKGROUND 17

2.1 Overview of youth justice in Western Australia 17
2.2 Causes of youth offending 17
2.3 The Target 120 project 18

3. OUTCOME EVALUATION 26

3.1 Purpose 26
3.2 Objectives 26

4. CONTEXT 26

5. METHODOLOGY 28

5.1 Data collection and analysis 28

5.2 DATA LIMITATIONS 32

6. APPROPRIATENESS OF SERVICE DELIVERY MODEL FOR IMPROVING SYSTEM CAPACITY 33

6.1 METHOD 33
6.2 FINDINGS 33
6.3 SUMMARY 72

7. EFFECTIVENESS IN REDUCING RATE AND SEVERITY OF OFFENDING AND IMPROVING OTHER OUTCOMES 73

7.1 METHOD 73
7.2 FINDINGS 73
7.3 SUMMARY 78

8. EFFICIENCY IN REDUCING THE COSTS ASSOCIATED WITH YOUTH OFFENDING 79

8.1 METHOD 79
8.2 FINDINGS 79
8.3 SUMMARY 86

9. MEASURES TO IMPROVE OUTCOMES, EFFECTIVENESS AND SUSTAINABILITY 87

9.1 METHOD 87
9.2 FINDINGS 87
9.3 SUMMARY 99

10. CONCLUSION 99

ATTACHMENTS 101

REFERENCES 110

List of Figures

Figure 1: Target 120 client recruitment, case planning and implementation pathway (Department of Communities, 2021). 21
Figure 2: Age Profile of Exited Clients, 2022. 34
Figure 3: Region of Exited Clients, 2022. 34
Figure 4: Length of Participation at time of exit. 35
Figure 5: Responses to 'Were your/your child's goals developed with you/your child?' (Client/parents/carers). 36
Figure 6: Responses to 'Did you feel included in the process of developing your/your child's goals?' (Client/parents/carers). 36
Figure 7: Responses to 'The Target 120 project worked really well for me/my child' (Client/parents/carers). 37
Figure 8: Responses to 'The Target 120 Project is meeting the needs of young people and their families' (Target 120 Staff). 38
Figure 9: Responses to 'The Target 120 Project is meeting the needs of young people and their families' (LIG members). 38
Figure 10: Responses to 'the eligibility criteria for selecting clients are appropriate' (Target 120 Staff). 39
Figure 11: Responses to 'the eligibility criteria for selecting clients are appropriate' (LIG members). 40
Figure 12: Responses to 'the young people selected to participate in the Target 120 Project are the most suitable clients' (Target 120 Staff). 41
Figure 13: Responses to 'the young people selected to participate in the Target 120 Project are the most suitable clients' (LIG members). 42
Figure 14: Responses to 'The process for identifying priority clients is timely' (Target 120 Staff). 45
Figure 15: Responses to 'The process for identifying priority clients is timely' (LIG members). 45
Figure 16: Responses to 'How useful is the YLS/CMI?' (Target 120 Staff). 47
Figure 17: Responses to 'How useful are the Individual Support Plans?' (Target 120 Staff). 48
Figure 18: Responses to 'How useful are the Integrated Family Plans?' (Target 120 Staff). 48
Figure 19: Responses to 'How useful is the Client Management System?' (Target 120 Staff). 51
Figure 20: Responses to 'The Service Priority Policy is working effectively to allow Target 120 clients to be prioritised by government agencies' (Target 120 Staff). 52
Figure 21: Responses to 'The Service Priority Policy is working effectively to allow Target 120 clients to be prioritised by government agencies' (LIG members). 52
Figure 22: Responses to 'Referrals are always made to the most relevant services' (Target 120 Staff). 55
Figure 23: Responses to 'Referrals are made in a timely way to the most relevant services' (Target 120 Staff). 55
Figure 24: Responses to 'Referrals are always made to the most relevant services' (LIG members). 56
Figure 25: Responses to 'Referrals are made in a timely way to the most relevant services' (LIG members). 56
Figure 26: Responses to 'Referrals to services are always accepted/followed up' (Target 120 Staff). 57
Figure 27: Responses to 'Referrals to services are always accepted/followed up' (LIG members). 57
Figure 28: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff). 58
Figure 29: Responses to 'Appropriate support services are always available for Target 120 clients to access' (LIG members). 58

Figure 30: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff and LIG Members - Metropolitan). 59
Figure 31: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff and LIG Members - Rural). 59
Figure 32: Acceptance of referrals (source: CMS). 60
Figure 33: Responses to 'Information is shared effectively across organisations in delivery of Target 120' (Target 120 Staff). 63
Figure 34: Responses to 'Information is shared effectively across organisations in delivery of Target 120' (LIG members). 63
Figure 35: Responses to 'Staff involved in the Target 120 project and the LIG have a strong understanding of each other's roles and responsibilities' (Target 120 Staff). 64
Figure 36: Responses to 'Staff involved in the Target 120 project and the LIG have a strong understanding of each other's roles and responsibilities' (LIG members). 64
Figure 37: Responses to 'Consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients is appropriate' (Target 120 Staff). 67
Figure 38: Responses to 'Consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients is appropriate' (LIG members). 68
Figure 39: Responses to 'The Target 120 project meets the cultural needs of Aboriginal young people and their families' (Target 120 Staff). 69
Figure 40: Responses to 'The Target 120 project meets the cultural needs of Aboriginal young people and their families' (LIG members). 69
Figure 41: Responses to 'The Target 120 project meets the cultural needs of CaLD young people and their families' (Target 120 Staff). 71
Figure 42: Responses to 'The Target 120 project meets the cultural needs of CaLD young people and their families' (LIG members). 71
Figure 43: Clients that re-offended during or post the project. 74
Figure 44: Offences of clients pre project. 74
Figure 45: Were Offences Post-Target 120 More Serious than Before. 75
Figure 46: Were project clients participating in leisure activities at intake and exit. 76
Figure 47: Perceptions of change as a result of being part of Target 120 (clients/parents/carers). 77
Figure 48: Enrolled in an Educational institution, on project intake and exit. 78
Figure 49: Change in outcomes during project – Tapering to Baseline over 15 years 82
Figure 50: Present Value of Benefits ($m), by discount rate. 85
Figure 51: Present Value of Benefits, by Benefit, at 7% discount rate. 85
Figure 52: Net Present Value of Benefits, by Discount Rate. 86

List of Tables

Table 1: Infographic of executive summary. 9
Table 2: Summary of participation in questionnaires by Target 120 staff and LIG members. 31
Table 3: Clarifications required to LIG member roles and responsibilities specific to each Service Partner Agency. 65
Table 4: Contact with police. 73
Table 5: Re-offending rates by age profile 75
Table 6: Target 120 expenditure to date. 79
Table 7: Site Costs (2022/23) 80
Table 8: Cost Benefit Analysis assumptions. 83
Table 9: Benefits statement. 84
Table 10: Summary of CBA Results, Target 120. 86
Table 11: Table of project attributes, enablers and barriers. 89
Table 12: Table of recommendations, key findings supporting each recommendation and impacts of implementing each recommendation. 98

Acronyms and Abbreviations

Acronym	Definition
ACCO	Aboriginal Community Controlled Organisation
AIHW	Australian Institute for Health and Welfare
BCR	Benefit Cost Ratio
BHDC	Banksia Hill Detention Centre
CAMHS	Child and Adolescent Mental Health Service
CBA	Cost Benefit Analysis
CMS	Client Management System
CPFS	(Department of) Child Protection and Family Support
Communities	Department of Communities
CYO	Community Youth Officer
CYRM	Child and Youth Resilience Measure
CYSW	Community Youth Support Worker
DLGSCI	Department of Local Government, Sport and Cultural Industries
Education	Department of Education
GVA	Gross Value Added
IFP	Integrated Family Plan
IFS	Intensive Family Support
ISP	Individual Support Plan
Justice	Department of Justice
LIG	Local Interagency Group
MST	Multisystemic Therapy
NFP	Not For Profit
NPV	Net Present Value
OIA	Office of Impact Analysis
QCA	Quantum Consulting Australia
RNR	Risk-Need-Responsivity
SIDR	Social Investment Data Resource
ToR	Terms of Reference
Treasury	Department of Treasury
WA	Western Australia
WAAHEC	Western Australian Aboriginal Health Ethics Committee
WACHS	WA Country Health Service
WAPOL	Western Australia Police Force
YLS/CMI	Youth Level of Service / Case Management Inventory

Executive Summary – Infographic

The following provides a snapshot of the key findings of the evaluation of the Target 120 project - its strengths, challenges and an overview of recommendations across the key themes identified in the evaluation. Further details are contained in the Executive Summary - Commentary.

Strengths

- A highly committed workforce who demonstrate a strong understanding of contextual factors on the lives of clients and families and a high level of care that was felt by clients and families.
- Examples of well-functioning Local Interagency Groups (LIGs), where strong relationships and communication are facilitating comprehensive support for clients and families.
- Level of cultural understanding demonstrated by staff in response to the needs of Aboriginal clients and families.
- Adaptability of the project to emergent issues as implementation has proceeded.

Challenges

- Lessons learnt to date provide direction for strengthening the model of change to achieve sustainable client outcomes.
- Clarify the implementation of the Service Priority Policy in light of agency specific competing priorities.
- Uncertainty regarding unique roles and responsibilities of individual agencies on the LIG.
- Lack of availability of wrap around services across the broader system, such as mental health.
- How to address the uncertainty of the project's delivery beyond 2025.

Themes	Recommendations (summarised)
Client identification, selection, prioritisation and consent	✓ Clarity and flexibility with eligibility criteria ✓ Explore opportunities to improve timeliness and responsiveness of identification and selection of participants ✓ Clearer process for selection and prioritisation of participants
Policies and procedures	✓ Clarify model of change and align policies and procedures with model of change ✓ Enhancements to project documentation to support improved collaboration ✓ Review Service Priority Policy and develop a mutually agreed prioritisation process ✓ Clearer articulation for client readiness for project exit
LIG operations and local service system collaboration	✓ Explore opportunities to better collaborate with other organisation in the local service system ✓ Clarify unique Service Partner Agency roles and responsibilities ✓ Improve induction for new LIG members and communication of updates to the LIG
Cultural safety	✓ Investigate formalised arrangements to include Aboriginal cultural authority within LIG meetings ✓ Strengthen grant agreements with Aboriginal Community Controlled Organisations (ACCOs) to ensure alignment of service delivery model
Information management	✓ Enhance capability building to overcome widely perceived issue regarding recency of incoming Western Australia Police Force (WAPOL) data
Workforce development	✓ Align service delivery staff competencies to model of change underpinning the project to ensure a consistent approach
Sustainability planning	✓ Assess project delivery beyond 2025

Table 1: Infographic of executive summary.

Executive Summary- Commentary

Background

The Target 120 project[1] is a 2017 election commitment to keep communities safe by providing 12 months of targeted and flexible supports to young people between the ages of 10-14 years who are at risk of becoming repeat offenders. Target 120 aims to address the issues that increase a young person's likelihood of offending, including substance abuse, lack of housing, domestic violence, trauma, mental health issues, and poor attendance at school. It also aims to support system-wide changes to improve how various agencies and service providers respond to the risk of juvenile offending. The focus is on tertiary prevention, (i.e., identifying those who are already offending and at elevated risk of becoming prolific offenders), implementing support and services, and addressing other social factors that impact on individual behaviour.

An evaluation plan was developed by the Department of Communities (Communities) and the WA Department of Treasury (Treasury) in April 2019 that has been used to guide the evaluation of Target 120 through a staged process. The first part of this process was delivery of an internal process evaluation, which was completed in March 2020. The purpose of the process evaluation was to explore implementation of Target 120 in order to identify strengths and opportunities for improvement.

In June 2023, Quantum Consulting Australia (QCA) was commissioned to undertake an evaluation of Target 120. This evaluation is an outcome evaluation – as specified within the final Target 120 Evaluation Plan[2]. The aim of this evaluation is to assess the extent to which the Target 120 project has achieved its intended outcomes.

Evaluation approach

The key evaluation questions were:

1. To what extent is the Target 120 project an appropriate service delivery model to improve system capacity to respond to youth offending in WA?
2. How effective is the Target 120 project in reducing the rate and severity of offending in the Target 120 project cohort?
3. To what extent does the Target 120 project represent an efficient approach to reducing the costs associated with youth offending in WA?
4. What measures can be implemented to improve the outcomes, effectiveness and sustainability of the Target 120 project into the future?

A mixed methods approach was applied to this evaluation. Various qualitative and quantitative data sources were accessed and appropriately analysed either thematically or statistically to address the key evaluation questions. The methodology included a review of key literature, analysis of facilitated and online questionnaires with Target 120 service delivery staff[3], Local Interagency Group (LIG) members and Target 120 clients or their parent/carer, analysis of Target 120 participation and outcome data extracted from the Client Management System (CMS) and analysis of cost-benefit analysis data provided by Treasury.

[1] Target 120 is referred throughout this document as a project, noting that some other Target 120 documentation refers to it as a 'program'.
[2] Western Australia Department of Communities (2019). Target 120 Evaluation Plan. Government of Western Australia.
[3] Service delivery staff refers to Communities' employed Community Youth Officers, Community Youth Support Workers and staff employed by partnering ACCOs/NFPs to deliver support.

Target 120 project delivery sites included within the evaluation were Armadale, Bunbury, Mirrabooka, Kununurra, Midland, Kalgoorlie, Geraldton, Rockingham, Port Hedland, Albany and Northam. Within this, face to face questionnaires were conducted with staff, LIG members, participants and parents/carers in Geraldton, Kununurra, Midland, Port Hedland and Rockingham. Staff and LIG members from other sites were invited to participate in an online questionnaire or via MS Teams for project staff who work state-wide. The evaluation reviewed Target 120 sites from commencement 2019 to December 2022.

An additional nine regional and metropolitan sites (Mandurah, Ellenbrook, Broome, Halls Creek, Fitzroy Crossing, Derby, Karratha, Newman and Carnarvon) were not in scope due to their relatively recent inclusion in the project.

Evaluation key findings

The key findings are summarised below according to each key evaluation question:

1. **Appropriateness of service delivery model for improving system capacity**

The service delivery model at a high level has been assessed as appropriate. There are a number of strengths in how it is being delivered, including:

- The gap in service provision within the broader social services sector that Target 120 addresses;
- The level of motivation and commitment to reducing youth offending demonstrated by a large majority of Target 120 service delivery staff;
- Local Interagency Groups (LIGs) that are functioning well, where longer-standing strong relationships exist between Target 120 service delivery staff and LIG members has enabled a consolidated understanding of each other's roles and responsibilities and stronger collaboration as a result;
- A range of tools and processes that are meeting the fundamental needs of risk assessment, goal setting and case management support;
- The strong knowledge of culturally safe service provision demonstrated by staff across Target 120, and in particular the role of Aboriginal staff in providing guidance to teams when working with Aboriginal young people and families; and
- The transition towards an Aboriginal Community Controlled Organisation (ACCO) led model of service in sites where there is a high proportion of clients and young families who identify as Aboriginal, which has created cultural authority[4] and leadership at each of these sites.

The participants and their parents/carers who participated in this evaluation placed high value on the services they received through Target 120. All said they would recommend the project to other young people who had offended and their families.

However, there were several key opportunities identified in some sites that, if addressed, will create an enhanced model of service delivery that will further progress the achievements of Target 120 to date. These opportunities relate to a) the identification, selection, prioritisation and consent process; b) policies and procedures; c) LIG operations and local service system collaboration; d) cultural safety;

[4] Cultural authority refers to unique forms of contemporary governance by Aboriginal people that integrates Aboriginal values and ideas about how power and authority should be exercised (Harrington et al., 2022). Governance is understood as possessing appropriate cultural authority if Aboriginal people believe in its potential for making decisions in the correct way (Bellchambers, 2023).

e) information management; f) workforce development and g) sustainability planning. These are explained briefly below.

a) Identification, selection, prioritisation and consent process

The identification process has matured significantly since the inception of Target 120 and most components of eligibility are now considered appropriate. However, the application of geographical boundaries was (in certain instances) reported to be restrictive by Target 120 staff, some of whom were not at capacity and stated they would be able to provide services to the clients who had offended in the relevant area but did not reside there. The centralised coordination of Western Australia Police Force (WAPOL) data was also seen as limiting the ability of the identification, selection and prioritisation process to be timely in their response to youth offending. There was also confusion regarding the exclusion of clients who had an open case with Intensive Family Support (IFS) or a statutory order, and whether this was ongoing beyond the period these were in place. Young people who had statutory involvement were seen as still needing Target 120 services.

There was some confusion by LIG members regarding the early intervention scope of the project, with some commenting that the selection and prioritisation of clients cut off those who were most in need of intensive case management offered by Target 120. Based on anecdotal feedback from staff, Target 120 was seen as the solution to all youth offending rather than having an early intervention focus. LIG members sometimes advocated for selection and prioritisation of young people who would not be eligible for early intervention services such as young people who were prolific offenders.

The consent process was identified as critical for clearly communicating the nature of the project with potential clients and their families to maximise benefit and ensure ongoing engagement.

b) Policies and procedures

The project has seen great advancements in the guidance provided to service delivery staff and LIG members in terms of policies and procedures. Yet, some of these were reported and observed to be deficit based, and needing slight refinements to support client engagement, ownership and sustainable outcomes.

The Service Priority Policy was identified as less than optimal due to its lack of integration of different priorities that exist across Service Partner Agencies[5]. The unique roles and responsibilities of various agencies also require clarification to strengthen buy-in and collaboration across all sites.

The project model would benefit from further strengthening the theory underpinning the approach to case management and support, and how this links with the prevention of youth reoffending. While the environmental challenges in the context in which Target 120 operates are very real, further refinements to a model that is driven by behaviour change theories would better equip service delivery staff and LIG members to operationalise the project model to achieve more sustainable client outcomes – and accordingly enhance the efficacy of the Target 120 project.

c) LIG operations and local service system collaboration

A majority of Target 120 service delivery staff and LIG members valued the information sharing opportunities offered through LIG meetings and considered appropriate the level of information shared. The government-centric nature of the LIG was seen as an inhibitor to building the capacity of the local service system, and in particular there were opportunities identified to work better with non-government organisations.

[5] Service Partner Agencies support the operations of Target 120 through the Local Interagency Groups.

The turnover of staff in Service Partner Agencies was viewed as placing high demand on the Community Youth Officer (CYO) or ACCO-equivalent to onboard new LIG members and this was not always completed for a range of reasons, resulting in some LIG members who did not fully understand their roles. As well, some LIG members reported feeling that they were not fully informed about the progress of, and outcomes of the support provided to current Target 120 clients.

d) Cultural safety

The degree of cultural understanding amongst staff was a significant strength of the project. Additionally, the expertise of Aboriginal staff members employed as Principal Project Officers or in service delivery positions is an asset that supports ongoing reflection and learning within individual teams about how best to engage with and support Aboriginal clients and families.

e) Information management

Some challenges were highlighted with the use of the Client Management System (CMS), particularly for external users. It was also reported to be 'clunky' and not user friendly. The use of CMS will be phased out in 2025, which offers opportunities to ensure that the new information management system has a greater level of functionality for all users.

f) Workforce development

The level of commitment and care exhibited by all Target 120 service delivery staff for potential, current and exited clients was second to none. There are opportunities to align staff competencies with the underpinning model of change of the project.

g) Sustainability planning

Fixed-term funding of Target 120 operations affects length of contract agreements and staffing tenure. The project should focus on securing the sustainability of Target 120 into the future through an ongoing delivery model, noting that this will require some degree of central management to ensure alignment to overall project objectives.

2. Effectiveness in reducing rate and severity of offending and improving other outcomes

There are limitations that should be noted in the interpretation of data relating to this evaluation. The relatively small overall number of clients in the project (refer to Section 6.2.1 for participation) limited both the sample size of the target population of clients and their parents/carers available to complete questionnaires, and the robustness and complexity of quantitative analysis that could be carried out. While the small sample size limits the ability to make definitive judgments about the data, it clearly demonstrates the value that all clients experienced in being part of Target 120.

The evaluation demonstrated effectiveness in reducing the rate and severity of offending and improving other outcomes among clients. For example:

- Contacts with police by clients during and after the project were lower than before the project.
- About one-quarter of clients did not re-offend during or after post-project exit.
- Of those who did offend, 52% committed offences that were less serious than their original offence. Re-offending rates were highest amongst clients aged 12 years old, and lowest amongst clients aged 10 years old.
- Participation in leisure activities by clients increased from 11% at intake to 35% at the time of exit.
- Approximately 33% of clients saw an improvement in their family functioning or home stability.

All clients, parents and carers who participated reported that the project helped them to achieve change in various areas of their life. The case studies also demonstrated examples of small but

significant ways that Target 120 has had an impact on the lives of clients. These small changes and their very real effects for the decisions that young people make about their futures should be highlighted and celebrated.

The data indicated a possibly unintended outcome relating to education enrolment status. Upon intake, 86% of clients were enrolled in education. Of these clients, 89 clients were enrolled in mainstream education institutions and the remainder were enrolled in alternative education. Upon exit, enrolments in education dropped to 51% (however the education status of 8% of exiting clients was unknown). A potential explanation for this trend is the possible shift in enrolment from traditional to alternative schooling arrangements, such as CARE school or Notice of Arrangement during participation in T120, which would impact enrolment rates.

3. **Effectiveness in reducing the costs associated with youth offending**

The analysis conducted by Treasury indicated that the project had an indicative cost per client (based on average duration in the project and across all fully and partially operational sites) of $96,847. This analysis also found that participation in the project led to behavioural changes[6] that would support direct cost savings to Government in the justice and child protection sectors. This corresponded to over $55,000 per client in present value terms (discounted at 3.5%) compared to youth offenders who were not part of the project.

When other benefits of the project were taken into account such as reductions in crime impact, industry sector support and leisure and family improvements, the project overall (for the year to 31 December 2022) generated a positive benefit cost ratio of 2.23 at 4% discount rate and a notional economic and social rate of return of 24% over the 20-year assessment period. This positive return on investment supports the overall cost effectiveness of Target 120. The Target 120 project can be legitimately viewed as a cost-effective youth justice project.

The opportunity to reduce unit costs through increasing site utilisation were expressly identified by Treasury. This would improve the overall financial sustainability of the project and further enhance the positive economic, social and fiscal outcomes for clients, their families, community and the Government.

Recommendations

A total of 20 recommendations have been identified responding directly to the opportunities for improvement that emerged from the key findings outlined above. These recommendations include ways to further refine the service delivery model, ensure key policies and procedures reflect an evolved theory of change underpinning the service delivery model and establish greater collaboration amongst Service Partner Agencies at all levels through collaborative improvements to some key documents guiding LIG collaboration and input.

Section 9 of this report includes a table of the recommendations and summarises the key supporting findings from the evaluation, relevant sections within the report that provides commentary on the issue, and the benefits and risks associated with implementing each recommendation. The recommendations are as follows:

1. Allow greater flexibility for Target 120 eligibility in nearby locations on a case-by-case basis, if considered feasible by Target 120 service delivery staff and if other support services are available in that location.

[6] Subject to assumptions and caveats explored further in Section 8

2. Clarify longevity of exclusion criteria relating to IFS and statutory involvement and update relevant documentation.
3. Explore potential to continue Target 120 service provision for those with statutory involvement (excluding detention).
4. Include clearer guidance/explanation regarding selection and prioritisation of offenders who are appropriate for early intervention as relevant to Target 120 scope in LIG Terms of Reference and other documentation.
5. Explore opportunities for a more locally driven model of identification and selection as part of transition towards a 'place-based approach'.
6. Update CYO/ACCO/not for profit (NFP) equivalent training materials, Target 120 Case Management Guidelines and Client Consent forms to more clearly communicate to potential clients the nature of the two-way partnership that is expected and level of intensity of services.
7. Review project management documentation to incorporate key behaviour change theories and components.
8. Review Service Priority Policy in collaboration with Service Partner Agencies to develop mutually agreed priorities and secure greater agency buy-in.
9. Include better articulation of client and family readiness for exit within the step-down process and client exit procedure.
10. Explore transition towards a 'place-based approach', in which collaboration and data sharing occurs in a more open way at the local system level – in particular with non-government service providers in each local service system.
11. Consider opportunities to locate (where feasible) any new Target 120 sites at locally identified non-government organisations - to enhance "neutrality" and minimise anxiety of certain individuals attending a Department of Communities office.
12. Include in LIG Terms of Reference (or individual Service Partner Agency Memoranda of Understanding (MoUs)) specific roles and responsibilities of Service Partner Agencies.
13. Include in CYO/ACCO/NFP equivalent training materials, grant agreements and LIG Terms of Reference (ToR) responsibility of lead Target 120 staff to onboard new LIG members with information about the scope of the project, and their specific agency roles and responsibilities.
14. Include in CYO/lead ACCO/NFP staff member training, LIG ToRs and agenda documents responsibility of LIG Chair to clearly communicate updates on client referrals and services accessed.
15. Explore opportunities with WAPOL to include information about Target 120 in Regional Shield staff induction.
16. Establish formalised arrangements to include community Elder or other cultural authority representation into LIG meeting discussions, as relevant to each Target 120 location.
17. Strengthen grant agreements to better reflect responsibility of ACCOs/NFPs to align with service delivery model.
18. Include in CMS training for Target 120 service delivery staff appropriate workflow processes to ensure data about recent offences is kept up to date.
19. Review workforce planning documentation including job descriptions and professional development planning.
20. Assess project delivery beyond 2025.

Conclusion

This evaluation has found that the Target 120 project addresses a critical need in providing intensive case management and support to young people who have offended and their families. The overall model is suitable to those who it services, however, lessons learnt through the project indicate a number of refinements could be made to streamline the model of change.

This evaluation demonstrated improved and sustained changes in at-risk behaviours and improvements in productive activity participation and familial environments and social relationships. This corresponds to a future cost savings, as identified by Treasury, in justice and child protection services by Government and economic and social return on investment of the project in the cost benefit analysis.

Overall, Target 120 was reported as a vital component of the service system in each location through its cross-sectoral approach to addressing the holistic needs of these young people and families.

1. Overview

In 2023, the Western Australian Department of Communities (Communities) commissioned Quantum Consulting Australia (QCA) to conduct an outcome evaluation of the Target 120 project. The aim of this evaluation was to assess the extent to which the Target 120 project has achieved its intended outcomes.

The key evaluation questions were:

1. To what extent is the Target 120 project an appropriate service delivery model to improve system capacity to respond to youth offending in WA?
2. How effective is the Target 120 project in reducing the rate and severity of offending in the Target 120 project cohort?
3. To what extent does the Target 120 project represent an efficient approach to reducing the costs associated with youth offending in WA?
4. What measures can be implemented to improve the outcomes, effectiveness and sustainability of the Target 120 project into the future?

The evaluation adopted a mixed methods (qualitative and quantitative) approach including assessments of case management/client management data, financial and other desktop/document reviews, and questionnaires with key stakeholders including Target 120 clients[7].

Ethics approval was granted by the Western Australian Aboriginal Health Ethics Committee (WAAHEC) on 7 August 2023.

This report contains an outline of the background of the Target 120 project, a description of the evaluation scope and methodology, key findings as reported against each evaluation question, recommendations for improvement and a conclusion.

2. Background

2.1 Overview of youth justice in Western Australia

The youth justice system is a set of processes and practices for managing children and young people who have committed, or allegedly committed, a criminal offence. In Western Australia (WA) young people can be charged with a criminal offence if they are aged 10 years or older. Detention rates of young people in WA are consistently higher than many other jurisdictions in Australia.[8] During 2021-22, WA had the highest rate of young people aged 10-13 years under supervision on an average day compared to other jurisdictions apart from the Australian Capital Territory which had an equivalent rate (7.5%)[9].

2.2 Causes of youth offending

Research from the United Kingdom has indicated that involvement with the youth justice system is criminogenic and therefore inherently problematic for children and young people.[10] Persistent and serious offending in young people is associated with experiences of victimisation and social adversity.

[7] 'Client' and 'participant' have been used interchangeably throughout this report to refer to active or exited young people who have participated in Target 120.

[8] Australian Institute for Health and Welfare (AIHW) (2022). *Youth detention population in Australia 2022*. Australian Institute for Health and Welfare, Canberra.

[9] AIHW (2023). *Youth justice in Australia, 2021-22*. Australian Institute for Health and Welfare, Canberra.

[10] McAra, L. and McVie, S. (2010). Youth crime and justice: Key messages from the Edinburgh Study of Youth Transitions and Crime. *Criminology & Criminal Justice*, 10(2): 179-209.

The WA Youth Justice Framework 2015-2018 acknowledged that where young people have continued contact with the justice system, it is rarely in isolation from other factors such as family and domestic violence, alcohol and other drug use, mental health issues, trauma, and/or poverty within the family.[11] Furthermore, the over-representation of Aboriginal[12] young people in the youth justice system is an established and enduring reality. During 2021-22, the level of Aboriginal over-representation was highest in WA, with Aboriginal young people 25 times more likely than non-Aboriginal young people to be under supervision on any given day and 29 times more likely to be in detention.[13]

In 2020-21, it cost an average of $1,500 per day to supervise a young person in custody in WA[14]. During this period, real government expenditure on youth justice services in the WA community per annum was almost $23 million[15]. This estimate does not include system costs related to policing and courts, nor the associated costs to child protection, health, education, housing, and other government services that tend to co-exist with youth offending. The community impact of this offending behaviour can be significant and disproportionately concentrated in locations of disadvantage[16]. Target 120 was developed based on the idea that investment in reducing juvenile offending will lead to significant future cost savings for government, as well as reducing the intangible costs to communities and societies brought about by juvenile offending.

Youth offending, in general terms, sits within a wider sociocultural context and the circumstances which lead to youth offending are multifactorial. As such, trends in youth offending are influenced by numerous variables and underscored by complex social, cultural, historical, and political factors, in conjunction with individual experience and personal circumstances. Furthermore, young people exist within a family structure that can contribute to the factors that lead to offending or safeguard young people from these factors. This makes it difficult to identify which factors may be specifically responsible for changes in offending behaviour over time. It also highlights the importance of addressing the wider family's circumstances in support of the young person. As a result, effective prevention of youth offending ultimately requires a cross-government program of change with long-term investment and interagency support.

2.3 The Target 120 project

2.3.1 Aims and objectives

The Target 120 project is a 2017 election commitment intended to keep communities safe by providing 12 months of targeted and flexible supports to young people between the ages of 10-14 years who are at risk of becoming repeat serious offenders. Target 120 aims to address the issues that increase a young person's likelihood of offending, including substance abuse, lack of housing, domestic violence, trauma, mental health issues, and poor attendance at school. It also aims to support system-wide

[11] Western Australian Department of Corrective Services (n.d.). Youth Justice Framework Western Australia 2015-2018. Government of WA.

[12] This report respectfully uses the term 'Aboriginal' to refer to Australian Aboriginal and Torres Strait Islander people, who may also be known as Australian 'Indigenous' or 'First Nations' people.

[13] AIHW (2023). Youth justice in Australia 2021-22, catalogue number JUV 140. AIHW, Canberra.

[14] Productivity Commission (2022). Report on Government Services. 17: Youth justice services – data tables (Table 17A.21 Cost per young person subject to detention-based supervision, cost per average day per young person, 2020-21 dollars). https://www.pc.gov.au/ongoing/report-on-government-services/2022/community-services/youth-justice

[15] Productivity Commission (2022). Report on Government Services. 17: Youth justice services – data tables (Table 17A.20 Cost per young person subject to community-based supervision, real government expenditure on youth justice services, 2020-21 dollars). https://www.pc.gov.au/ongoing/report-on-government-services/2022/community-services/youth-justice

[16] Allard, T., Chrzanowski, A. & Stewart, A. (2012). Targeting crime prevention to reduce offending: Identifying communities that generate chronic and costly offenders. *Trends and Issues in Crime and Criminal Justice*, no. 445, Australian Institute of Criminology, Canberra.

changes to improve how various agencies and service providers respond to the risk of juvenile offending. The focus is on tertiary prevention, that is, identifying those who are at risk of becoming prolific offenders and implementing support and services, and addressing other social factors that impact on individual behaviour.

The objectives of Target 120 are:

i. Reduce the frequency and/or severity of offending behaviour in the Target 120 cohort by project completion;
ii. Strengthen system capacity for early and targeted intervention to better support at-risk young people and their families;
iii. Provide an efficient service delivery model to reduce the costs of youth offending to the WA State Government.

2.3.2 Delivery locations and funding

The project emerged from evidence indicating that individualised intervention at an early stage can decrease long-term involvement with the justice system. As part of the 2017 Election Commitment, the State Government committed $20.4 million over four years to implement Target 120 across 11 metropolitan and regional sites including Armadale, Bunbury, Mirrabooka, Kununurra, Midland, Kalgoorlie, Geraldton, Rockingham, Port Hedland, Albany and Northam. The scope of the current evaluation includes these 11 sites only, for the service delivery period 2019 to 31 December 2022.

In 2022, Communities received approval by the Expenditure Review Committee to expand the Target 120 project to nine additional regional and metro sites (Mandurah, Ellenbrook, Broome, Halls Creek, Fitzroy Crossing, Derby, Karratha, Newman and Carnarvon – out of scope for this evaluation). A total investment of $11.1 million over 2022-23 and 2023-24 has been made, comprising $10.6 million to Communities and $500,000 for the maintenance of the Social Investment Data Resource (SIDR).

2.3.4 Model of delivery

Target 120 is based on the risk-need-responsivity (RNR) model[17], which acknowledges that criminal activity in a young person is caused by a complex network of interacting variables that include individual characteristics and circumstances. The RNR model is also based on the idea that interventions with high-risk youth are more likely to reduce antisocial behaviour in the future if they target criminogenic needs of the young person through an effective delivery approach. Risk assessment and planning tools such as the Youth Level of Service / Case Management Inventory (YLS/CMI) and tailored goal setting plans form the basis of implementation of the RNR model within Target 120[18].

There are currently three different approaches to project delivery across metropolitan and regional sites:

1. Community Youth Officer (CYO)-led;
2. Aboriginal Community Controlled Organisation (ACCO)-led; and
3. Not for Profit (NFP)-led.

2.3.4.1 Community Youth Officer (CYO)-led sites

Community Youth Officer (CYO)-led sites include Bunbury, Armadale, Kalgoorlie, Mirrabooka, Midland, Geraldton, Rockingham, Northam, Halls Creek, Ellenbrook and Mandurah. This approach has CYOs,

[17] Brogan, L., Haney-Caron, E., NeMoyer, A., & DeMatteo, D. (2015). Applying the Risk-Need-Responsivity (RNR) Model to Juvenile Justice. Criminal Justice Review, 40(3), 277-302.
[18] Western Australian Youth Justice Services (2017). Young Person Level of Service/Case Management Inventory 2.0: Scoring Manual and Information Guide. Government of Western Australia, Perth.

who are Communities employees, based in each of the regions. The role of the CYO is to lead the delivery of the project by attaining client consent, completion of the Youth Level Service (YLS) assessment, and the development of an Individualised Support Plan (ISP) and Integrated Family Plan (IFP). In addition, and pivotal to the role, is the coordination of government services.

Several Target 120 sites partner with ACCOs to leverage localised experience and existing stakeholder relationships to deliver a more comprehensive and culturally appropriate service.

2.3.4.2 Aboriginal Community Controlled Organisation (ACCO)-led sites

Aboriginal Community Controlled Organisations (ACCO)-led sites include Albany, Karratha, Newman, Port Hedland, Broome, Derby, Fitzroy Crossing and Kununurra. This approach has the ACCOs providing full-service delivery and coordination of Target 120, thereby assuming the role of a CYO (as detailed above).

2.3.4.3 Not for Profit (NFP)-led sites

Carnarvon is currently the only Not for Profit (NFP)-led site[19]. Similar to the ACCO-led sites, the NFP provides full-service delivery and coordination of Target 120.

The CYOs, ACCOs and NFPs are supported by a project management team based at Communities' head office. The project team is responsible for all site rollout deliverables, including onboarding and training of new CYOs, project governance, procurement of ACCO/NFP services, reporting, system development/training, line management and case supervision of CYOs.

2.3.4.4 Local Interagency Groups (LIGs)

A Local Interagency Group (LIG) at each location provides a forum for interagency collaboration for identification and selection of clients, and integrated support provision. The LIG structure is intended to be the mechanism for improving system capacity at the local level for meeting the holistic care and support needs of Target 120 clients. A general Terms of Reference (ToR) document guides the operation of LIGs in each Target 120 location.

LIGs may have alternative names at specific Target 120 sites, however, each site has a group that fulfils this role. The LIG consists of representatives from various service provider agencies including WA Police (WAPOL), Department of Justice (Justice), Department of Education (Education), Department of Health (Health) and relevant health service providers such as the Child and Adolescent Mental Health Service (CAMHS) and WA Country Health Service (WACHS), Department of Local Government, Sport and Cultural Industries (DLGSCI), service delivery portfolios of Communities including Housing, Child Protection and Family Support (CPFS) and Disability Services and local ACCOs or NFP organisations, where a Service Agreement exists. Where the project is delivered by ACCOs/NFPs, LIGs are chaired by these organisations.

2.3.5 Eligibility

Young people are eligible for Target 120 if they:

1. had 1 or more recent contacts (within the last 6 months) with the Police;
2. are between the ages 10 - 14 years; and
3. live in a Target 120 roll-out location.

Young people are ineligible for Target 120 if they are:

1. currently serving a period of detention at Banksia Hill Detention Centre (BHDC); or

[19] Carnarvon was not one of the sites visited for this evaluation. As a result, the evaluation findings reflect issues pertinent to ACCOs only. The proposed recommendations apply to both ACCOs and NFPs to ensure consistency across all sites.

2. subject to multiple statutory obligations and/or compliance requirements, including Children in Care[20].

2.3.6 Client pathway

CYOs (or ACCO/NFP equivalents) in conjunction with LIGs identify young people who may benefit from participation in Target 120 through reviewing a list of recent offenders that is provided to them from WAPOL (refer to **Error! Reference source not found.** for the Target 120 client pathway). LIG members are requested to input relevant agency-specific information into CMS for each individual young person, and then they are discussed at LIG meetings to determine their eligibility and level of priority. If it is decided that a young person is to be invited, the CYO (or ACCO/NFP equivalent) will then begin a process of formally inviting the young person and their family to participate through explaining how they received their information and what the project entails.

If consent is provided and the young person joins Target 120, the CYO provides support to develop an ISP which identifies and addresses the criminogenic risk factors likely to contribute to the young person's offending.

The CYO (or ACCO/NFP equivalent) also develops an IFP for the family which identifies the areas in which local government agencies and relevant non-government organisations can best provide support by prioritising the family's needs. Through supporting both the young person and their family, Target 120 aims to provide a holistic intervention to address the factors that lead to offending before the young person becomes a prolific offender.

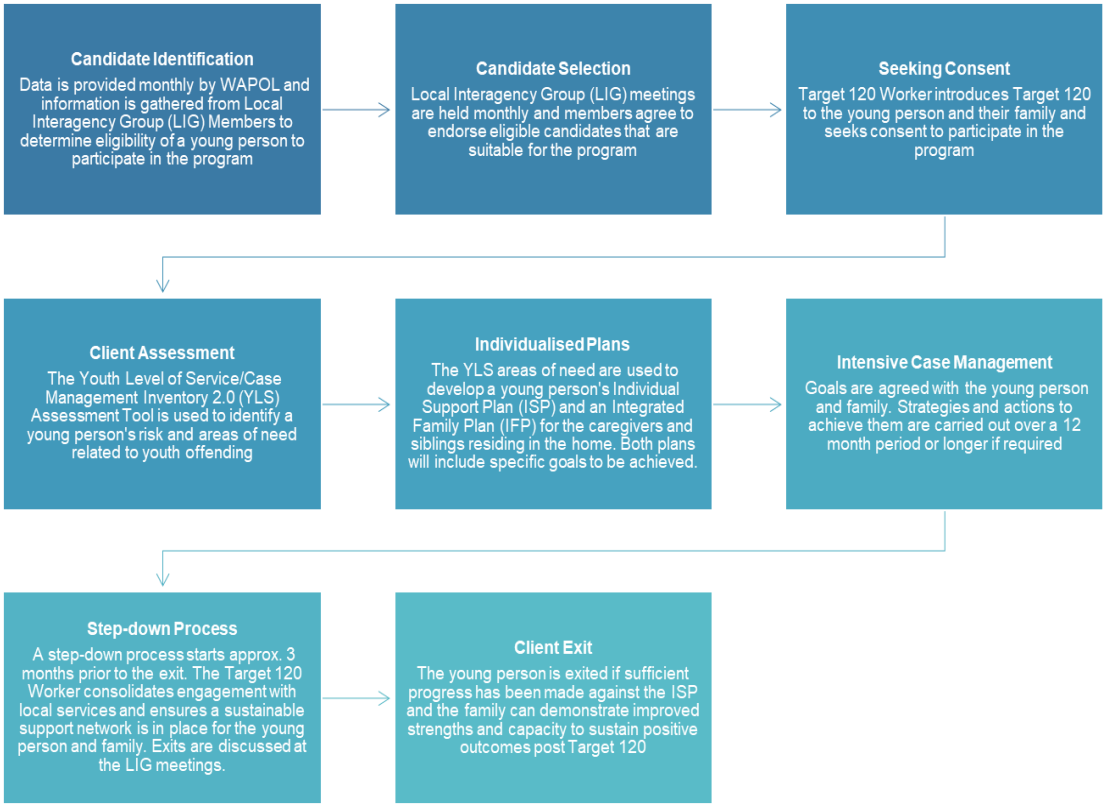


Figure 1: Target 120 client recruitment, case planning and implementation pathway (Department of Communities, 2021).

[20] This includes: Children in Care (CPFS), young people within a family open to Intensive Family Support Services (CPFS), young people with Youth Community Based Orders including those with community work only, Intensive Youth Supervision Orders with or without detention (Youth Justice Services).

Target 120 clients and families are provided with support for 12 months, with the possibility of extension if needed. The need for extension is determined at the discretion of Target 120 service delivery staff[21] in discussion with the LIGs at each location.

A planned step-down process is initiated for clients and their families around three months prior to completion if they have made good progress towards achieving their goals. They can also be exited from the program when they are no longer eligible, including in situations where:

- The client is taken into Communities' CEO care;
- The client's family becomes open to Communities' Intensive Family Support (IFS) team;
- The client enters an extended period of detention with Banksia Hill Detention Centre (BHDC);
- The client is placed on a Statutory Court Order with Youth Justice Services. This includes Youth Community Based Orders including those with community work and Intensive Youth Supervision Orders with or without detention;
- The client and their family withdraw their consent to be part of the project; or
- The client moves to live outside of the Target 120 region.

2.3.7 Model of care

2.3.7.1 Youth Level of Service/Client Management Inventory

The YLS/CMI is a tool that is used within Target 120 to classify and predict youth offending behaviour. It assesses risks, needs, and strengths to inform decision making that guides engagement with youth offenders. The information obtained through using this tool is used to inform individualised case plans, such as ISPs and IFPs developed through Target 120 (refer below).

The YLS/CMI collects information about eight areas of criminogenic risk/need. These are:

- Prior and current offences/dispositions;
- Family circumstances/parenting;
- Education/employment;
- Peer relations;
- Substance use;
- Leisure/recreation;
- Personality/behaviour; and
- Attitudes/orientation.

The YLS/CMI is completed by the CYO (or ACCO/NFP equivalent) with the Target 120 client and their family, and this is then used to rank the areas of criminogenic need in order of priority for each individual. The top four priorities are then included within the Individual Support Plan. The overall rating provided by the YLS/CMI also classifies young people as low, moderate, high or very high risk in terms of likelihood of engaging in criminogenic behaviour. The YLS/CMI is completed again at six months if the client is still engaged, and upon an individual exiting the project to compare changes in risk over time.

CYOs (or ACCO/NFP equivalent) receive training in administration of the YLS/CMI delivered by the Project Manager or Principal Project Officers, which occurs on an as needed basis. This is usually provided as part of induction to new staff employed in CYO, CYSW or service delivery staff within

[21] Service delivery staff refers to Communities' employed Community Youth Officers, Community Youth Support Workers, and staff employed by partnering ACCOs/NFPs to deliver support.

ACCOs/NFPs as part of their induction training. The position description for CYOs does not include any selection criteria specific to formal qualifications or training.

2.3.7.2 Individual Support Plan

Once clients are enrolled in the program,, Target 120 works with clients and their families to develop an Individual Support Plan (ISP) that includes goals that aim to address priority areas identified through their initial assessment using the YLS/CMI. These goals are intended to be SMART (specific, measurable, achievable, relevant and time-bound) and assist the client to progress towards reducing offending behaviours. The CYO (or ACCO/NFP equivalent) supports each individual and their family to develop strategies that will help the young person to achieve their identified goals.

The process to develop the ISP is intended to be collaborative and guided by the young person and their family. Once developed, the client and their family confirm their agreed goals and are then provided with a copy of the plan for them to refer to. The ISP is monitored and updated on a monthly basis through regular check-ins with the CYO (or ACCO/NFP equivalent). It is designed to be formally reviewed every six months so that adjustments can be made to reflect goals that have been achieved or changed priorities. After 12 months, a final review of the ISP occurs prior to exiting the project. This includes a 'step-down' process through which access to ongoing services is discussed with each client and family to ensure they are aware of their options for ongoing support.

Currently there is no formalised support or follow up offered to clients by Target 120 once they exit the project.

2.3.7.3 Integrated Family Plan

The Integrated Family Plan (IFP) is also intended to be developed for the family of each client at baseline and reviewed every six months. It documents goals for the family household and is supplementary to the ISP. It aims to address specific family needs within the household that hope to in turn support the client in achieving their goals.

2.3.7.4 Case management and support

As outlined in the Target 120 Intensive Case Management Guidelines - 2.1d (Department of Communities, 2021), case management and support offered through Target 120 includes the following:

- transport: to school, health appointments, after-school / weekend activities
- intensive in-home family support services to improve parenting via education
- modelling and practical strategies, health and hygiene the home environment
- basic nutrition, budgeting, structure and routine in home environments
- youth support and mentoring
- education, employment and training: advice, re-entry, re-engagement and coordination
- practical supports and advocacy services: assistance with obtaining identification, applications for drivers' licences, financial planning, etc.
- social/cultural activities e.g., on country camps, etc.
- housing: assistance and advocacy (assisting with applications and liaising with Department of Housing to increase likelihood of receiving priority housing).

The Guidelines also include information for staff about home visiting recommendations, transportation of clients and families, barriers to engagement, tips on how to retain clients, managing challenging behaviours, client referrals and reoffending behaviour.

2.3.7.5 Client Management System

Case management activities for each client are documented within the Client Management System (CMS), which is an online case management record keeping system hosted on a Microsoft SharePoint site. The CMS can be used by WA Government Service Partner Agencies who support the operations of Target 120 through the LIG, as well as non-government organisations such as ACCOs/NFPs who have a service agreement with Communities to deliver Target 120 in specific locations.

Target 120 service delivery staff provide an overview of CMS to local Service Partner Agencies when a site is first being established. They identify a contact person within each agency, who would then be provided with training by the lead Target 120 staff (from either CYO or ACCO/NFP-equivalent with or without support of Principal Project Officers). Access to CMS is only provided once training has occurred. Once a site is operational, it is the CYO or lead ACCO/NFP staff member's responsibility to provide training for LIG members if and when changeover of staffing occurs.

2.3.7.6 Service Priority Policy

The Service Priority Policy was implemented to ensure that all agencies and services involved in Target 120 service provision would prioritise existing resources and align decisions relating to funding to support the achievement of outcomes for Target 120 (Department of Communities, 2019). Responsibilities of Target 120 partner agencies as outlined within the Service Priority Policy include:

- Prioritising their existing resources and funding decisions to support the achievement of outcomes for Target 120;
- Ensuring that local staff attend and contribute to LIG meetings;
- Contributing to the development of associated documents and operational procedures as they relate to clients;
- Identifying relevant existing Memoranda of Understanding and operational procedures;
- Sharing data to enable program delivery and contribute to evaluation' (p.3).

The Service Priority Policy states that part of its purpose is to 'guide the development of memorandums of understanding and procedures with each Service Partner Agency to give effect to this commitment'.

2.3.8 Adaptation of Target 120

During the delivery of Target 120, a number of key changes were made as a result of previous evaluation findings to support its ongoing refinement (Department of Communities, 2020). These changes included the following:

1. The 'number of offences' inclusion criterion for Target 120 has evolved several times. This was originally between three and 15 police offences within last 12 months. By 2020, this had changed to at least three police offences within the last six months. Currently, the inclusion criterion is young people having one or more police offences within the last 6 months.
2. As a result of the 2020 process evaluation, the Child and Youth Resilience Measure (CYRM) is no longer being used as a measure for resilience. The CYRM was determined to not be a suitable measure for monitoring resilience within the Target 120 cohort. There has been no measure for resilience used within the project since.
3. There has been a transition towards ACCO-led delivery of Target 120 in a number of locations due to the recognised need for Aboriginal leadership over the project to align with the Closing the Gap Priority Reforms. The decision to support an ACCO-led strategy for sites with a high proportion of candidate numbers was endorsed by the Executive Committee in March 2020.

4. Changes to the resourcing structure have been made throughout implementation of Target 120. Resourcing was originally determined based on the initial business case for the project, however as implementation proceeded the need for support staff and contract management was recognised and appropriately resourced.

2.3.9 Evaluation

A sunset clause applies to Target 120. This sunset clause means that any project impacting on the Western Australian Government's net operating balance by $5 million or more per year is required to be evaluated. An evaluation plan was developed by Communities and Treasury in April 2019 that has been used to guide the evaluation of Target 120 through a staged process. The first part of this process was the delivery of an internal process evaluation, which was completed in March 2020. The purpose of this evaluation was to explore the implementation of Target 120 in order to identify strengths and opportunities for improvement.

The key findings of this process evaluation included that:

- project staff turnover brought about challenges in implementation;
- the identification and engagement of young people was a much more involved process than first anticipated;
- clarifications and refinements were required to strengthen the delivery model, e.g., there were significant differences in the way the model was being delivered at each site partly due to diverse skills and strengths of CYOs and some LIGs were still in a maturity process for ensuring the appropriate local agencies were represented;
- Interagency collaboration to prioritise support for families had been inconsistent and there was room for improvement in collaboration between agencies;
- additional support was required for location-specific implementation and CYOs (e.g., ensuring CYOs are aware of expectations of the delivery model and are able to make judgements to ensure appropriate recruitment);
- information and case management could be improved to better gauge which elements of the project could lead to more effective outcomes;
- CYRM may not be the most appropriate tool to measure changes in resilience; and
- Improvements were required to project documentation and management.

The current evaluation constitutes the outcome evaluation that was committed to within the final Target 120 Evaluation Plan[22].

[22] Western Australian Department of Communities (2019). Target 120 Evaluation Plan. Government of Western Australia.

3. Outcome Evaluation

3.1 Purpose

The aim of this outcome evaluation was to understand the extent to which the Target 120 project has achieved its intended outcomes.

3.2 Objectives

The objectives of this evaluation were to:

i. measure the outcomes (intended and unintended) of the Target 120 project on agencies/services, young people and their families;
ii. assess if the Target 120 project has been an effective and cost-effective model for youth justice intervention;
iii. assess the appropriateness and effectiveness of Target 120; and
iv. identify key learnings and potential modifications to inform further rollout of the Target 120 project and to inform future strategic planning in the longer term.

4. Context

The findings contained within this evaluation report are to be considered within the unique context in which Target 120 is delivered. For example, while the Target 120 project is not specific to Aboriginal people and communities, this group represents a high proportion of project clients (approximately 68% based on CMS data provided to 31 December 2022). This evaluation, therefore, must be considered in the context of colonisation, dispossession and historical and ongoing trauma experienced by Aboriginal people. It was only 60 years ago that Aboriginal people secured the right to vote in Australia. Prior to this, they were considered part of Australia's native fauna and were subject to measures seeking to systematically abolish cultural practices and remove them from their families. These historical events have contributed to high rates of domestic and family violence, substance misuse, poor health outcomes and disengagement from education, amongst others. This history has also created significant mistrust in government services by Aboriginal people and communities, and a reluctance to engage with such services[23]. The twelve-month duration of service provision offered by Target 120 must be considered in light of the recency of these occurrences and the time required to achieve measurable outcomes and intergenerational change.

The Closing the Gap Priority Reforms[24] are a national policy mandate that are intended to guide the way that governments design and implement policies and programs for Aboriginal and Torres Strait Islander people nationally. These reforms call for shared decision making, building the community-controlled sector, transforming government organisations and shared access to data and information at a regional level. A recent review of the National Agreement on Closing the Gap[25] identified that progress in implementing these reforms has been poor and that governments may not have fully understood the level of change that is required to their ways of working to meet the outcomes they have agreed to. The report noted that this is particularly true in the youth justice system. The inferences made in this report as much as possible represent efforts to build on the good progress made by the Target 120 project in working in culturally safe ways with Aboriginal people and communities. They

[23] Australian Human Rights Commission (1997). Bringing them Home Report. Report of the National Inquiry into the Separation of Aboriginal and Torres Strait Islander Children from Their Families. Commonwealth of Australia, Sydney.
[24] Joint Council on Closing the Gap (2020). National Agreement on Closing the Gap. Joint Council on Closing the Gap.
[25] Productivity Commission (2023). Review of the National Agreement on Closing the Gap: Draft Report. Canberra.

also, however, attempt to position the project moving forward in ways that will better align to the Priority Reforms.

The significance of small changes that are observed as a result of such initiatives that target young people who often come from trauma backgrounds and are subject to other life adversities must also be acknowledged. Research shows strong associations with trauma and other social adversity to offending behaviour among these young people[26,27]. For example, the impact of complex trauma in childhood on brain development is substantial[28]. Sufferers of complex trauma operate in a chronic state of fear, where their brain is often in survival mode. These individuals are easily triggered by normal experiences such as frustration and unpredictability. They may have difficulty taking into account the wider context of a situation and understanding how their behaviour impacts on other people.

Other factors such as antenatal exposure to alcohol, family instability, poverty, and neglect have also been shown to have severe impacts on cognition and behaviour in young people[29]. There are a range of complex and multifaceted pathways through which behaviour change in these individuals and families occurs[30]. Any changes seen in the complex lives of these young people and their families in the face of such challenges, therefore, should be celebrated, no matter how small.

It is also important to note the difficulty in measuring certain changes that this project may contribute to. Evaluations of Aboriginal policies and programs that employ qualitative and quantitative methodologies are subject to questions of both validity and rigour. For example, relatively small population sizes impact on the ability to inform rigorous analyses and generation of statistical significance[31]. The results of qualitative approaches are shaped by the establishment of trust between an evaluator and the group or community being evaluated, whether community protocols have been followed, and whose voices are represented as having authority[32]. Due to these challenges, it is important that evaluations of programs and projects aiming to influence outcomes that require intergenerational change such as youth justice are based on realistic expectations for change.

Finally, this report has been written in the context of increasing transition by government services nationally towards place-based approaches. Place-based approaches emphasise local context and ownership for delivery of initiatives that seek to address complex social issues. Often, top-down ways of addressing such issues are unable to identify and respond to the underlying causes of such issues in a way that caters to the diverse needs and priorities across different contexts. Place-based approaches allow for genuine cross-sectoral collaboration that enables 'shared design, shared stewardship, and shared accountability for outcomes and impacts'[33]. This evaluation of Target 120 was conducted in a

[26] Royal Commission into the Protection and Detention of Children in the Northern Territory (RCPDCNT) (2017). Findings and recommendations. Commonwealth of Australia, Canberra.

[27] Malvaso, C., Day, A., Cale, J., Hackett, L., Delfabbro, P. and Ross, S. (2022). Adverse childhood experiences and trauma among young people in the youth justice system. Trends & Issues in Crime & Criminal Justice, 651, pp. 1-19.

[28] Dye, H. (2018). The impact and long-term effects of childhood trauma. Journal of Human Behaviour in the Social Environment, 28(3), pp. 381-392.

[29] McLean, S. (2016). The effect of trauma on the brain development of children: Evidence-based principles for supporting the recovery of children in care. Child Family Community Australia Practice Resource. Department of Social Services.

[30] Case, S. & Hampson, K. (2019). Youth justice pathways to change: Drivers, challenges and opportunities. Youth Justice. 19(1), pp. 25-41.

[31] Cobb-Clark, D. (2013, April 30). The case for making public policy evaluations public. Paper prepared for Better Indigenous Policies: The Role of Evaluation Roundtable Proceedings, Productivity Commission, Canberra, Australian Capital Territory, Australia.

[32] McCausland, R. (2019). 'I'm sorry but I can't take a photo of someone's capacity being built': Reflections on evaluation of Indigenous policy and programmes. Evaluation Journal of Australia, 19(2), 64-78.

[33] Dart, J. (2018). Place-based Evaluation Framework: A national guide for evaluation of place-based approaches: Report. Commissioned by the Queensland Government Department of Communities, Disability Services and Seniors (DCDSS) and the Australian Government Department of Social Services (DSS).

way that considers the strengths and opportunities of the implementation and outcomes of Target 120 to date and makes suggestions how the project may better support the localised needs and priorities of different project locations across the state.

5. Methodology

A mixed methods approach was taken to this evaluation. Various qualitative and quantitative data sources were accessed and analysed thematically or statistically to answer the key evaluation questions. The specific methodology adopted for answering each evaluation question is explained within the relevant section.

5.1 Data collection and analysis

5.1.1 Document analysis

The following documents and programs were reviewed:

- Project Management Plan
- Project consent, assessment and step-down forms and procedures
- Client goal setting documentation (Individual Support Plan and Integrated Family Plan)
- Staff training procedures
- Service Priority Policy
- Target 120 Evaluation Plan
- Target 120 Evaluation Progress Report (2020)
- Evaluating Youth on Track: A randomised controlled trial of an early intervention program for young people who offend (2022)[34]
- Evaluation of Intensive Case Management: Final report (2023)[35]
- Youth Justice – Group Conferencing Program (Vic)
- Multisystemic Therapy (MST) and Functional Family Therapy (Vic)
- Wirkara Kulpa Aboriginal Youth Justice Strategy 2022-32 (Vic)
- Review of the National Agreement on Closing the Gap: Draft report (2023)[36]

5.1.2 Qualitative data

Between August and October 2023, QCA's consultants travelled to five sites (i.e. Geraldton, Kununurra, Midland, Port Hedland and Rockingham) to conduct facilitated questionnaires with Target 120 clients, their parents/carers, service delivery staff and LIG members (see Attachment 1 for copy of questionnaires).

Face-to-face consultations were also initially planned for Albany, however, Sorry Business meant that it was not an appropriate time to visit this location in person. Instead, the online questionnaire was emailed to Albany Target 120 service delivery staff and LIG members as per the preferences of local staff.

These particular locations were selected by Communities for inclusion to incorporate a mix of CYO- and ACCO-led sites, metropolitan and rural locations, and time since establishment.

[34] Klauzner, I., Poynton, S., Weatherburn, D. & Thorburn, H. (2022). Evaluating Youth on Track: A randomised controlled trial of an early intervention program for young people who offend (Crime and Justice Bulletin No. 249). NSW Bureau of Crime Statistics and Research, Sydney.

[35] Nous Group (2023). Evaluation of Intensive Case Management: Final report. Prepared for Department of Children, Youth Justice and Multicultural Affairs, Brisbane.

[36] Productivity Commission (2023). Review of the National Agreement on Closing the Gap: Draft Report, Canberra.

Consultants worked on site for approximately two days for each of the five locations visited in person conducting questionnaires as described below.

5.1.2.1 Target 120 clients and their parents/carers

Target 120 clients to be invited to participate were initially identified purposively through a list of clients who had exited the project prior to 31 December 2021. This was intended to ensure that the quantitative outcomes of these same clients, which are captured on an annual basis, could be utilised within the quantitative analysis and so that post project outcomes could be understood. These lists were also initially randomised to avoid introduction of selection bias. However, difficulty in securing participation of 10 Target 120 clients from each site meant that the list was eventually expanded to include active clients and their parents or carers.

A total of 15 clients and/or parents/carers participated in a facilitated questionnaire for this evaluation. Six clients/families who participated in a questionnaire were active clients, while nine of them had exited. Due to the small numbers who participated at each site, more specific information (e.g., demographic, location, length of participation) has not been included about these individuals to protect their privacy.

Effort was made to contact clients in the order of randomisation. The low levels of interest in participation led to all clients who were contactable and were still residing in the relevant location being invited to participate, with this approach still resulting in relatively low levels of participation.

Recruitment of clients and their parents/carers occurred through direct phone contact from Target 120 service delivery staff in the relevant location with the family to explain the evaluation and what their participation would involve. They were asked whether they were interested, and if they were, written parental or carer consent was obtained for all clients prior to their participation in the questionnaire. Written assent from each participating client was also obtained. While no remuneration was offered, in some locations Target 120 staff chose to provide morning tea and/or lunch for clients and their parents/carers to encourage participation.

Face to face questionnaires were facilitated by either an Aboriginal consultant, a non-Aboriginal consultant or Target 120 service delivery staff, depending on the client's preference and/or Aboriginal and/or Torres Strait Islander status. While the original intent was for consultants only to conduct these questionnaires, some clients and their parents/carers preferred to complete the questionnaire with Target 120 service delivery staff with whom they had an existing relationship.

All questionnaires with Target 120 clients and their parents/carers were conducted face to face. As questions were asked, responses were entered into *Survey Methods* in real time. The priority was to speak directly with the client, however, in some circumstances only the parent/carer wished to participate. Effort was made to ensure parents/carers were present while administering the questionnaires with clients, but some clients preferred to complete the questionnaire individually. A total of 15 questionnaires were completed with Target 120 clients and families, of which six questionnaires were conducted individually with young people and nine were conducted individually with parents/carers. Two of the questionnaires with young people were conducted by Target 120 service delivery staff member rather than a consultant. Each questionnaire took approximately 30 minutes.

Case studies (Attachment 2) were developed through articulation of the experiences of young people and families within the project through data collected via the questionnaires. As only a limited number of questionnaires with this group were conducted, client voice was prioritised. The emphasis for the case studies was on their personal experiences of the project, as well as their perceptions of how it

helped them to overcome challenges that they had experienced. Where needed, additional detail was sought from staff members who were responsible for their case management.

Quotes have not been included within this evaluation for Target 120 clients or staff and LIG members as data provided verbally was not captured verbatim during completion of questionnaires.

5.1.2.2 Target 120 staff and LIG members

Target 120 project staff[37] (i.e., Project Manager and Principal Project Officers), service delivery staff and LIG members were purposively identified through a contact list of project and service delivery staff and LIG members at each of the five sites to be visited (Geraldton, Kununurra, Midland, Port Hedland and Rockingham) provided by Communities. All individuals on this list were contacted via email to explain the evaluation and offer them the opportunity to participate in a facilitated questionnaire conducted either face to face or via MS Teams, if they preferred. Face to face participation was encouraged where possible, however sometimes a service delivery staff member or LIG member was not present in the relevant location during site visits or preferred to meet via Teams due to limited availability, thus provisions were made for this by meeting via MS Teams. Written consent was obtained from all participants prior to the facilitated questionnaires being completed. The evaluation took an opt-in approach to consent for the online questionnaires, with an introductory page outlining what participation entailed, benefits and risks, use of information and contact details in the event that they had concerns with the conduct of the evaluation.

All face to face and MS Teams questionnaires with Target 120 service delivery staff and LIG members were facilitated by a non-Aboriginal consultant. Where LIG members did not express interest in or were unavailable to participate in face to face or MS Teams questionnaire, they were then emailed the survey link directly to complete in their own time.

Questionnaires with the Project Manager and five Principal Project Officers who worked across the project or across several Target 120 delivery locations were also conducted. These questionnaires have been included in the counts by organisation and Aboriginal and/or Torres Strait Islander status, but not by location due to the multi-site nature of their roles.

Out of the 128 LIG members who were contacted, 44 participated in an online or facilitated questionnaire and 38 completed the questionnaire.

Target 120 service delivery staff and LIG members located at regions that were not visited by the consultants (Albany, Armadale, Bunbury, Kalgoorlie, Mirrabooka and Northam) were emailed the link to the online questionnaire using the survey platform Survey Methods. The link remained open for two weeks and a reminder was sent at the halfway point. This email was sent to 109 individuals.

Thirty-four staff/LIG members participated in the online questionnaire. Of these, six online questionnaires were incomplete and were excluded from the questionnaire data, as none of them had indicated whether they were Target 120 project or service delivery staff or LIG members.

A total of 41 facilitated questionnaires were completed with the consultant. Four of these facilitated questionnaires occurred with two staff members present from LIG member organisations with both of their responses informing the one questionnaire, at their request. Questionnaires with project staff and LIG members facilitated by the consultant took between 30 and 60 minutes.

Table 2 lists the number of questionnaires completed with staff and LIG members.

[37] Where 'Target 120 staff' or 'project staff' is stated throughout this report, this refers to the Project Manager, Principal Project Officers and service delivery staff. 'Service delivery staff' refers only to CYOs, CYSWs and ACCO/NFP equivalent staff.

	Target 120 staff members	LIG member
Total questionnaires (complete/partial complete)	75 (69/6)	
Questionnaires completed	31	38
Location[+] [^]	Albany: 1 Armadale: 1 Bunbury: 1 Geraldton: 5 Kalgoorlie: 1 Kununurra: 2 Midland: 3 Mirrabooka: 2 Northam: 1 Port Hedland: 5 Rockingham: 3	Albany: 4 Armadale: 0 Bunbury: 2 Geraldton: 6 Kalgoorlie: 3 Kununurra: 6 Midland: 3 Mirrabooka: 3 Northam: 3 Port Hedland: 4 Rockingham: 4
Agency/organisation	Communities: 16 (51%) ACCO: 12 (39%) NFP: 3 (10%)	Communities (other division): 12 (31%) Department of Justice: 3 (8%) WA Police: 9 (24%) Department of Education: 8 (21%) Department of Local Government, Sport and Cultural Industries: 2 (5%) WA Country Health Service: 2 (5%) Catholic Education: 1 (3%) Not stated: 1 (3%)
Aboriginal and Torres Strait Islander status	Aboriginal and/or Torres Strait Islander: 13 (42%) Non-Indigenous: 18 (58%) Preferred not to say: 0	Aboriginal and/or Torres Strait Islander: 4 (11%) Non-Indigenous: 32 (84%) Preferred not to say: 2 (5%)

[+] Excludes six Communities project staff (1 Project Manager and 5 Principal Project Officers) who operate across different regions or state-wide.

[^] Some LIG members were LIG representatives in multiple Target 120 delivery sites.

Table 2: Summary of participation in questionnaires by Target 120 staff and LIG members.

5.1.3 Quantitative data

The following data were provided to the evaluation team:

- CMS data extracted including intake to 31 December 2021 and exits up to 31 December 2022 containing demographic data, baseline and 12 month assessments (i.e., YLS/CMI), project engagement (e.g., days in project, reason for exit), goal setting, referrals made and police and education data;
- Financial data provided by Communities on the expenditure to date and site specific budgets for the Target 120 project up to either December 2022 or June 2023, depending on the data sets;
- Treasury's Target 120 Analytical Report (December 2023).

Note that Social Investment Data Resource (SIDR) data was referenced by and utilised in Treasury's Target 120 Analytical Report (December 2023). This has been done to ensure consistency in the data analysis, and inputs into the non-justice systems related benefits analysis in this evaluation report.

This quantitative data is analysed across a number of sections of this evaluation report to provide evidence on key evaluation question responses. The method of analysis is outlined in those specific sections.

5.2 Data limitations

There are a number of limitations that should be noted in the interpretation of data relating to this evaluation. Firstly, the relatively small overall number of clients in the project (refer to Section 6.2.1 for participation) limited both the sample size of the target population of clients and their parents/carers available to complete questionnaires, and the robustness and complexity of quantitative analysis that could be carried out. These properties limited the statistical power available as it relates to quantitatively demonstrating differences between groups based on statistical significance. Multiple types of analyses were attempted to use the available data to assess project impacts in different ways, outlined in sections 7 and 8 (refer above for the quantitative analysis methodology adopted).

The participation of clients, parents and carers in questionnaires was relatively low. The specific cohort being targeted by Target 120 is typically challenging to engage given their low levels of trust in institutions, particularly government, and this played out in recruitment. The lack of a pre-existing relationship between this group and the external consultants conducting the evaluation may also have impacted on participation, although as previously reported, effort was made to provide alternative options to clients, parents and carers to encourage participation in a questionnaire with Target 120 service delivery staff, who they would likely have felt more comfortable with.

These efforts to increase participation of clients, parents and carers led to diversity in the way that these questionnaires were administered. Some were conducted by a non-Aboriginal consultant, some by an Aboriginal consultant, and some by Target 120 service delivery staff. This impacted data collection and quality. For example, while efforts were made to ensure the information collected for each question was similar, variations in the approach and interpretation of each of the four people who administered these questionnaires led to different responses being captured and some questions not being answered.

A total of 38 Target 120 project staff and LIG member questionnaires were self-completed online, rather than being facilitated by a Quantum consultant. This brought challenges in interpreting some of the data, which was of varying quality. For example, in some cases one-word responses were provided

that did not provide enough information to understand what was meant. Ambiguity in other responses made the data difficult to interpret.

Turnover in staffing of LIG members at many sites was apparent and this affected representation in the questionnaires from each agency across the different sites. Questionnaires were completed with various agencies at each site, rather than all agencies from all sites, which would have been preferable to understand common strengths and issues across agencies. Participation was voluntary, however, and therefore some LIG members either responded to the invitation to participate stating that they did not feel comfortable being involved due to their limited involvement in Target 120, or they did not respond at all.

6. Appropriateness of service delivery model for improving system capacity

Evaluation question 1: To what extent is the Target 120 project an appropriate service delivery model to improve system capacity to respond to youth offending in WA?

6.1 Method

This section drew upon the data collected through questionnaires with Target 120 project staff and LIG members, in addition to project engagement and service delivery data obtained through the extract from CMS provided to the evaluation team by Communities.

It is important to note that the Target 120 project staff and LIG member questionnaire data reported here reflects strengths and opportunities that were not relevant to all sites. Rather, the findings are framed in terms of both positive findings and issues affecting different Target 120 sites. Recommendations are made that if, implemented project wide, will bring greater benefits and address identified opportunities for all Target 120 delivery locations.

Commentary is also made using the small number of questionnaires conducted with Target 120 clients and their parents/carers where this was considered appropriate to provide a snapshot of their experiences relevant to this evaluation question.

6.2 Findings

6.2.1 Engagement of young people and their families in Target 120

A total of 133 clients[38] commenced with the Target 120 project prior to 31 December 2021 and exited the project before 31 December 2022. This cohort was identified by Treasury for the purpose of the justice-related cost benefit analysis and has been used as the basis of this analysis for consistency.

6.2.1.1 Age, gender and ethnicity

Of clients that exited the project in the calendar year 2022, 94 (71%) were male and 39 (29%) were female. Australian (Aboriginal) was the most commonly self-identified ethnicity among clients, accounting for 90 individuals (68%). Australia (Non-Indigenous/Caucasian) was second with 32 clients (24%).

[38] Of the 133 clients on the list, WA Treasury was able to "find" 131 clients in the SIDR database. Hence WA Treasury used that subset, which gave them the full set of linked datasets (offending, courts, correctives, etc.) on which to calculate outcomes. The linkage method in SIDR is not deterministic – there is generally a very high linkage rate between the multiple data sets involved but never quite 100%. (E.g., there may be data quality issues, name changes, etc. across the various datasets that don't result in 100% matching.) Refer to the WA Treasury report for more about linkage rates.

The largest proportion of clients (35%) were aged fourteen years old at time of intake, followed by 29% aged thirteen and 20% aged twelve (Figure 2). The average age of clients exiting the project in 2022 was 12.76 years.



Figure 2: Age Profile of Exited Clients, 2022.

6.2.1.2 *Regional breakdown*

A review of the regional breakdown of the clients confirmed that Mirrabooka had the highest number of clients that exited in 2022 with 21, closely followed by Geraldton with 20 (Figure 3). Rockingham (17), Kalgoorlie (16) and Armadale (16) were also notable.



Figure 3: Region of Exited Clients, 2022.

6.2.1.3 *Length of participation*

Clients that exited the project in 2022 had an average length of participation of 405 days. Forty-eight clients had been in the project between 365 days and 545 days (1 to 1 ½ years) by the time they exited. The second highest cohort was in the project for between 180 days and 365 days (Figure 4).

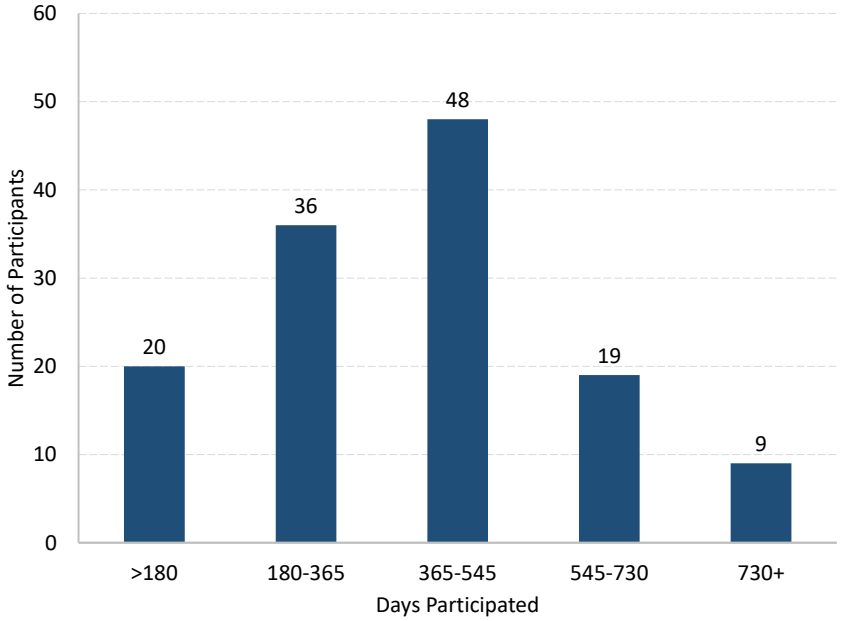


Figure 4: Length of Participation at time of exit.

A number of Target 120 service delivery staff and LIG members commented that there is often a need to extend participation beyond the twelve-month timeframe, as indicated in Figure 8.

6.2.1.4 *Participation in decision making*

Almost all (87%; n=13/15) young people and their parents/carers who participated in a questionnaire said that their child's goals were developed with them, and that they felt included in the goal setting process (Figures 5 and 6). This highlights that for these clients, Target 120 service delivery staff ensured an inclusive process to identifying areas of their lives they wanted to focus on improving. Those who said they were unsure could not remember due to having exited the project a significant period before the questionnaire was completed.

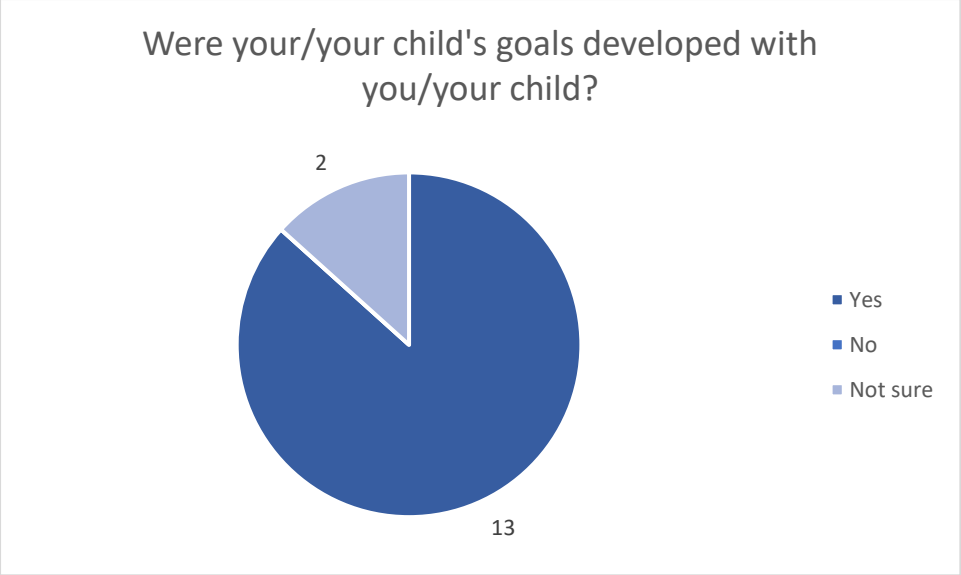


Figure 5: Responses to 'Were your/your child's goals developed with you/your child?' (Client/parents/carers).



Figure 6: Responses to 'Did you feel included in the process of developing your/your child's goals?' (Client/parents/carers).

6.2.1.5 Satisfaction with project

All the young people and parents/carers who participated in a questionnaire valued the services provided by Target 120, with 93% (n=14/15) strongly agreeing or agreeing that 'the Target 120 project worked really well for me/my child' (Figure 7). Only 7% (n=1/15) responded 'neutral' to this statement, and no clients responded that they disagreed, strongly disagreed or were not sure. While only a small number of Target 120 clients and their parents/carers participated in the questionnaire, anecdotal evidence provided by Target 120 service delivery staff across all sites, also suggests that the Target 120 cohort and their families placed high value on the support they were provided.

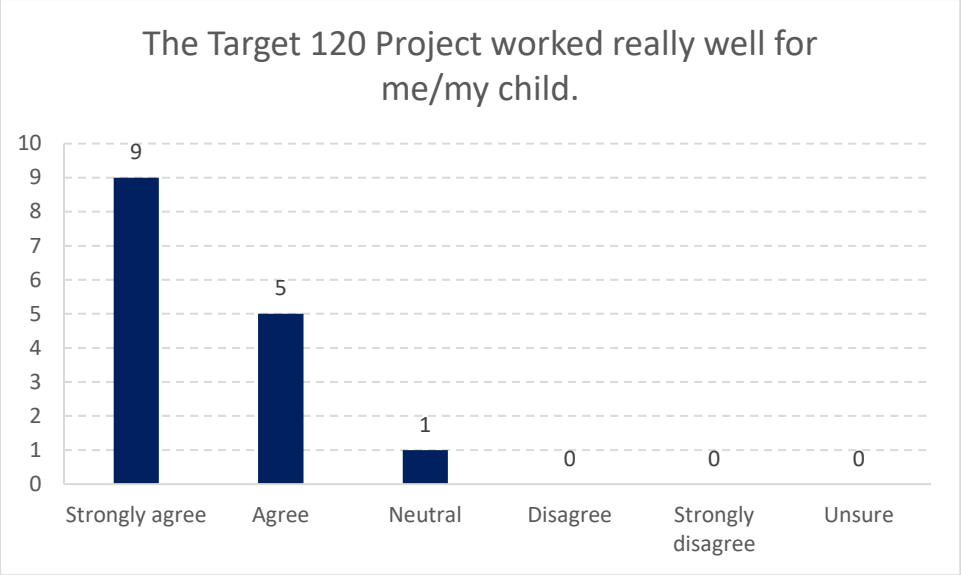


Figure 7: Responses to 'The Target 120 project worked really well for me/my child' (Client/parents/carers).

6.2.1.6 Extent to which Target 120 meets the needs of young people and families

All clients, parents and carers who participated in a questionnaire provided qualitative information that indicated that Target 120 met their needs as much as was possible within the other challenges that they faced in their lives. Discussions were held about the housing crisis, lack of access to transport, substance abuse issues affecting families, feuds between families and many other events that brought about difficulties that impacted on the daily lives of young people. Parents and carers, in particular, stressed that there was a great need for the services provided by Target 120 and were grateful for the support, mentoring and role modelling that their children received. All young people and parents/carers who participated said they would recommend the Target 120 project to other young people or families who are seeking assistance in their lives to avoid entering the cycle of crime.

While Target 120 project staff believed that the project meets the needs of young people, there were more mixed responses from LIG members. Over three quarters (77%; n=24/31) of project staff strongly agreed or agreed that the project was meeting their needs and the remaining 23% (n=7/31) responded that they felt neutral about this statement (Figure 8). Those who were neutral largely commented on the range of external factors that affected the project's ability to meet the needs of young people and families such as lack of access to wrap around support services such as mental health, other supporting agencies being understaffed, or the broad range of social issues that have an impact on the engagement of young people and their families in the project.

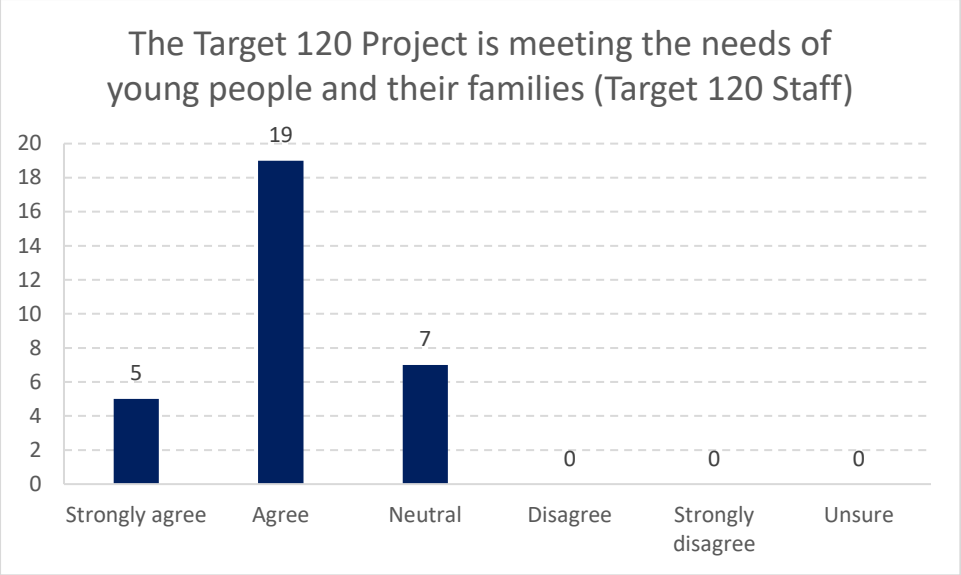


Figure 8: Responses to 'The Target 120 Project is meeting the needs of young people and their families' (Target 120 Staff).

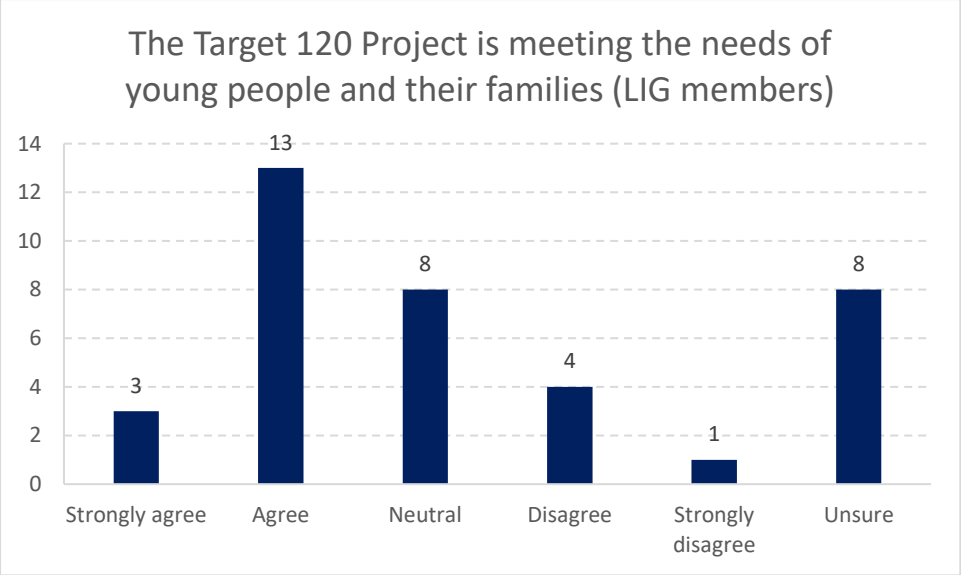


Figure 9: Responses to 'The Target 120 Project is meeting the needs of young people and their families' (LIG members).

There were varying responses from LIG members in relation to the statement, 'the Target 120 project is meeting the needs of young people and their families'. A total of 42% (n=16/38) said that they strongly agreed or agreed, an equal proportion 21% (n=8/38) were neutral or unsure, and 13% (n=5/38) disagreed or strongly disagreed and 21% (n=8/38) were unsure (Figure 9). The latter responses as provided through qualitative information during the questionnaires seemed to reflect either:

- Inadequate communication by Target 120 staff with LIG members regarding the goals and progress of a young person and their family;
- Misunderstanding about the early intervention scope of the project; or
- Most commonly, some LIG members' frustration about the difficulty of achieving change in the context of intergenerational trauma and an understaffed broader service system.

Responses to the question, 'what is the most significant change you have seen', which was an open text response within the questionnaire, reflected one of three observations:

1. Significant changes that staff or LIG members had seen or heard about in the lives of Target 120 clients, such as improved school engagement or not committing any more offences;
2. Smaller changes in the Target 120 cohort that are just as significant when considering the complexity in which young people and families are living in, such as recognising their own potential, being able to advocate for their own needs or becoming more confident in engaging with support services; and
3. Improvements of the delivery of the project as it has matured.

A smaller number of responses from LIG members indicated that they were not aware of changes that the project had contributed to, potentially demonstrating need for stronger communication amongst some LIGs in this area (discussed in Section 6.2.4 of this report).

6.2.2 Appropriateness of client identification, selection, prioritisation and consent process

6.2.2.1 Identification

In general, the eligibility criteria were considered appropriate by both Target 120 staff and LIG members with 67% (n=46/69) strongly agreeing or agreeing that this was the case (Figures 10 and 11).

A total of 23% (n=16/69) of Target 120 staff and LIG members disagreed or strongly disagreed that the eligibility criteria were appropriate. Those who provided these responses explained that they believed the criteria were too restrictive considering the great need for the services that Target 120 provides. Responses sometimes also reflected a low level of understanding about the early intervention focus of the project, with some respondents stating that all youth who have had contact with police should be eligible.

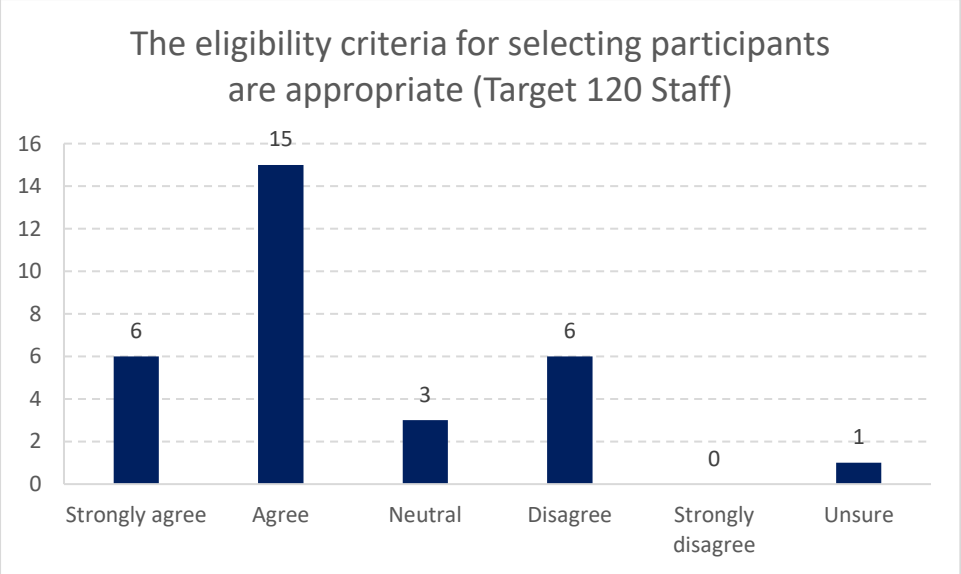


Figure 10: Responses to 'the eligibility criteria for selecting clients are appropriate' (Target 120 Staff).

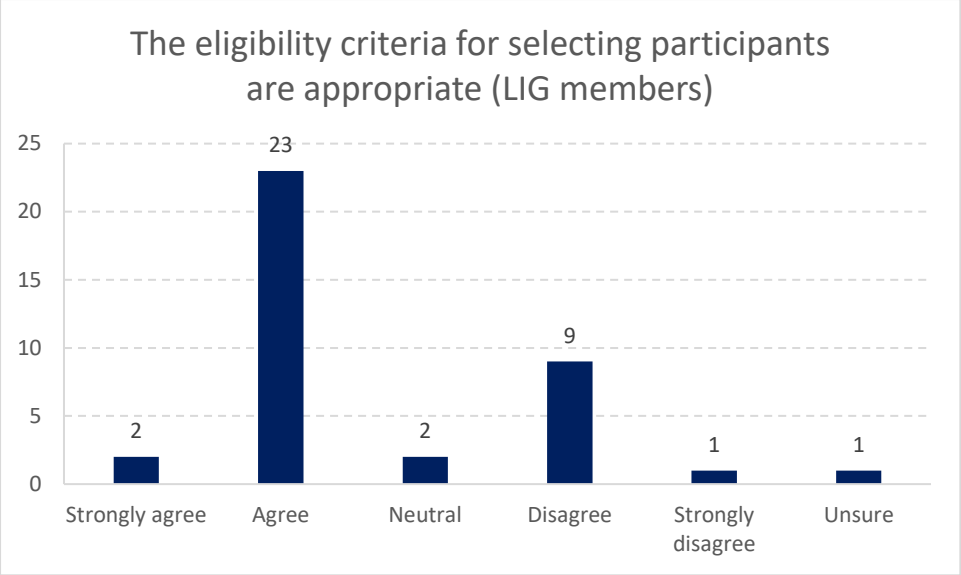


Figure 11: Responses to 'the eligibility criteria for selecting clients are appropriate' (LIG members).

It was reported by many staff and LIG members that the eligibility criterion requiring the young person who had offended to reside in a Target 120 project delivery location was restrictive. This was particularly pertinent in regional or remote locations, where families are highly mobile and in many cases an offending young person could not access Target 120 services as they resided in another community. The difficulty of providing services across vast geographical distances justified the restriction to geographic location of a client at these sites.

This was also relevant to the metropolitan area, where on many occasions a young offender could not be invited to participate in Target 120 if they resided in a nearby suburb to that in which the offence was committed. While it was helpful to have clear guidelines for eligibility, many staff commented that the rigidity in these eligibility criteria meant that they could not invite young people and families in nearby locations who were in need, when they otherwise would have been happy to service them. This was largely relevant to the metropolitan context.

Recommendation: Allow greater flexibility for Target 120 eligibility in nearby locations on a case-by-case basis, if considered feasible by Target 120 service delivery staff and if other support services are available in that location.

There appeared to be confusion amongst some staff and LIG members regarding exclusion criteria relating to being open to IFS with Communities or where a current statutory court order is in place with Youth Justice Services. The confusion occurred in understanding whether clients were still eligible for Target 120 if they had successfully fulfilled their requirements. A number of staff also commented on the ongoing need for Target 120 services for young people on a statutory court order, in particular services available to the family. This should be clarified throughout project documentation, including LIG ToRs.

Recommendation: Clarify longevity of exclusion criteria relating to Intensive Family Support (IFS) and statutory involvement and update relevant documentation.

Recommendation: Explore potential to continue Target 120 service provision for those with ongoing statutory involvement (excluding detention).

Adjustments were also suggested to the age criteria such as reducing it to 9 years to capture people who are coming into contact with police at a younger age or increasing it to 15 years to provide support opportunities for young people who at that age are becoming interested in training or employment. It would not be appropriate for the lower age limit to be below 10 as this is the current minimum age of criminal responsibility. While there could be benefits in raising the upper age limit to 15 years, as suggested, a line needs to be drawn to maximise effective use of resources. The ongoing refinements that Communities has made to the project has resulted in eligibility criteria that are appropriate.

6.2.2.2 Selection and prioritisation

The selection process for Target 120 was viewed as appropriate by three quarters (75%; n=52/69) of Target 120 staff and LIG members, who responded 'strongly agree' or 'agree' to the statement 'The young people selected to participate in the Target 120 project are the most suitable clients' (Figures 12 and 13). A total of 9% (n=6/69) responded 'disagree' to this statement and none strongly disagreed. This demonstrates that generally both Target 120 staff and LIG members considered the selection process to be appropriate. The most common suggestions for improvement relating to eligibility were around geographical restrictions and the age range. This in part reflects the huge need observed by staff and LIG members for the services offered by Target 120.

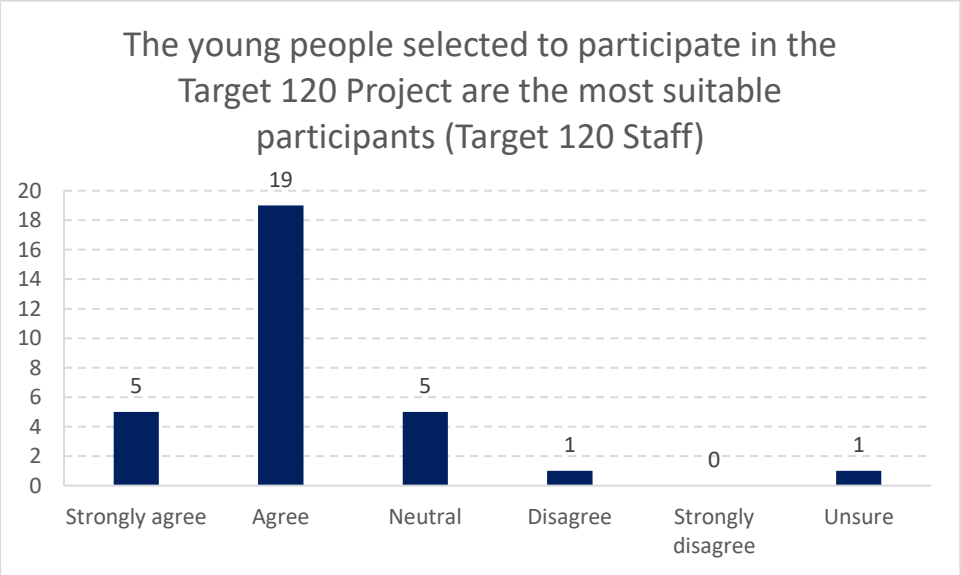


Figure 12: Responses to 'the young people selected to participate in the Target 120 Project are the most suitable clients' (Target 120 Staff).

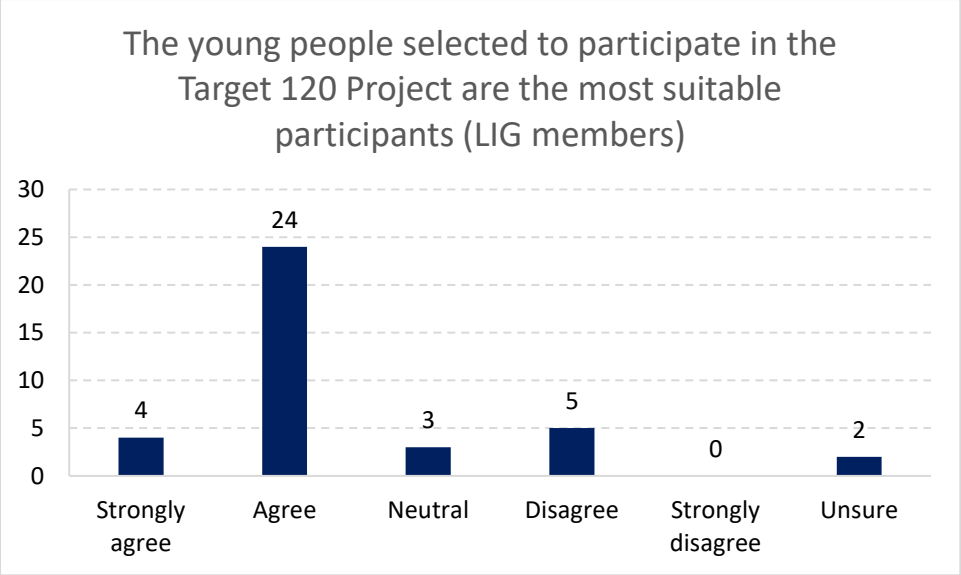


Figure 13: Responses to 'the young people selected to participate in the Target 120 Project are the most suitable clients' (LIG members).

Target 120 staff and LIG members in most locations commented on the benefits of bringing key stakeholders together at LIG meetings to discuss and make decisions regarding the selection of clients. Several broader issues impacting on LIG functions affected the selection process (discussed later in this report). In particular, the LIG meetings were seen as critical in sharing information regarding the whereabouts of clients, the wellbeing of their family and their past histories. In fact, information sharing was mentioned by many Target 120 service delivery staff and LIG members as a strength of the project.

There were some diverse views expressed regarding what constitutes a suitable candidate to invite into the project, and who should be prioritised. As demonstrated through the questionnaire responses, many LIG members fully understood the early intervention scope of the project and thought the appropriate young people were being selected to participate in Target 120. This was more likely to occur when they had been on this group for a longer period of time and when the scope of the project had been fully explained to them. However, a small number of LIG members believed that Target 120 staff were resistant to work with young people and families who, according to them, are in greatest need of intensive case management and support. It was reported that they had been put into the 'too hard basket'. The young people and families these individuals were referring to during facilitated questionnaires, however, were prolific young offenders and their families. Target 120 staff were required to guide decisions to ensure early intervention clients were selected and prioritised rather than taking on all young people who had offended.

The urgent need for services to work with these clients and their families is not denied. As Target 120 is focused on early intervention, however, it is not appropriate for prolific offenders who have not demonstrated an interest in receiving case management and support to be included within the project. The confusion by LIG members about this indicates that this may not have been communicated clearly through the Target 120 project, or that new LIG members had not been fully informed about the focus of the project.

A Candidate Assessment Matrix is available for use by Target 120 service delivery staff in guiding decisions around the level of 'vulnerability risk' experienced by a young person and their family as determined by individual agencies. However, it is not clear how the identified level of risk links to the level of priority that an individual is given, nor how this links with other tools such as the YLS/CMI and

subsequent case management and support provision. This is discussed further under 'Case Management and Support'.

It was also reported that it was sometimes difficult to stick to the early intervention objectives when strong personalities and agendas existed amongst LIG members, such as those agencies who themselves had difficulty managing caseloads of young people and/or families with very complex needs. It was viewed by some Target 120 staff that some of these agencies saw Target 120 as a universal solution to all young people who had been offending, and in particular those with such complex needs. The project scope needs to be more clearly communicated and clearer guidance provided to guide the selection and prioritisation process to ensure that clients who will gain the most benefit from Target 120 services are those who are selected and prioritised.

In some locations the list of young people who had offended was not so big that prioritisation needed to occur. However, in others, there was a waiting list of potential Target 120 clients to be considered for inviting into the project. In these circumstances, it is appropriate for decisions around 'need' and prioritisation to be at the discretion of each LIG given the regional differences in political circumstances and family dynamics. For example, a particular young person may be perceived by a LIG as experiencing a high level of need, and yet they have travelled to another community with family for a brief period of time. In this case, another client with the next highest level of need may be invited into Target 120 in the meantime.

Recommendation: Include clearer guidance/explanation regarding selection and prioritisation of young people who are appropriate for early intervention as relevant to Target 120 scope in LIG Terms of Reference and other documentation.

6.2.2.3 Consent

The approach to seeking consent from clients currently involves explaining:

- The Target 120 staff member's name and role, including explicitly stating they are not a Child Protection or Family Support Worker;
- How the young person came to the attention of Target 120 i.e., through WA Police data;
- The purpose of Target 120; and
- The voluntary nature of Target 120.

The consent process can occur over the course of several interactions with a client and/or family. This is an important part of building rapport and explaining what their participation in Target 120 would involve so that they understand what they are consenting to.

The instructions provided to staff regarding the voluntary nature of the project are shown below:

> *"Your introduction should include that Target 120 is a voluntary program. Explain the obligations involved with Voluntary participation – (i.e., that this requires a commitment by both parties (provider and recipient)).*"

In response to the question, 'If young people and/or their families disengage from the Target 120 project, what do you think are the reasons for this?', many factors outside the control of service delivery were provided such as family mobility or family or community crises impacting on engagement. However, feedback from Target 120 service delivery staff also indicated that engagement was more likely to be successful when an extensive discussion was held during the consent process around the need for the young person and their parent/carer to commit to making changes in their lives and the mutual requirement to put in effort to achieve "success". It was felt that clear expectations were also needed to be set around the intensive nature of the support that is provided,

which is not always wanted by some families. When a client did not fully understand what the project entailed, they were more likely to disengage at a later point in time.

Clear expectations should be set that while staff can provide various types of services and supports, Target 120 does not constitute one way provision of assistance. The intensive nature of the services provided may also not be desired by families, so it is critical that this is explained upfront to prevent excessive effort in engaging and re-engaging young people and families if they do not wish to receive such services. While there is no way of knowing whether this was the cause, 29% (n=39/133) of the clients within the CMS data analysed were exited from the project due to unsuccessful attempts at engagement or withdrawal of consent. Guidance regarding the need to communicate these expectations should be more explicit within CYO (or ACCO/NFP equivalent) training, Target 120 Case Management Guidelines and the client consent forms.

Recommendation: Update CYO/ACCO/NFP equivalent training materials, Target 120 Case Management Guidelines and Client Consent forms to more clearly communicate to potential clients the nature of the two-way partnership that is expected and level of intensity of services.

The client consent forms were reported by some Target 120 staff as being unnecessarily burdensome. There are currently two consent forms: one that indicates client and parent/carer consent to be enrolled in the project; and one that indicates consent to release and obtain information between Service Partner Agencies involved in Target 120. The forms are also observed to be written in language that would not be accessible to many general community members, less so people who speak English as a second language. An opportunity for improvement would include consolidation into one form and more simplified language, to aid in the process of clearly explaining what consent is being sought for.

6.2.2.4 Timeliness

There were mixed responses from both Target 120 staff and LIG members regarding the timeliness of the client identification, selection and prioritisation process. In response to the statement 'the process for the LIG identifying priority clients is timely', less than half (46%; n=32/69) said they strongly agreed or agreed, 25% (n=17/69) responded 'neutral', 22% (n=15/69) responded 'disagree' or 'strongly disagree' and 7% (n=5/69) were unsure (Figures 14 and 15). The key challenges raised with reported timeliness related to the delay in WAPOL data identifying young people who had offended (discussed below), difficulty identifying individuals due to false names or contact details being provided by young offenders to police and time taken to resolve this, notification glitches within CMS (discussed below), delays in inputting data into CMS by LIG members and LIG meeting cancellations due to not reaching quorum.

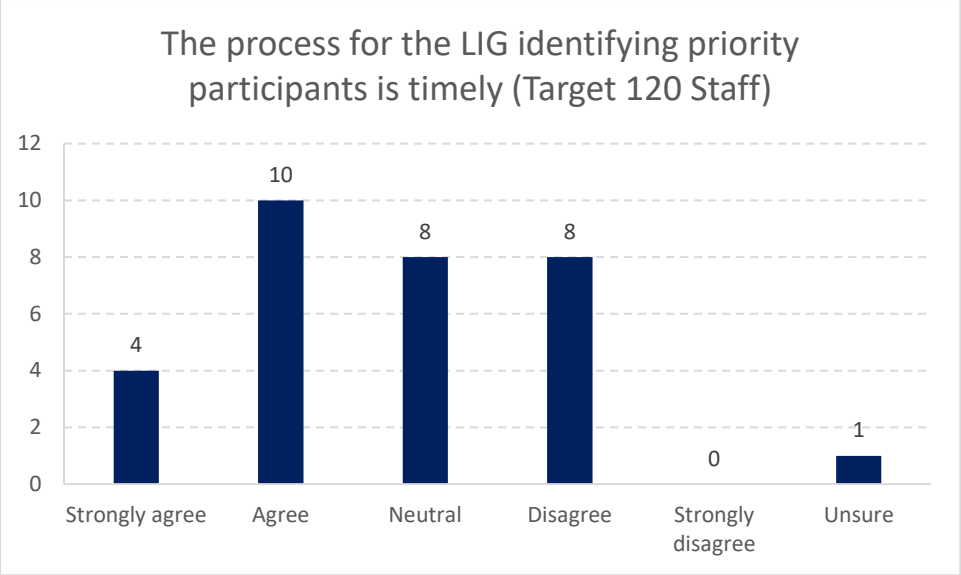


Figure 14: Responses to 'The process for identifying priority clients is timely' (Target 120 Staff).

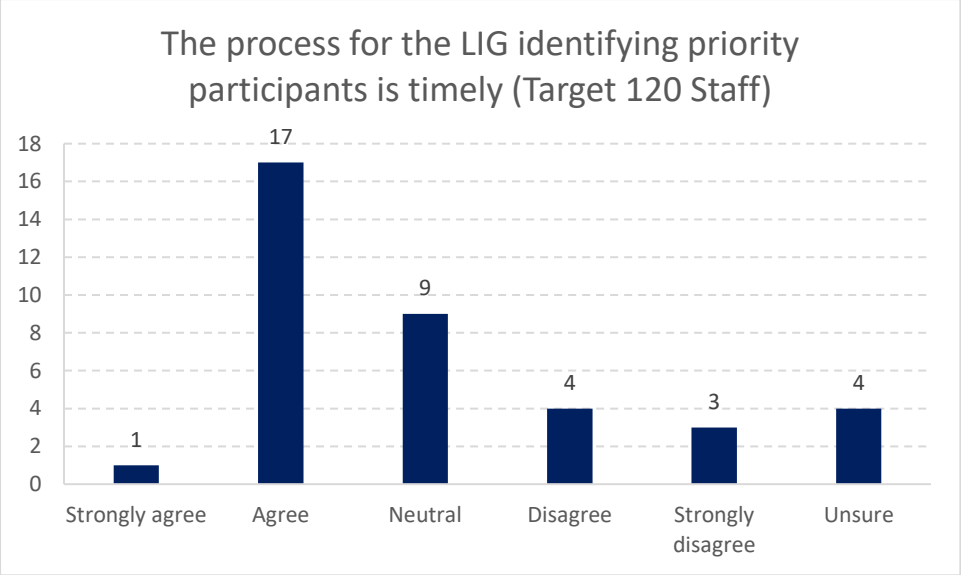


Figure 15: Responses to 'The process for identifying priority clients is timely' (LIG members).

An issue relating to WAPOL data was highlighted in many locations visited by the evaluation team. In some circumstances, Target 120 staff stated they were receiving the monthly list of young offenders that included individuals who had offended several months beforehand. This sometimes caused confusion among potential clients and their families if they were contacted several months after the offence had occurred. Upon further investigation, this issue was discovered to be caused by CYO/ACCO equivalent staff failing to complete a client specific workflow at the time that it is current in the system. For example, if a Target 120 site has a full case load of 10 clients or if staff are busy and forget to complete an assessment process for a client who has recently offended, then they will display in a subsequent month's list of recent offenders. It appears this is a capability issue and that training for Target 120 service delivery staff would resolve this issue.

Recommendation: Include in CMS training for Target 120 service delivery staff appropriate workflow processes and timelines to ensure data about recent offences is kept up to date.

It was also mentioned by a number of staff and LIG members that a more timely and responsive process could occur through local referral pathways, for example WAPOL notifying Target 120 service delivery staff immediately once a young person had offended instead of centralised collation and sharing of WAPOL data with each site. This would have implications, however, for the monthly LIG meetings which are seen as a valuable platform for sharing information about young people and families during the identification, selection and prioritisation process. A process would need to be put in place to clarify the involvement of various LIG members in discussions about identification, selection and prioritisation out of session if this did occur. There would also need to be agreement regarding how this would affect LIG meeting discussions to avoid duplication or confusion. It may also have repercussions for the workload of local WAPOL staff. Options could be explored for a more locally driven model of identification of potential clients, but this would be dependent on the need for increased commitment of time and resources external to the monthly LIG meetings.

Recommendation: Explore opportunities for a more locally driven model of identification and selection as part of transition towards a 'place-based approach'.

6.2.3 Implementation of Target 120

6.2.3.1 Appropriateness of service delivery model

A general perception existed amongst staff and LIG members that Target 120 is an appropriate service delivery model to reduce rates of reoffending amongst the target cohort. Much feedback was received regarding the challenges of the external environment and of the complex social factors that affect rates of reoffending, and that the support offered through Target 120 can only play a minor, yet extremely important, role in the lives of young people and their families.

The following sections report on the usefulness of data collection and management tools that are used as part of Target 120 service delivery. Only Target 120 staff were asked to respond to questions about these tools.

6.2.3.1.1 Youth Level of Service/Case Management Inventory (YLS/CMI)

There were mixed perceptions about the usefulness of YLS/CMI as a tool for assessing the risk level of Target 120 clients (Figure 16). Almost half (45%; n=14/31) said that it was 'extremely useful' or 'very useful' and 29% (n=9/31) said it was 'somewhat useful'. A total of 6% (n=2/31) said that it was 'not very useful'. Six clients stated they were unsure about its usefulness as they had not used the tool as part of their work. These staff worked in support roles only and did not conduct initial assessments with clients.

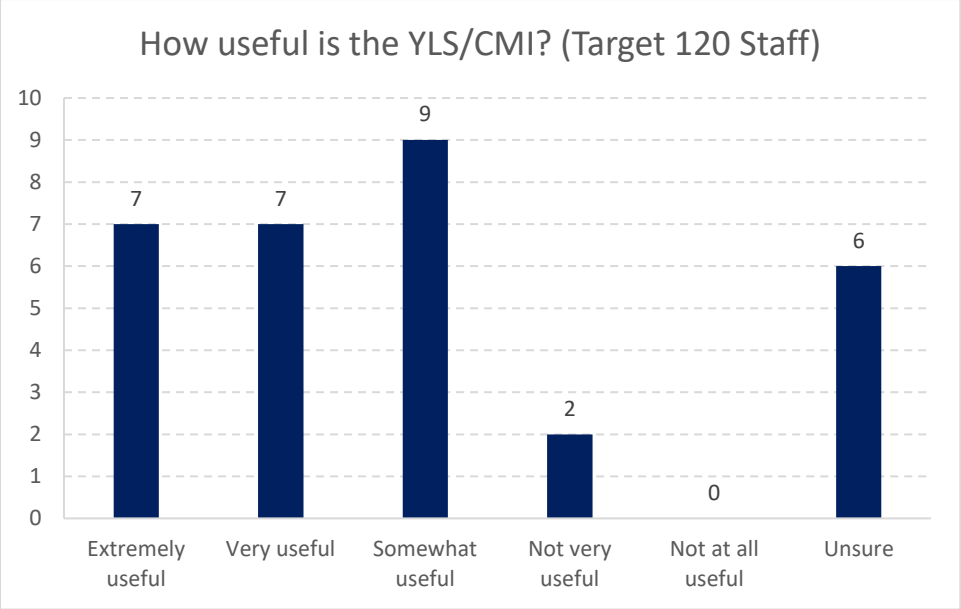


Figure 16: Responses to 'How useful is the YLS/CMI?' (Target 120 Staff).

Many staff said that the YLS/CMI is useful for, when used in conjunction with the ISP and IFP, prioritising the support needs of clients. The main criticisms of this tool were that it was overly long and complicated to complete, and that some of the language used and questions asked are not contextually or culturally appropriate. An example includes the use of the phrase 'gang related', which is more relevant to the United States context.

For the YLS/CMI to be useful, it must be administered for each client as soon as possible upon their entry to Target 120. It is recognised that a level of trust must be established between young people and families, and Target 120 staff before this can occur. Target 120 staff felt that flexibility is also in administering this survey due to cultural and language barriers, mobility of clients, time taken to build rapport, or other family or cultural priorities that emerge that may make it difficult to administer the tool in a timely manner. However, staff must also be in support of its value for measuring and understanding the impact of the project. While concerns for local data ownership and relevance are noted, it is the responsibility of contracted organisations to fulfil their duties in relation to the data collection that is expected of them. This is discussed further under sections 6.2.4.1 and 6.2.5.

6.2.3.1.2 Individualised Support Plan and Integrated Family Plan

Target 120 staff generally thought that the ISP and IFP tools were useful (Figures 17 and 18). A total of 61% (n=19/31) and 52% (n=16/31) said that the ISP and IFP, respectively, were 'extremely useful' or 'very useful'. The ISP was considered somewhat useful by 32% (n=10/31). There were no staff who thought that the ISP as 'not very useful'. The IFP was thought of as 'somewhat useful' by 32% (n=10/31) and 'not very useful' by 6% (n=2/31). No staff stated that they thought these tools were 'not at all useful'.

As with the YLS/CMI, the small number of staff who said they were not sure about the usefulness of the ISP and IFP were not immediately involved in the use of these tools.

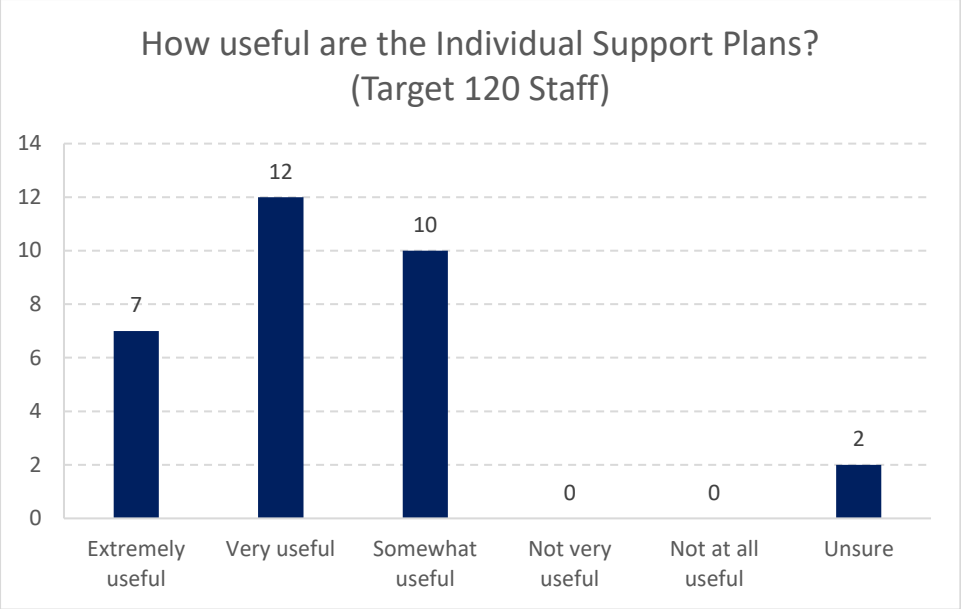


Figure 17: Responses to 'How useful are the Individual Support Plans?' (Target 120 Staff).

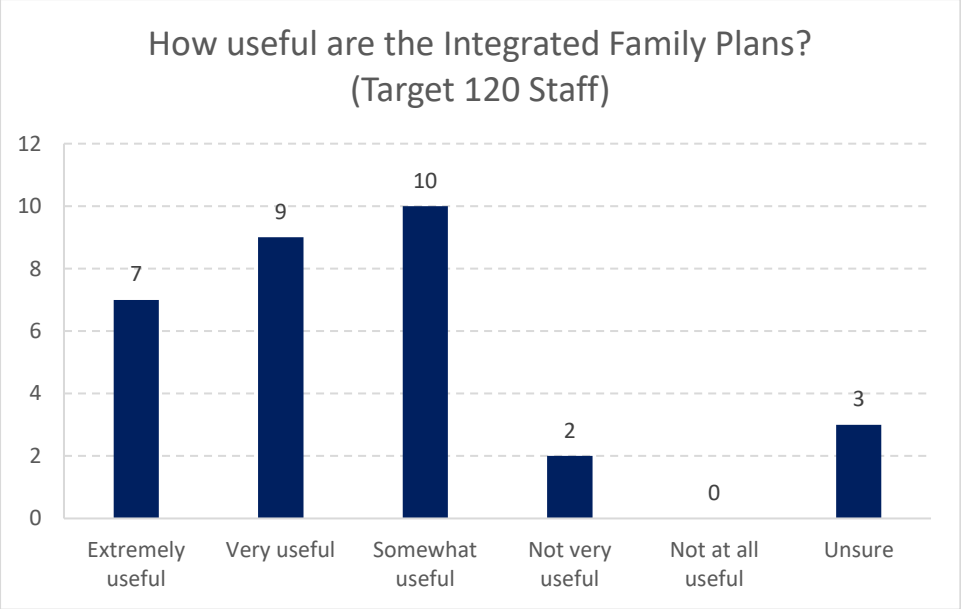


Figure 18: Responses to 'How useful are the Integrated Family Plans?' (Target 120 Staff).

Many Target 120 staff agreed with the need for goal setting tools as part of effective case management with clients and their families. The ISP and IFP tools are concise and relatively simple to use.

The challenges mentioned in relation to using the ISP and IFP tools were more commonly related to the challenge of engaging young people and families who do not want to engage, rather than use of the tools themselves. It was suggested that the tools could be improved by making them more visually engaging to encourage interest by young people and their parents or carers in the process of setting goals. It was also noted that it is important to make note of smaller steps in progress towards achieving goals in these tools, even if a goal has not been achieved, to keep discussions focused on celebrating small, yet positive, achievements.

6.2.3.1.3 Case management and support

Underpinning theory of case management and support

There did not seem to be clear documentation, and as a result a clear understanding by staff and LIG members, of how case management and support is theorised to reduce rates of reoffending as part of Target 120. While Target 120 Intensive Case Management Guidelines are available for use by staff, there are opportunities to articulate in a more sophisticated way what case management and support in Target 120 looks like. It appears that the flexibility of what case management looks like at each site is appropriate, however, future models of change will be strengthened by lessons learnt throughout the project.

The complexity of the social and environmental circumstances in which Target 120 clients and families reside, and therefore the need for the diverse types of support offered, is acknowledged. It is also acknowledged that there are numerous social and environmental factors that impact greatly upon individual efforts to make change. Nevertheless, Target 120 is a project that is focused specifically on case management and support as a way of preventing youth reoffending and therefore its greatest opportunity in realising this is through individual behaviour change and strategic efforts to influence their surrounding environment.

Revision of the Case Management Guidelines and other documentation such as that related to the consent process (for example, identifying the Stage of Behaviour Change as per the Transtheoretical Model of Change[39] and Bronfenbrenner's Ecological Model[40]) could assist in clarifying this, which may generate more of a shared understanding about the goals of the project and how service delivery staff and the LIG functions can best support positive outcomes for Target 120 clients.

Additional documentation requiring clarification of this includes:

- Consider the inclusion of a selection criterion within CYO job description 'understanding of theories of behaviour change and/or cognitive behavioural therapy'. The current closest selection criterion is 'service delivery experience in human service, justice, child protection or mental health setting and an understanding of the issues around working collaboratively with agencies to build and develop interagency networks'.
- Integrate into selection and prioritisation process. For example, discussions around suitability for and prioritisation in the project should focus on potential for behaviour change or potential to be interested in achieving behaviour change rather than the highest level of risk held by a potential candidate. This is stated noting the rapport and trust that often needs to be built with individuals and families in order to ascertain their interest in behaviour change. The Candidate Selection Matrix should be adjusted to include clear guidance regarding how determination of risk and other markers of need should be used to guide selection and prioritisation.
- Integrate into case management and support documentation through making observations regarding where a client and family is on their journey, and enablers and barriers that are supporting this.
- Documentation guiding the consent process should include communicating clear expectations that the project aims to support young people and families to make behaviour change through

[39] Prochaska, J. O. & DiClemente, C. C. (1982). Transtheoretical therapy: Toward a more integrative model of change. Psychotherapy: Theory, Research & Practice, 19(3), 276–288.
[40] Bronfenbrenner, U. (1979). The ecology of human development: Experiments by nature and design. Harvard University Press, Cambridge, MA.

intensive case management and support and does not only involve provision of support and services. Guidance should also be provided to staff in completing the consent process about information they can obtain that will assist in making decisions around a young person's potential as a candidate in the project.

- The decision to invite a young person and family, or not, to participate in the project should be the responsibility of Target 120 service provision staff and discussions between the LIG.
- Case management and support activities should be more clearly linked to key theories of behaviour change.

Recommendation: Review project management documentation to incorporate key behaviour change theories and components.

Key principles underpinning case management and support

In existing project documentation, there is some mention of strengths-based practice. For example, the LIG ToRs refer to a 'strengths-based approach that celebrates and builds on our agency's and partner's expertise and collective strengths' (p.5). The origins of this term are from the clinical social work setting and the concept was intended to recognise the inherent skills and attributes that individuals possess that can be harnessed to change their circumstances in a case management environment[41,42]. Yet, the Case Management Guidelines are currently written from a deficit viewpoint, that is, they emphasise risk, deficits and barriers associated with case management and support. While not positioned as a recommendation in this evaluation, these guidelines, along with other documentation, could benefit from emphasising how the strengths identified within each Target 120 client and family can be built upon to enhance project outcomes. This represents a possible opportunity for improvement for further consideration.

6.2.3.1.4 Client Management System

A majority (74%, n=23/31) of Target 120 service delivery staff thought that CMS was useful to some degree, with 16% (n=5/31) reporting it is 'extremely useful', 29% (n=9/31) 'very useful' and 29% (n=9/31) 'somewhat useful' (Figure 19). It was acknowledged by many that a tailored data management system is required for Target 120 and that CMS meets the basic information needs of the project.

[41] Rapp, C. A. (1998). The Strengths Model: Case Management with People Suffering from Severe and Persistent Mental Illness. Oxford University Press, Oxford.

[42] Saleebey, D. (1992). "Introduction: Power in the People.' In The Strengths Perspective in Social Work Practice. D. Saleebey (Ed.). p.9. Longman Publishing Group, New York.

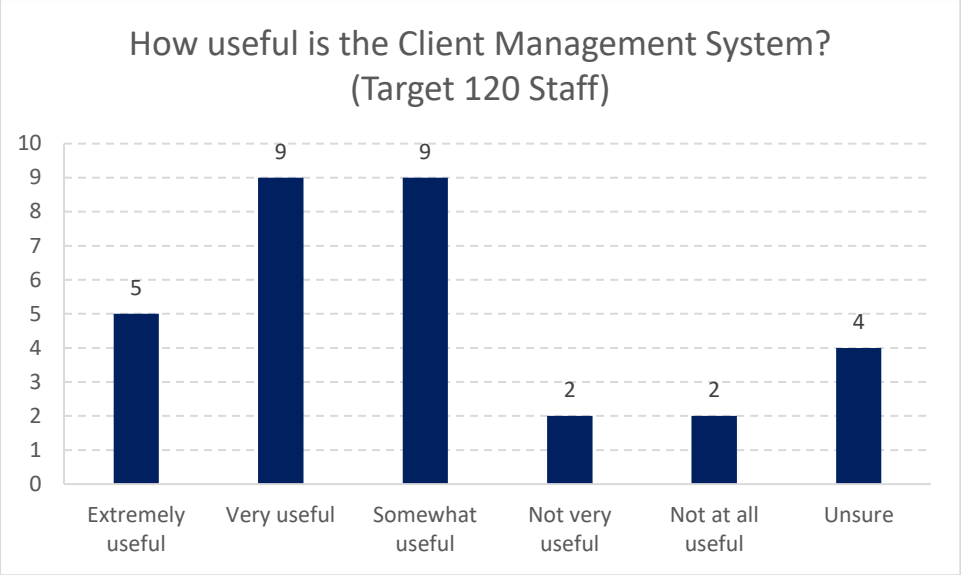


Figure 19: Responses to 'How useful is the Client Management System?' (Target 120 Staff).

A small number of staff (13%, n=4/31) said that the system is 'not very useful' or 'not at all useful'. These responses may have been a result of frustration by staff who had experienced multiple challenges with using CMS, specifically the ACCO service providers who had experienced glitches such as the absence of notifications prompting data input or that a case was ready for the next stage of assessment. The system was said to be 'clunky' by many, including those who saw it as useful, and burdensome for users in obtaining access to the data of relevant clients. It was reported that CMS does not function as easily and effectively for non-government users and in some ACCO led communities, lead ACCOs were investigating preferential use of another system named 'Apricot' for data management of case management clients.

The project team advised that CMS will be phased out after 2025. In the meantime, CMS should continue to be used across all project sites to enable effective Target 120 client information management. Design of a new online system for Target 120 information management should involve wide consultation with government as well as external users such as ACCOs and NFPs, to ensure its useability.

6.2.3.1.5 Service Priority Policy

Many Target 120 staff did not think the Service Priority Policy was working well or felt they had not seen enough evidence of government agencies being guided by the Service Priority Policy to confidently state that it was working. Only 16% (n=5/31) of Target 120 staff said that they 'strongly agreed' or 'agreed' that the Service Priority Policy was working well. A total of 42% (n=13/31) said that they 'disagreed' or 'strongly disagreed' that it was. Approximately 29% (n=9/31) said they were unsure, due to either being unfamiliar with the Service Priority Policy or feeling like they could not comment on whether Service Partner agencies were prioritising Target 120 clients (Figure 20).

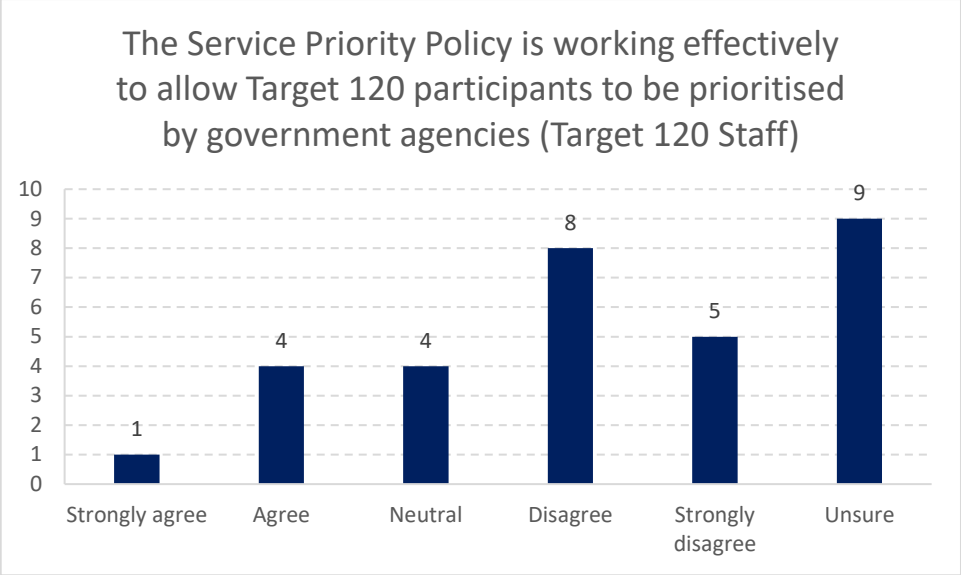


Figure 20: Responses to 'The Service Priority Policy is working effectively to allow Target 120 clients to be prioritised by government agencies' (Target 120 Staff).

Only 26% (n=10/38) of LIG members felt that the Service Priority Policy was working effectively. Over half of LIG members (58%; n=22/38) responded that they either disagreed, strongly disagreed or were unsure of whether government agencies were prioritising Target 120 clients in their service provision (Figure 21).

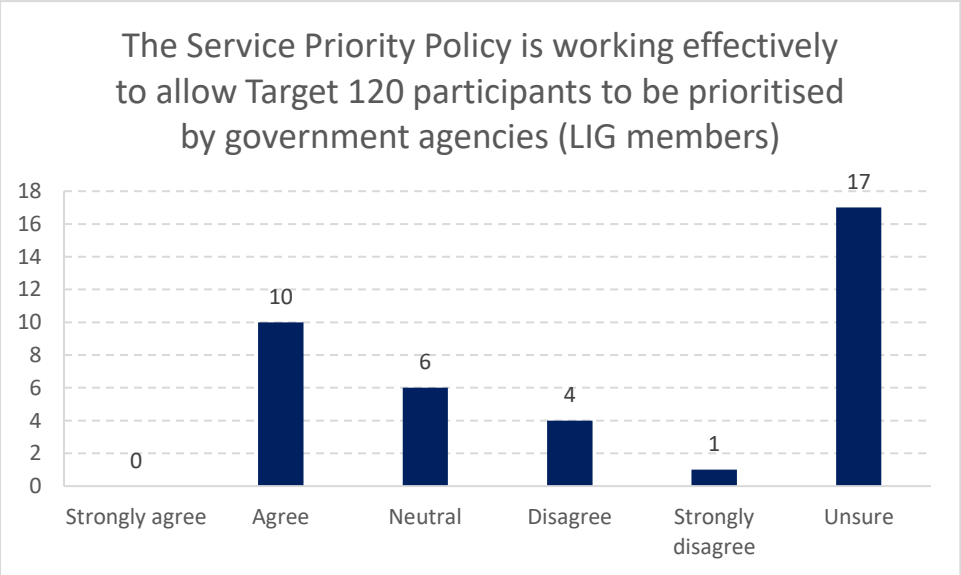


Figure 21: Responses to 'The Service Priority Policy is working effectively to allow Target 120 clients to be prioritised by government agencies' (LIG members).

Some Target 120 staff and LIG members had not heard about the Service Priority Policy, or its intent had not been conveyed to them. There was also some confusion among some LIG members whether they were supposed to be prioritising Target 120 clients.

Several indicated that inconsistent attendance by some government agencies in some locations demonstrates that Target 120 is not a priority for these agencies. Others noted that Target 120 as a service priority does not necessarily align with the priorities of other agencies. The housing crisis was mentioned by many as a significant challenge to implementation of the Service Priority Policy. For example, a woman fleeing domestic violence would be likely to be given priority over a Target 120

client and their family who may have been living in an overcrowded house. The project would benefit from greater clarification regarding how the unique priorities of each Service Partner Agency can be navigated to ensure that each agency's unique priorities are considered and to assist in clarifying application of the policy itself within each agency to secure greater buy-in.

A mutually agreed prioritisation process by Service Partner Agencies will then need to be integrated within the unique contracting arrangements that each agency has with local service providers. For example, the Department of Health commissions certain local providers across the state to deliver mental health counselling and alcohol and other drugs services. While this will require significant collaboration and thought, once mapping of agency priorities has occurred, Communities should discuss embedding of the agreed level of priority of Target 120 within contracting arrangements to achieve full effect of the prioritisation process.

Recommendation: Review Service Priority Policy in collaboration with Service Partner Agencies to develop mutually agreed priorities and secure greater agency buy-in.

6.2.3.1.6 Other policies guiding service delivery

Communities' Target 120 Guideline, '2.1e – Step-down process and client exit'[43] procedure provides guidance to staff for when to begin a client step-down process, what steps are involved, how to implement a step-down plan, advice about extensions and the client exit process. The flexibility that is offered in the ability to extend was seen as critical in ensuring that sustained support was offered to meet individual needs, particularly given the amount of time it takes to develop rapport with a client and their family in the early stages of engagement.

It is suggested that a young person is 'exited if sufficient progress has been made against the ISP and the family can demonstrate improved strengths and capacity to sustain positive outcomes post Target 120' (p.1). The client exit guidelines describe the administrative steps to formalise a client exit. Many Target 120 service delivery staff commented on the need for sustained support for Target 120 clients and families. It would be beneficial for these to include further detail about different scenarios that may indicate what identified 'strengths and capacity to sustain positive outcomes post Target 120' should look like, and how staff may better define their readiness for exit.

Recommendation: Include better articulation of client and family readiness for exit within the step-down process and client exit procedure.

6.2.3.2 Other factors impacting implementation

6.2.3.2.1 Staff commitment, capability and support

The level of commitment of Target 120 staff for supporting young people and families through the project was reported to be, and was observed as, extremely high. A number of examples were given of staff supporting clients in an unpaid capacity and in their own personal time to come along to community sporting events or taking on sports team coaching roles to encourage Target 120 clients to reach their individualised goals. This effort is also important for building trust with clients and the investment by staff in relationship development and trust was emphasised in all locations. This level of commitment, and the focus on trust building with a cohort who often are reluctant to engage with government services, is to be commended.

Lead Target 120 staff members (CYOs/ACCO equivalent) were also perceived by other Target 120 support staff and LIG members as generally being capable, experienced and knowledgeable regarding

[43] Western Australian Department of Communities (2021). Target 120 Guideline 2.1e – Step-down Process and Client Exit. Government of Western Australia, Perth.

effective integrated case management. This is important considering the known challenge of recruiting and retaining suitably qualified staff in youth justice and welfare services, particularly in regional locations[44,45]. In addition, it appears that stability of staffing has matured as the project has matured. This is creating benefits for project implementation in terms of corporate knowledge and understanding about Target 120 as well as for building longer term relationships with Target 120 LIG members and other stakeholders. These staff play a critical role in advocating for the project in each local service system through clearly communicating its vision and maintaining transparent and timely communication with stakeholders.

There were some opportunities for service delivery staff capability building identified, which related to achieving a more consistent approach to the model of case management across sites (discussed above under 'Case Management and Support'). While staff at each site could provide reasoning for the types of activities being delivered at each location, they varied in their articulation of how strategies employed to building the long-term capacity of young people and families links to the Risk-Need-Responsivity principles[46] and theories of behaviour change. Some staff saw their role as providing mentoring, providing space for a young person to feel safe, to give parents time out from their daily life stressors, or to provide logistical support that parents could not, such as school drop offs. These are all valid forms of support that are included within the Case Management Guidelines. Given the complex backgrounds that many of these young people and families are from, however, all these forms of support should be somehow linked to strategies that aim to inspire long term change within young people and families.

Recommendation: Review workforce planning documentation including job descriptions and professional development planning.

It was identified in the previous Evaluation Progress Report (2019) that recruitment of suitably qualified staff was an ongoing issue for Target 120. Efforts to recruit staff and provide training and support in trauma informed care, case management and data capture as previously identified should continue.

Communities is to be commended for the motivation and support provided to Target 120 service delivery staff at each site. The Project Manager and Principal Project Officers were viewed by Target 120 service delivery staff as a critical source of information and support, and this was highly valued in their roles.

6.2.3.2.2 Linkages to relevant services

Target 120 staff felt confident that they were making referrals to appropriate services in a timely way. A total of 84% (n=26/31) said that they strongly agreed or agreed that referrals are always made to the most relevant services (Figure 22), and 81% (n=25/31) strongly agreed or agreed that these referrals were timely (Figure 23).

[44] DePanfilis, D., & Zlotnik, J. L. (2008). Retention of front-line staff in child welfare: A systematic review of research. *Children and Youth Services Review*, *30*(9), 995–1008.

[45] Martin, B. & Healy, J. (2010) 'Who works in Community Services? A profile of Australian workforces in child protection, juvenile justice, disability services and general community services', report prepared for the Community and Disability Services Ministerial Advisory Council, Adelaide, South Australia, National Institute of Labour Studies, Flinders University.

[46] Bonta, J. & Andrews, D. (2007). 'Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation', Public Safety Canada, Government of Canada. Retrieved from: https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/rsk-nd-rspnsvty/index-eng.aspx

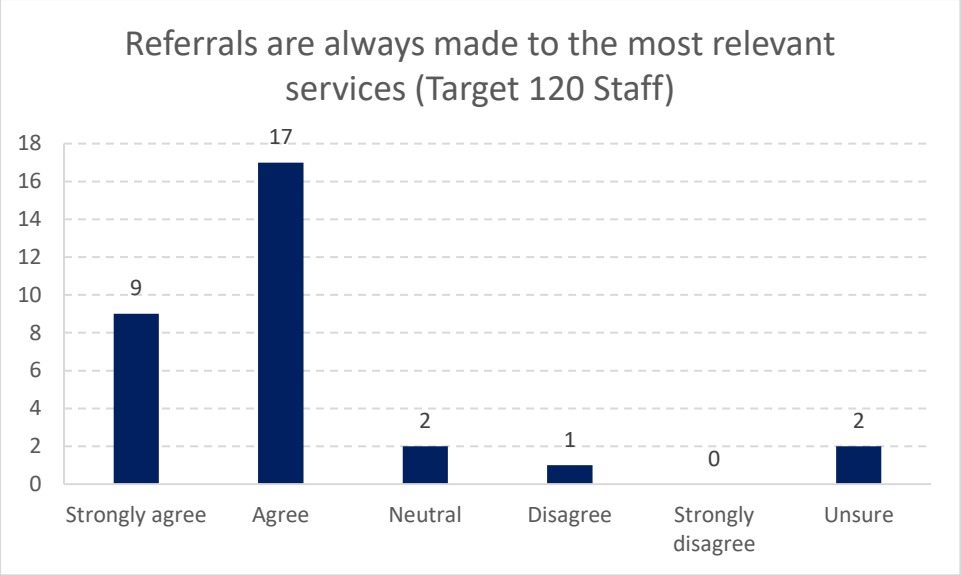


Figure 22: Responses to 'Referrals are always made to the most relevant services' (Target 120 Staff).

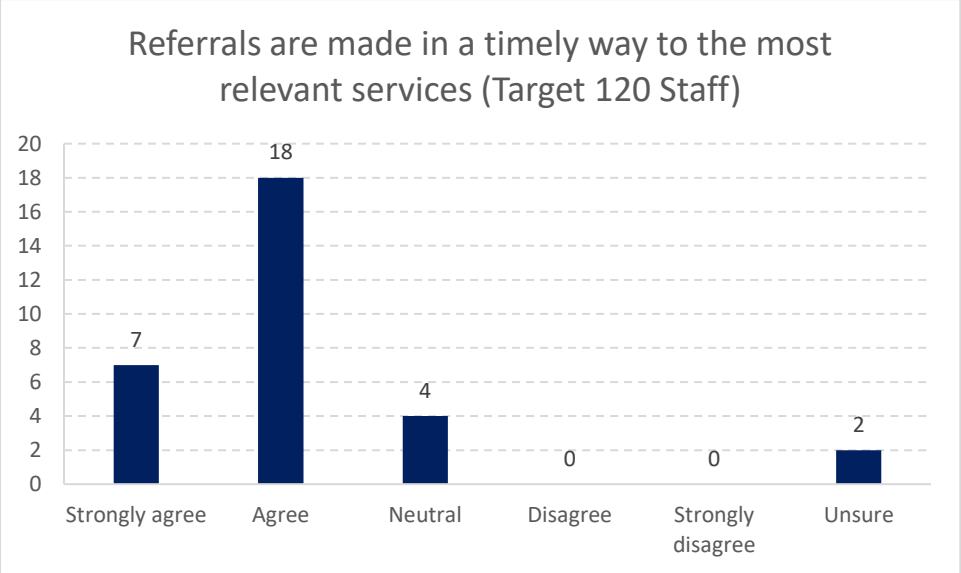


Figure 23: Responses to 'Referrals are made in a timely way to the most relevant services' (Target 120 Staff).

LIG members, however, did not feel as confident to make statements regarding whether this was occurring with 26% (n=10/38) individuals stating they were unsure whether referrals are always made to the most relevant services (Figures 24 and 25). Just over half (55%; n=21/38) of LIG members strongly agreed or agreed that these referrals are being made to the most relevant services. While 42% (n=16/38) of LIG members thought that referrals were occurring in a timely way, the same proportion (42%; n=16/38) were unsure whether this was the case. This demonstrates a need to more clearly communicate to LIG members which referrals had been made and when to ensure that all relevant updates are shared.

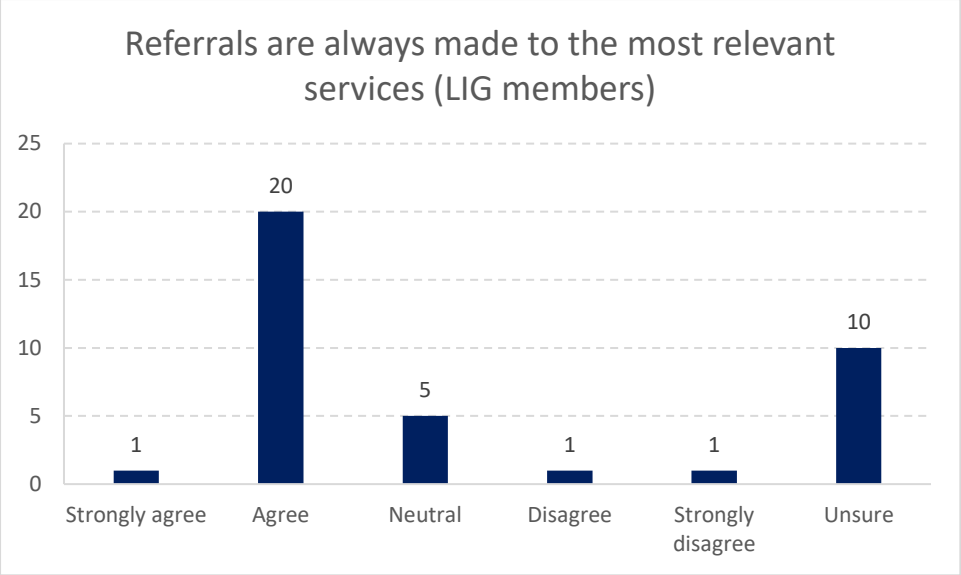


Figure 24: Responses to 'Referrals are always made to the most relevant services' (LIG members).

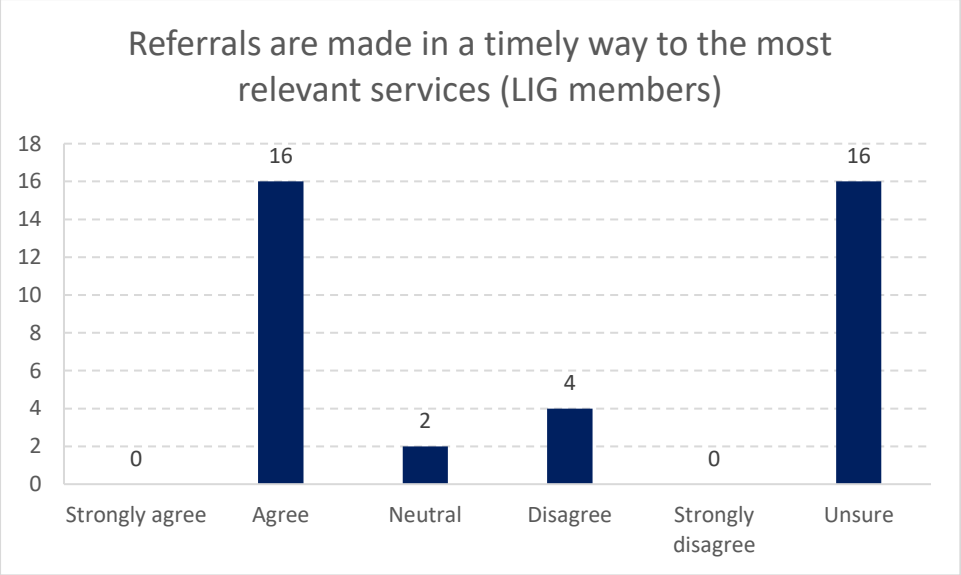


Figure 25: Responses to 'Referrals are made in a timely way to the most relevant services' (LIG members).

The ongoing system-wide issue of access to specific services was raised many times. This also was reflected in responses to the statement 'referrals to services are always accepted and followed up', where only 23% (n=7/31) of Target 120 staff (Figure 26) and 16% (n=6/38) of LIG members respectively stated they agreed (Figure 27). Approximately 63% (n=24/38) of LIG members said that they were unsure whether referrals had been followed up, demonstrating again a need for improved sharing of updates around progress of referrals for Target 120 clients and families.

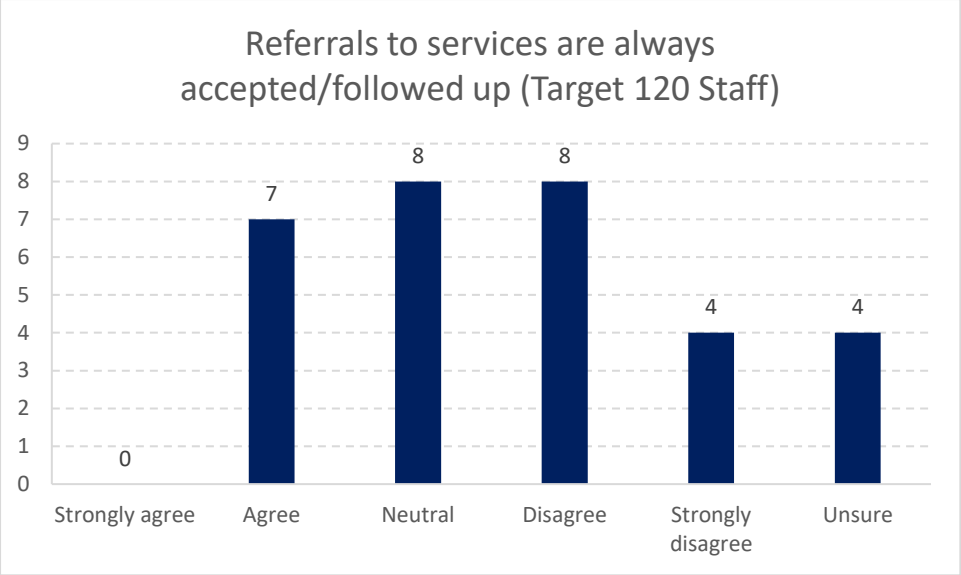


Figure 26: Responses to 'Referrals to services are always accepted/followed up' (Target 120 Staff).

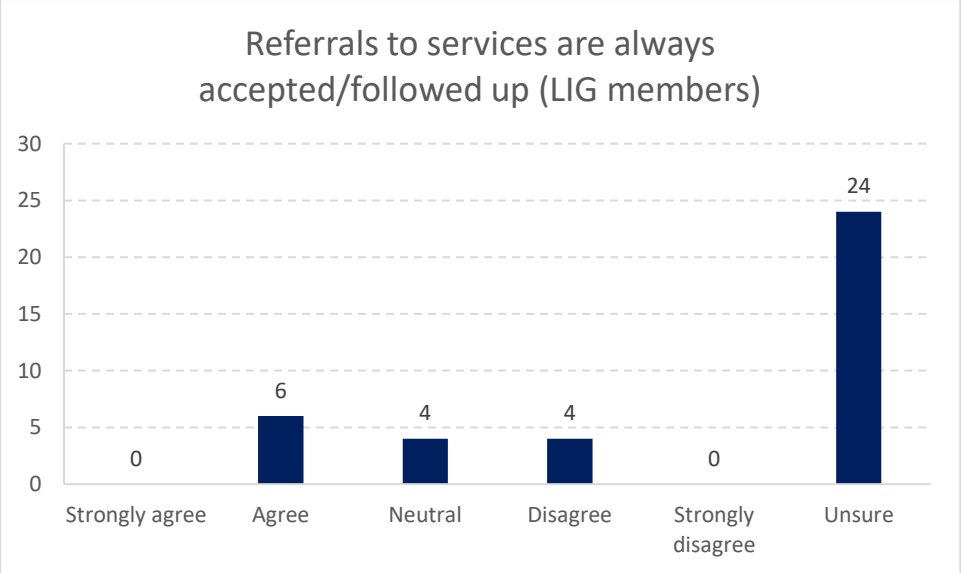


Figure 27: Responses to 'Referrals to services are always accepted/followed up' (LIG members).

This was also the case for the statement, 'appropriate support services are always available for Target 120 clients to access', for which only 13% (n=4/31) of staff and 13% (n=5/38) of LIG members agreed, respectively (Figures 28 and 29). Specific services reported to be problematic included mental health assessments and services, paediatric medical services and waitlists for public housing.

Almost half (47%; n=18/38) of LIG members said they were unsure of whether appropriate support services are always available for Target 120 clients to access (Figure 29), potentially demonstrating again shortcomings in feedback to LIG members regarding success, or lack of, in the follow up of support services for Target 120 clients and their families.

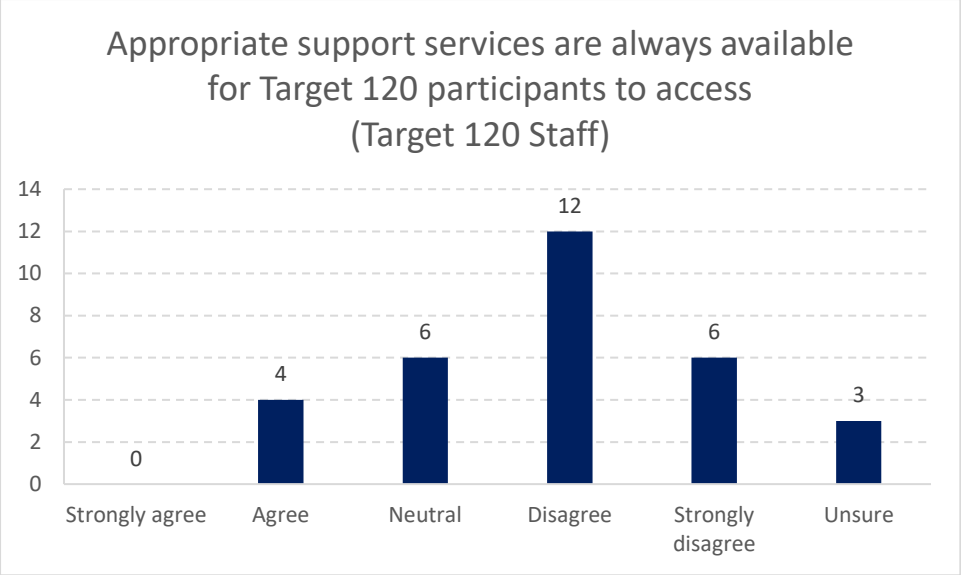


Figure 28: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff).

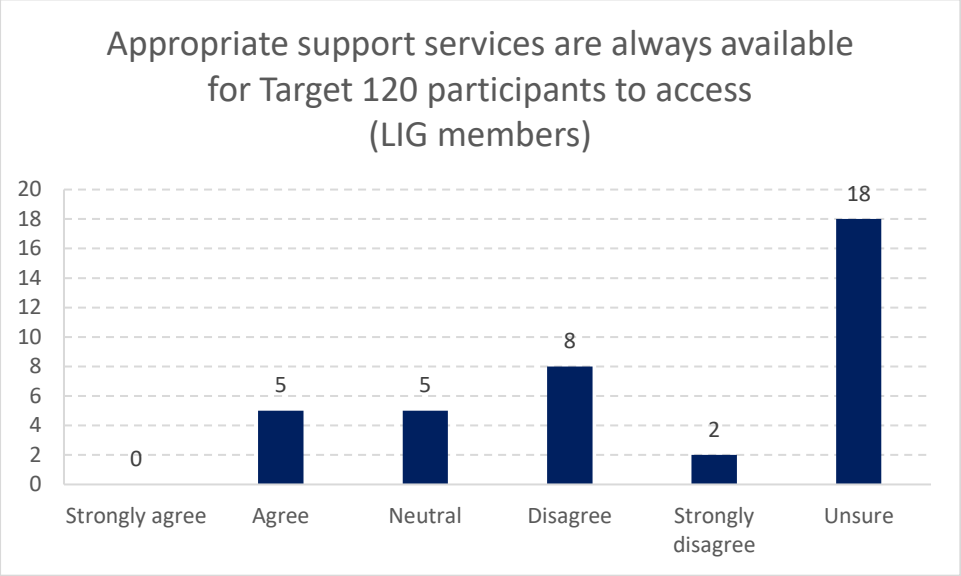


Figure 29: Responses to 'Appropriate support services are always available for Target 120 clients to access' (LIG members).

Recommendation: Include in CYO/lead ACCO/NFP staff member training, LIG ToRs and agenda documents responsibility of LIG Chair to clearly communicate updates on client referrals and services accessed.

Unsurprisingly, Target 120 service delivery staff and LIG members in rural locations were more likely to disagree or strongly disagree that appropriate support services are always available. Of those servicing metropolitan areas, 21% (n=4/19) said they disagreed or strongly disagreed with this statement. This is in contrast to 46% (n=22/48) of those who disagreed or strongly disagreed in rural areas[47] (Figures 30 and 31).

[47] Responses from 2 project staff who work state-wide have been excluded.

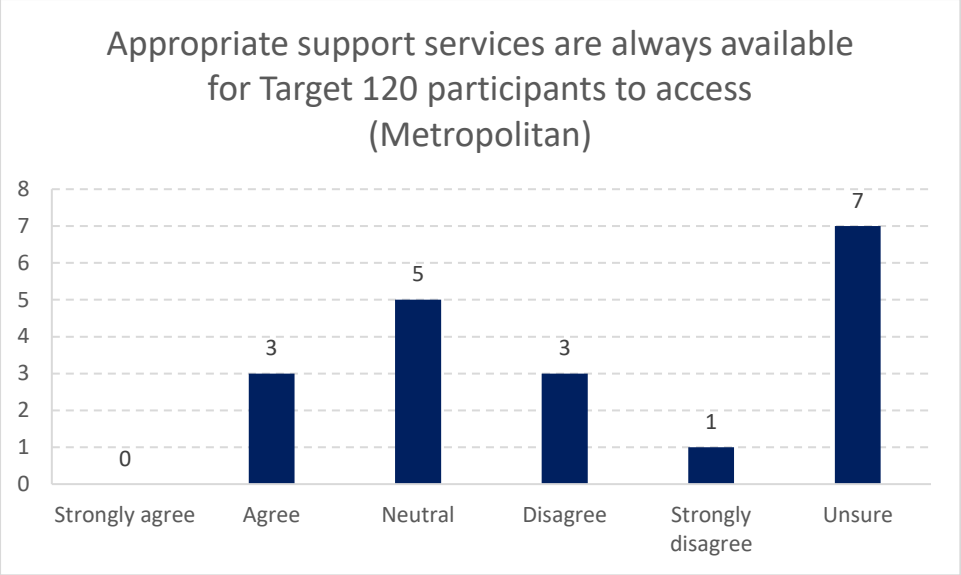


Figure 30: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff and LIG Members - Metropolitan).

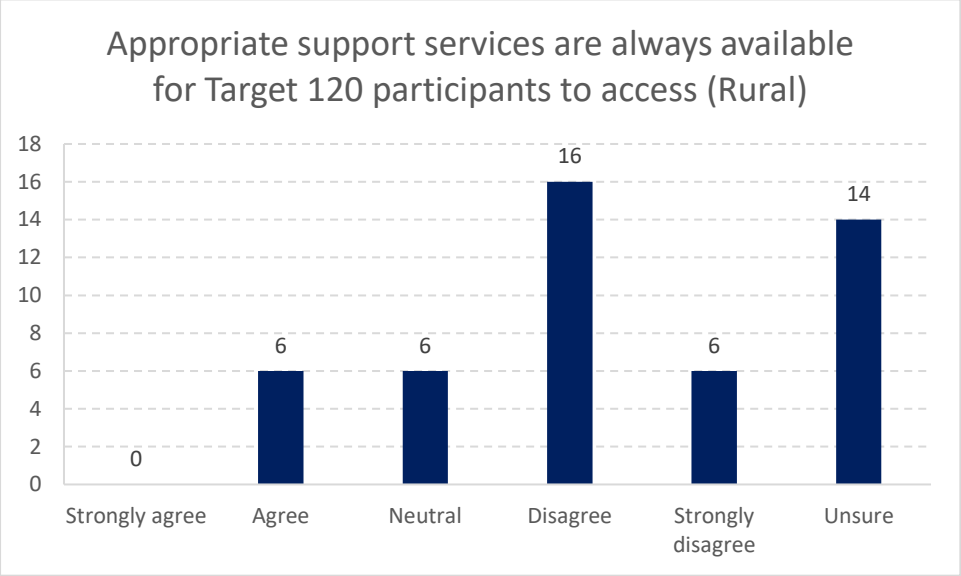


Figure 31: Responses to 'Appropriate support services are always available for Target 120 clients to access' (Target 120 Staff and LIG Members - Rural).

As per information entered into CMS, 52% of referrals made for clients were not, or were only partially, accepted (Figure 32). This represents a challenge to meeting the holistic case management needs of clients and families who come from complex backgrounds. For example, if a young person is experiencing mental health or substance misuse issues and they are unable to access specialised counselling or support services, this is likely to impact on their ability to maintain prosocial behaviours and refrain from offending behaviour. This is an issue that is not only relevant to youth justice but affects children and families across the social service sector[48,49].

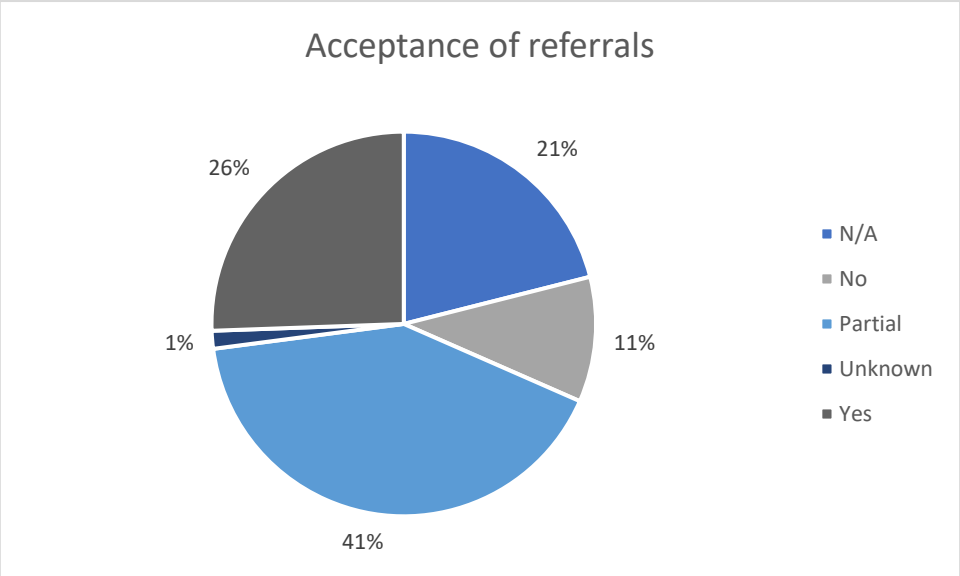


Figure 32: Acceptance of referrals (source: CMS).

6.2.3.2.3 Extent to which Target 120 takes a 'place-based' approach

A 'place-based' approach can be generally defined as:

> "A collaborative, long-term approach to build thriving communities delivered in a defined geographic location. This approach is ideally characterised by partnering and shared design, shared stewardship, and shared accountability for outcomes and impacts."[50]

A 'place-focused' approach, in contrast:

> "Plan and adapt government services and infrastructure to ensure they are meeting local needs. Government listens to community to adapt how we do our business, but ultimately, has control over the objectives, scope and implementation."[51]

Both place-based and place-focused approaches are equally valuable in different contexts[52]. The delivery model of Target 120 currently aligns to a 'place-focused' approach in most locations due to ownership by the Department of Communities and absence of non-government service providers on

[48] Robards, F., Kang, M., Steinbeck, K., Hawke, C., Jan, S., Sanci, L., Liew, Y. Y., Kong, M., & Usherwood, T. (2019). Health care equity and access for marginalised young people: a longitudinal qualitative study exploring health system navigation in Australia. International Journal for Equity in Health, 18(1), 41–41.

[49] AIHW (2014). Access to primary health care relative to need for Indigenous Australians. Cat. no. IHW 128. AIHW, Canberra.

[50] Dart, J. (2018). Place-based Evaluation Framework: A national guide for evaluation of place-based approaches: Report. Commissioned by the Queensland Government Department of Communities, Disability Services and Seniors (DCDSS) and the Australian Government Department of Social Services (DSS).

[51] Victorian State Government (2020). A framework for place-based approaches. Victorian Government. https://content.vic.gov.au/sites/default/files/2020-03/Working-%20together-in%20place-Policy%20Framework.pdf

[52] Ibid.

the LIGs (with the exception of ACCOs and a small number of NFPs). In those communities where Target 120 is ACCO-led, LIGs still consist of government agencies only and therefore they are also implementing 'place-focused' approaches.

It was identified in the 2020 Target 120 Evaluation Progress Report that there was room for improvement in engagement between government and non-government service providers. This opportunity for improvement remains. A number of Target 120 staff and LIG members commented that there was limited ability to involve non-government stakeholders in integrated case management for Target 120 clients, asides from making individual client-based referrals. It is recognised that there is legislation in place that restricts data sharing outside of government agencies. However, the Closing the Gap Priority Reform Four is seeking to increase shared access to data and information at a regional level to enhance the ability of Aboriginal and Torres Strait Islander people to use locally relevant data, to monitor the implementation of efforts to close the gap and to drive their own development[53]. Communities should seek to understand how collective impact models[54,55] in other locations have successfully negotiated such constraints to progress this priority reform and contribute to Closing the Gap targets. While a genuine place-based approach may not be suitable for Target 120 in all locations, lessons from these approaches should inform ways in which Target 120 can better engage the full array of non-government stakeholders in each local community to participate in integrated case management through the LIGs. This would also support better collaboration with local service providers who can assist in meeting the needs of culturally and linguistically diverse (CaLD) young people and families (which differ across different locations).

Recommendation: Explore transition towards a 'place-based approach', in which collaboration and data sharing occurs in a more open way at the local system level – in particular with non-government service providers in each local service system.

It was also noted that in many cases Target 120 clients were reluctant to come to Target 120 offices, where it was delivered by government, due to the stigma attached to Communities who also leads the state's child protection division. This observation strengthens the case for considering alternative sites for project delivery, such as that of Rockingham where the CYO and other Target 120 staff operate out of the Billy Dower Youth Centre.

Recommendation: Consider opportunities to locate (where feasible) any new Target 120 sites at locally identified non-government organisations - to enhance "neutrality" and minimise anxiety of certain individuals attending a Department of Communities office.

6.2.4 Collaboration between service providers

6.2.4.1 LIG functions and collaboration

The responsibilities of the LIG, as outlined in the ToRs[56], include:

- Translating the Target 120 approach and any state-wide policies and processes to suit the local context;
- Endorsing and prioritising a small cohort of shortlisted potential Target 120 candidates and their families based on shared agency knowledge of potential candidates presented via WAPOL data;

[53] Joint Council on Closing the Gap (2020). National Agreement on Closing the Gap. Joint Council on Closing the Gap.

[54] New York State Department of Criminal Justice Services (2014). New York State Juvenile Justice: Progress Toward System Excellence. New York. https://www.fsg.org/wp-content/uploads/2021/08/NYJJ-Case-Study-January-2014.pdf

[55] Cabaj, M., & Weaver, L. (2016). Collective Impact 3.0: An evolving framework for community change. Tamarack Institute, Canada.

[56] Western Australian Department of Communities (2021). Target 120 Local Interagency Group Terms of Reference. Government of Western Australia, Perth.

- Providing and entering relevant client data into the Target 120 Client Management System (CMS) to assist candidate selection and ongoing case management;
- Connecting Target 120 Community Youth Officers with State Government agencies to facilitate priority service access for project clients;
- Escalating actions within your individual departments when required;
- Assisting with the collation of data to support the project's Evaluation Plan, by inputting and utilising the CMS;
- Entering case notes into the CMS when your agency has an interaction with an active client or family member;
- Overseeing reporting to the regional decision- making group as required;
- Providing project status reports to the State-wide Executive Committee as required;
- Advocating for change through communication and collaboration with other members and stakeholders, and through active and visible participation in the group; and
- Supporting the achievement of outcomes for Target 120 young people and families.

It was apparent that LIGs in each location operate at different levels of maturity and are dependent on the ethos and approach of service delivery staff in the different locations as well as the level of turnover of representatives on the LIG. In locations where members had longstanding relationships with Target 120 service delivery staff and other members, and had been involved in the LIG for longer, they seemed to have a clearer understanding of the functions of the group. Where LIGs experienced a high turnover of members, this had negative effects for their understanding of their role and for the overall functioning of the group.

Information sharing through the LIG served as a critical way of ensuring that clients were only active with one agency at a time. For example, in the event of the client's family having an open case of IFS with CPFS or re-offending and being placed on a community-based order, then this made them ineligible for the project. On occasion, critical pieces of information were not passed on to Target 120 staff from LIG members and this had significant consequences, including one client who had been invited onto the project without staff being notified by Justice that they were on a community-based order at the time. Target 120 staff were required to rescind the invitation and explain what had happened to the family.

A majority of Target 120 staff and LIG members (61%; n=42/69) strongly agreed or agreed to the statement 'information is shared effectively across organisations involved in delivery of Target 120' (Figures 33 and 34). Those who responded 'neutral', 'disagree' or 'strongly disagree' to this statement (16%; n=11/69) commented on the impacts of: LIG members being unclear on their roles and responsibilities, errors being made in correspondence about clients due to high workloads of LIG members, or low meeting attendance on information sharing at their respective Target 120 location. In particular, the unique roles and responsibilities of each agency in the various stages of a client's journey from offending through to exit were not clear in some locations. This was more apparent at sites where there was a high turnover of LIG members and therefore, corporate knowledge around the purpose of the LIG was lost with each new incoming member.

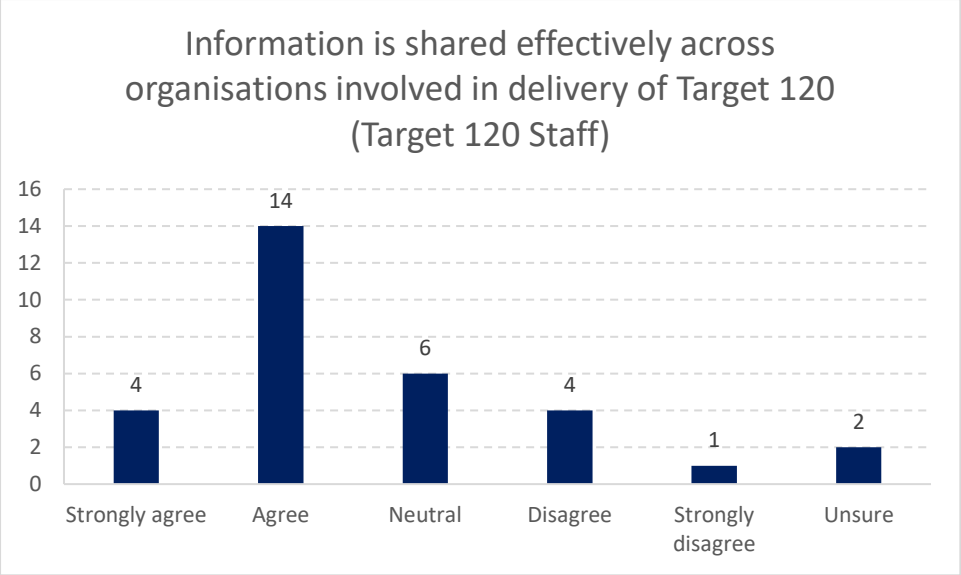


Figure 33: Responses to 'Information is shared effectively across organisations in delivery of Target 120' (Target 120 Staff).

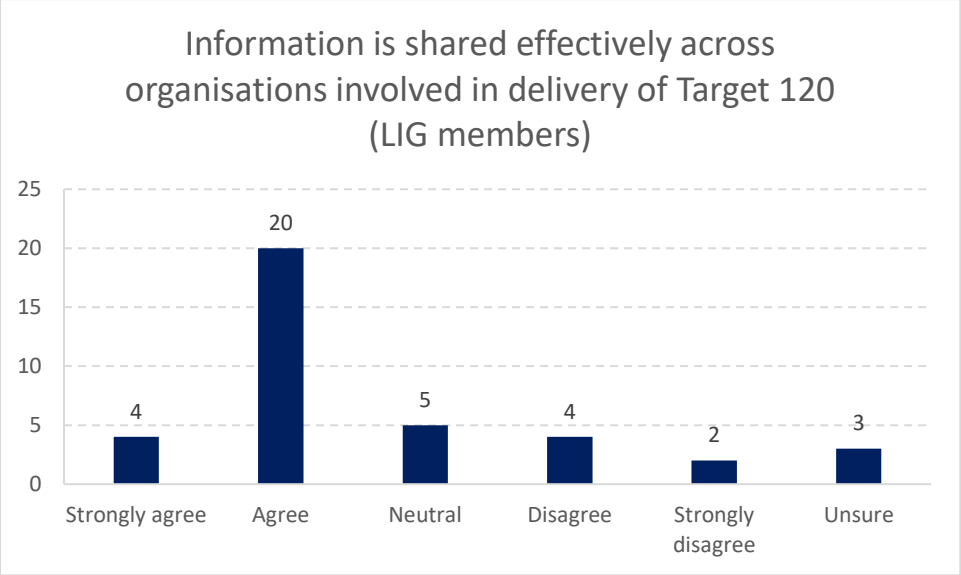


Figure 34: Responses to 'Information is shared effectively across organisations in delivery of Target 120' (LIG members).

In response to the statement 'staff involved in the Target 120 project and the LIG have a strong understanding of each other's roles and responsibilities', 77% (n=24/31) of Target 120 staff strongly agreed or agreed, while 13% (n=4/31) were neutral, 6% (n=2/31) disagreed and 3% (n=1/31) were unsure (Figure 35).

Slightly lower than staff, 61% (n=23/38) of LIG members strongly agreed or agreed that staff and LIG members have a good understanding of each other's roles and responsibilities (Figure 36). Approximately 11% (n=4/38) of LIG members were neutral, 24% (n=9/38) disagreed and 5% (n=2/38) were unsure.

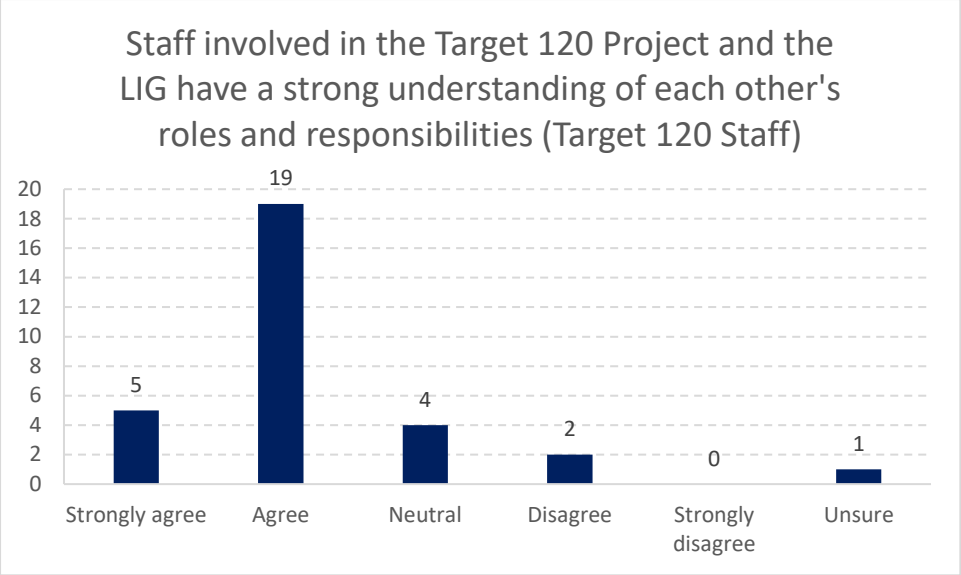


Figure 35: Responses to 'Staff involved in the Target 120 project and the LIG have a strong understanding of each other's roles and responsibilities' (Target 120 Staff).

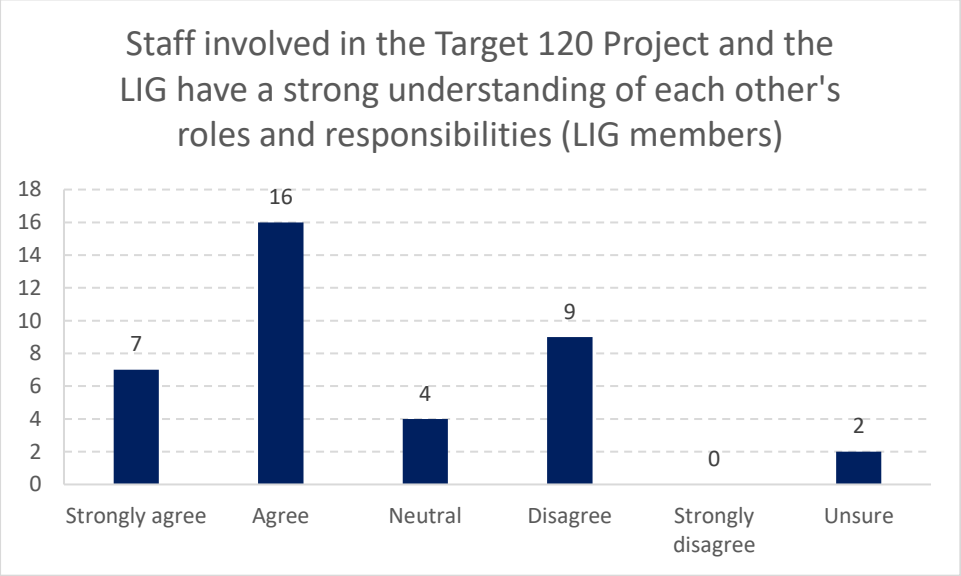


Figure 36: Responses to 'Staff involved in the Target 120 project and the LIG have a strong understanding of each other's roles and responsibilities' (LIG members).

While it seemed most LIG members understood what their roles and responsibilities were as part of the client identification process, the selection process and beyond held slightly more confusion. It would be beneficial to clarify the unique roles and responsibilities of each Service Partner Agency and document these in a location accessible to current LIG members, including their role in the various stages of a client pathway as shown in Table 3.

Stage	Agency specific roles and responsibilities to be clarified
Selection and prioritisation	• Role and responsibilities in identification process • Role and responsibilities in selection and prioritisation process (specific to early intervention objectives) • Role and responsibilities in the event of a client potentially becoming ineligible or becoming ineligible (e.g., IFS case being opened or client based on a community-based order, or potential for either of these to

	occur). For example, should they still be providing updates on these clients? In which case, what types of information do they need to provide? What communication should occur when the young person/family becomes eligible again? • Role and responsibilities in facilitating priority service access for project clients in the context of mutually agreed Service Partner Agency priorities
Case management	• Role and responsibilities in case management and support. For example, what types of information is needed and under what circumstances? • Role and responsibilities relating to providing other agency specific information to the LIG. For example, what agency specific services should they link clients/families in? Under what circumstances should they be contacting Target 120 staff about active clients out of session? What other decisions are they likely to be involved in?
Step down and case closure	• Role and responsibilities in the step-down/case closure process

Table 3: Clarifications required to LIG member roles and responsibilities specific to each Service Partner Agency.

Recommendation: Include in LIG Terms of Reference (or individual Service Partner Agency MoUs) specific roles and responsibilities of Service Partner Agencies.

Where staff turnover in LIG member agencies was high, this meant that corporate knowledge was lost with each new staff member who came on board the LIG and unfortunately this placed a responsibility on Target 120 staff to explain the role of the LIG, and associated processes, to each new staff member. This did not always appear to have been done and the impact was that certain LIG members were not clear on what their role was or how they could support the goals of the project. The LIG ToRs also do not clearly state that the role of the Chair is to provide new members with all relevant documentation and brief them prior to their attendance at meetings.

Recommendation: Include in CYO/ACCO/NFP equivalent training materials, grant agreements and LIG Terms of Reference responsibility of lead Target 120 staff to onboard new LIG members with information about the scope of the project, and their specific agency roles and responsibilities.

The primary factors underpinning how effectively the LIG appeared to be functioning were:

1. the proactivity of lead Target 120 staff (CYOs/ACCO equivalent);
2. the stability of LIG membership; and
3. competing priorities experienced by LIG members that impacted on their attendance and engagement.

These looked different in each Target 120 site visited and therefore strengths and opportunities reported here are not necessarily relevant to all locations.

Where LIGs had longstanding members who had developed strong relationships with Target 120 staff and a sound understanding of the goals of the project, they were reported to be functioning well. There were many reports of a shared commitment to the goals of the project amongst LIG members and of good communication between these individuals. This also meant that longer standing staff and LIG members had a stronger understanding about the project and how they could maximise the effectiveness of collaboration between LIG and other non-government service providers through

utilising the abilities and working within the constraints of each service provider. In particular, relationships and communication between Target 120 staff, police and education in most locations were noted as strong. Many LIG members commented on the importance of the cross-sectoral discussions occurring at meetings about Target 120 clients and their families. LIGs worked best when meetings were regular and structured but were seen as a formality with additional informal correspondence between members occurred as needed, for example if a client had not been attending school.

Competing priorities were reported by certain LIG member agencies which brought about challenges to their attendance at LIG meetings.

Recommendation: Explore opportunities with WAPOL to include information about Target 120 in Regional Shield staff induction.

Lead Target 120 staff (CYOs or ACCO equivalent) in most locations visited were described as very proactive in their communication and information sharing about Target 120 client and family support needs and other updates with LIG members. In one location, proactivity of lead Target 120 staff was limited by an organisational ethos of protection of information rights of clients. In other words, they became reluctant to proactively share information about clients at LIG meetings unless there was a specific instance where support from LIG members was required. In this case, LIG members felt that they were not being provided with updates about other Target 120 clients and therefore opportunities may have been missed for more effective collaboration. They also reported that attendance at meetings in this location was dropping off because meetings were not planned or structured well and it was unclear why their presence at meetings was needed. In another location visited, the CYO role had not been filled for several months and meetings were not regularly convened. This was impacting on the ability of LIG members to collaborate with other Target 120 staff as they were not provided with regular updates nor opportunities to discuss clients' support needs.

6.2.4.2 Collaboration between government and non-government service providers

It was reported that appropriate referrals were made to meet clients' and families' holistic support needs when relevant to non-government service providers in each location (as discussed in 'Linkages to relevant services'). There was, however, no systematised way in which these organisations were involved in the identification, selection, prioritisation and service integration in each location. This was highlighted as an issue by several Target 120 staff and LIG members and noted as causing duplication of services and overservicing certain families. As discussed previously in this report, it was considered that it would be of benefit to the project to work with all relevant stakeholders in each local service system who play a role in prevention of youth offending rather than government agencies only.

There were other systemic issues affecting collaboration between government and non-government service providers relating to eligibility of services and intake processes for wraparound supports. For example, a client was unable to receive counselling for alcohol and other drugs from an ACCO as they had not first been provided with generalised counselling services.

6.2.5 Responsiveness to diversity and needs of Aboriginal young people and families

The small sample size of Target 120 clients and parents/carers means that it is not possible to comment on the responsiveness of the project to the diversity and needs of Aboriginal young people and families as informed directly by recipients of the project. Yet, commentary can be made regarding some

elements of the design and delivery of the project that align with the evidence around what is needed for cultural responsiveness in youth justice program delivery[57].

The transition towards ACCO-led project delivery was seen as a positive move by Target 120 staff and ACCOs for project delivery to align with the principle of self-determination as mandated by the Closing the Gap Priority Reforms. Aboriginal governance and leadership have been highlighted as integral for culturally safe service delivery in programs and projects for Aboriginal and Torres Strait Islander people[58,59]. At ACCO-led sites, consultation with members of the local Aboriginal community appeared to be stronger due to the inherent cultural leadership and authority in place within these organisations.

Consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients did not appear to be as extensive in CYO-led sites, even though the Closing the Gap Priority Reforms suggests such strategies across government service delivery[60]. This may have been due to the presence of Aboriginal staff within project teams, which was seen as highly valuable, and staff being accustomed to 'business-as-usual'[61] ways of working where decision-making sits within government authority. While effort was reported to be made in consulting with local Aboriginal community organisations and Elders, the ability of CYO-led sites to consult with Aboriginal people at this level was not easy due to the absence of immediate links to the local community. Despite this, 68% (n=21/31) of Target 120 staff and 45% (n=17/38) of LIG members strongly agreed or agreed that consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients was appropriate (Figures 37 and 38). The main difference between the responses from Target 120 staff and LIG members was that many LIG members felt that they did not observe enough evidence to comment on this matter and selected 'unsure' (26%; n=10/38).

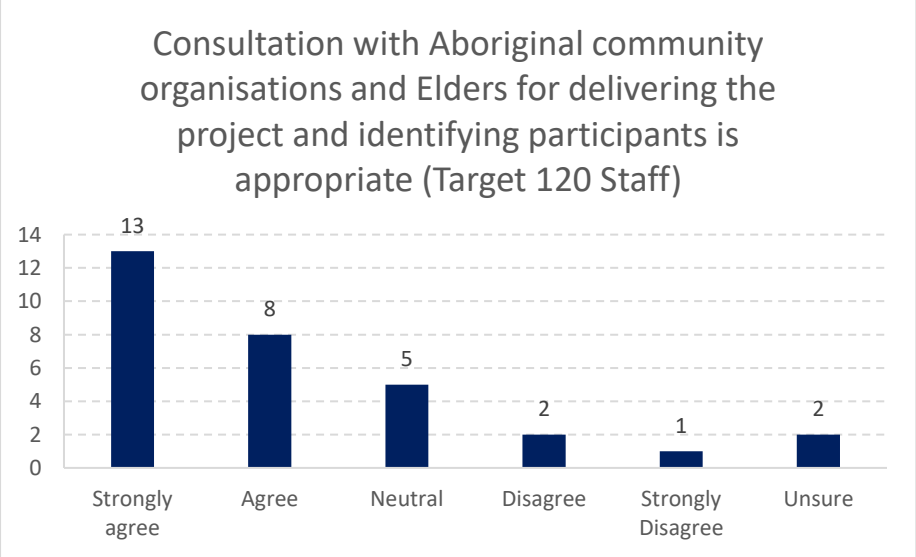


Figure 37: Responses to 'Consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients is appropriate' (Target 120 Staff).

[57] Shepherd, S. M., Delgado, R. H., Sherwood, J., & Paradies, Y. (2017). The impact of indigenous cultural identity and cultural engagement on violent offending. BMC Public Health, 18(1), 50–50.

[58] Koori Youth Council and Victorian Department of Justice (2022). Wirkara Kulpa Aboriginal Youth Justice Strategy 2022-2032. Victorian Government.

[59] Pooley, K. (2020). Trends and issues in crime and criminal justice: What are the characteristics of effective youth offender programs? Australian Institute of Criminology.

[60] National Agreement on Closing the Gap. (2020). Australian Government.

[61] Productivity Commission. (2023). Review of the National Agreement on Closing the Gap: Draft Report. Canberra.

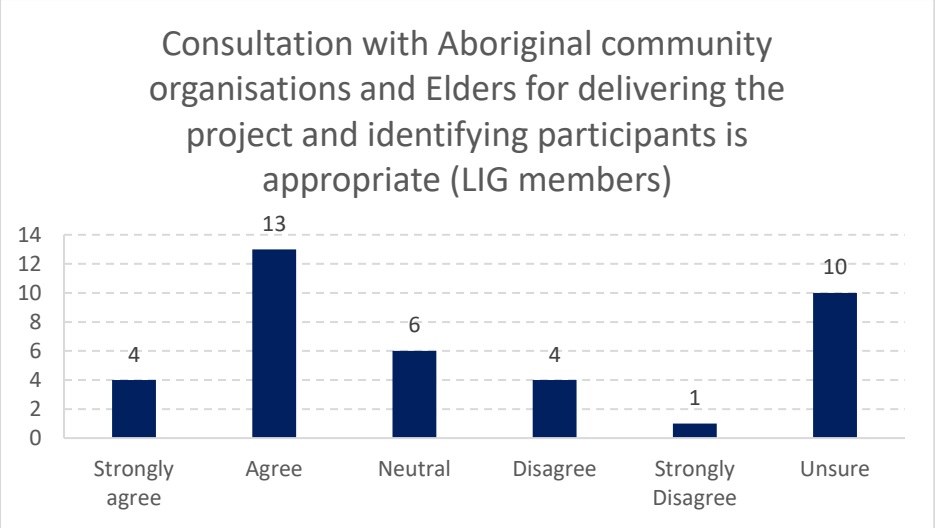


Figure 38: Responses to 'Consultation with Aboriginal community organisations and Elders for delivering the project and identifying clients is appropriate' (LIG members).

Elders being regularly invited to LIG meetings to provide cultural advice was reported in one location, however, other LIG members present at these meetings stated that they were unclear on what their role was. It should ultimately be considered the responsibility of individual LIG members to take up self-directed learning about the relevance of cultural advice at LIG meetings, and this reflected a lack of understanding about broader LIG functions and the goals of Target 120 by these staff who were new to their roles on the LIG. It was also stated that effort was made by CYO-led sites to engage with Aboriginal staff and organisations out in the community to support case management and support of Target 120 clients where appropriate.

The LIG ToRs state that the LIG will 'apply a cultural lens on all its discussions, decisions and recommendations including consultation with relevant committees', however there is limited guidance provided regarding how this should be done. It was reported by Target 120 staff and LIG members in most locations that where there were Aboriginal people present during LIG meetings, either as staff or LIG members, effort was made to utilise their community knowledge and networks to inform the identification, selection and prioritisation process. It would be beneficial, however, for more formalised arrangements to support the application of a cultural lens to Target 120 operations, including staff induction and LIG discussions. This should be developed as relevant to each Target 120 location but could include guidance and advice regarding culturally safe delivery of Target 120 and representation by Elders at LIG meetings in a regular or ad hoc capacity.

Recommendation: Establish formalised arrangements to include community Elder or other cultural authority representation into LIG meeting discussions, as relevant to each Target 120 location.

There was generally good perception by Target 120 staff about the responsiveness of the project to the cultural needs of Aboriginal young people and their families, with 71% (n=22/31) of staff stating they agreed/strongly agreed this was done well (Figure 39). Around a third (34%; n=13/38) of LIG members were of agreement that Target 120 met these cultural needs (Figure 40). Again, many LIG members felt that they could not comment on this statement with 39% (n=15/38) responding that they were unsure.

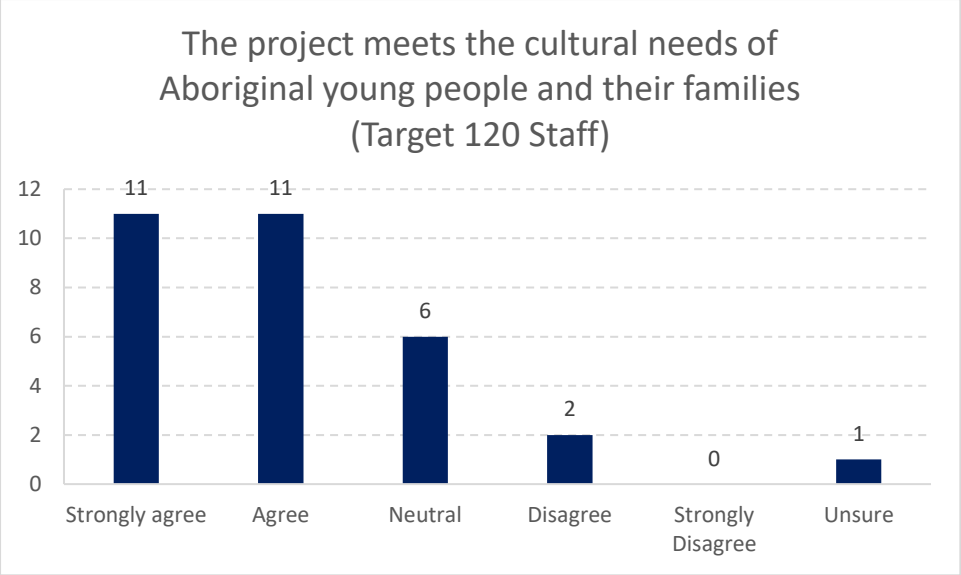


Figure 39: Responses to 'The Target 120 project meets the cultural needs of Aboriginal young people and their families' (Target 120 Staff).

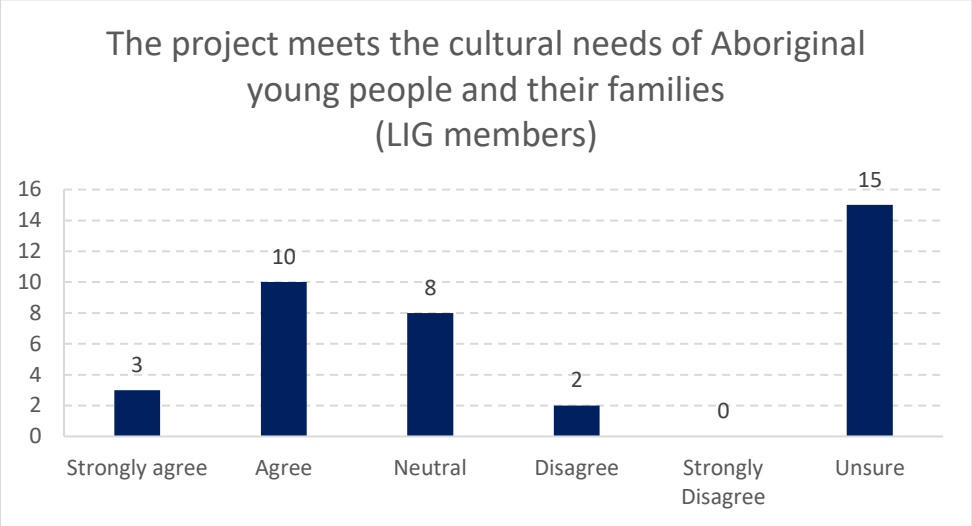


Figure 40: Responses to 'The Target 120 project meets the cultural needs of Aboriginal young people and their families' (LIG members).

One key issue arose in relation to implementation of Target 120 at ACCO led sites, as highlighted in qualitative feedback provided through the questionnaire. This related to an ACCO failing to align its Target 120 operations with the service delivery model of Target 120. This occurred through inadequate sharing of client information at LIG meetings due to concerns around ownership and benefit. However, active Target 120 clients will have already consented to sharing of their information amongst key stakeholders through the LIG to achieve the interagency collaboration objective of the LIG. The need for Aboriginal control and leadership over Target 120 is invaluable to the legitimacy and cultural safety of the project, guiding engagement of clients and families and embedding cultural knowledge within project activities. Nevertheless, being part of a project requires alignment to certain processes that have been implemented to achieve overall project objectives.

Recommendation: Strengthen grant agreements with ACCOs/NFPs to better reflect responsibility to align with the service delivery model.

In addition to cultural leadership offered for the project through ACCO-led sites, the role of Aboriginal staff in Target 120 project was considered critical by staff and LIG members. Employment of Aboriginal staff in Target 120 service provision roles was reported to be prioritised by Principal Project Officers at all sites. It was felt these had strong connections with families in the community and a good understanding of dynamics between different families, for example, whether there were any existing feuds between families that would affect group activities. Their knowledge was also drawn upon for non-Aboriginal staff to be able to learn about appropriate cultural protocols and engagement, such as gender considerations. Several staff and LIG members commented that having Aboriginal staff assisted with building trust with families as they had shared experiences, were more familiar with individual circumstances and had greater experience with culturally appropriate engagement processes. Indeed, many Target 120 teams spoke about the internal culture of continuous learning they had created to enhance their cultural responsiveness. The high level of cultural sensitivity of Target 120 staff was noted by many LIG members.

The connections of Aboriginal staff were also employed to harness the cultural authority and knowledge of Elders in the community during cultural activities. Parents and carers who participated in a questionnaire valued the cultural activities offered through the project as an opportunity for young people to learn about culture and to strengthen their cultural identity.

Communities offers a range of training options for all staff regarding cultural safety such as Aboriginal Mental Health and Deadly Ways of Working. These non-mandatory trainings were viewed as informative and beneficial for practice by those who had attended them. It was also stated that Communities endeavours to employ Aboriginal staff in key project roles, however, that this does not always eventuate for a range of reasons such as lack of suitable applicants for these roles.

6.2.6 Responsiveness to diversity and needs of culturally and linguistically diverse (CaLD) young people and families

Limited information was provided regarding effectiveness of engagement with other CaLD young people and families due to their relatively small makeup of the Target 120 cohort and the diversity of CaLD clients across different sites. As a result of this diversity and small numbers, responses to the statement, ‘The project meets the needs of CaLD young people and families’ were mixed (Figures 41 and 42). A total of 30% (n=21/69) of Target 120 staff and LIG members strongly agreed or agreed that Target 120 is meeting their needs, 6% (n=4/69) disagreed, and 64% (n=44/69) were neutral or unsure. Over half (55%; n=21/38) of LIG members said that they were unsure to what extent the project was meeting the needs of CaLD young people and families (Figure 42).

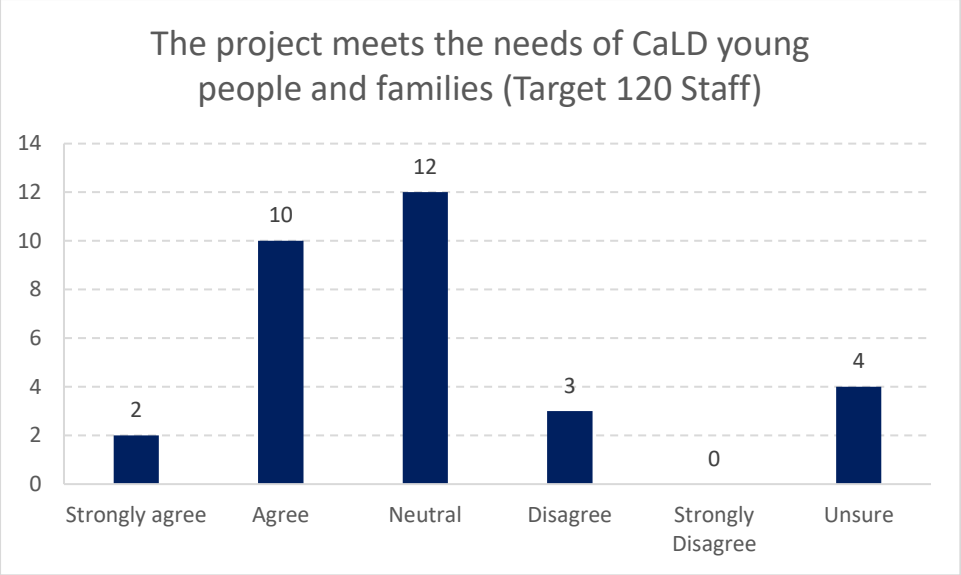


Figure 41: Responses to 'The Target 120 project meets the cultural needs of CaLD young people and their families' (Target 120 Staff).

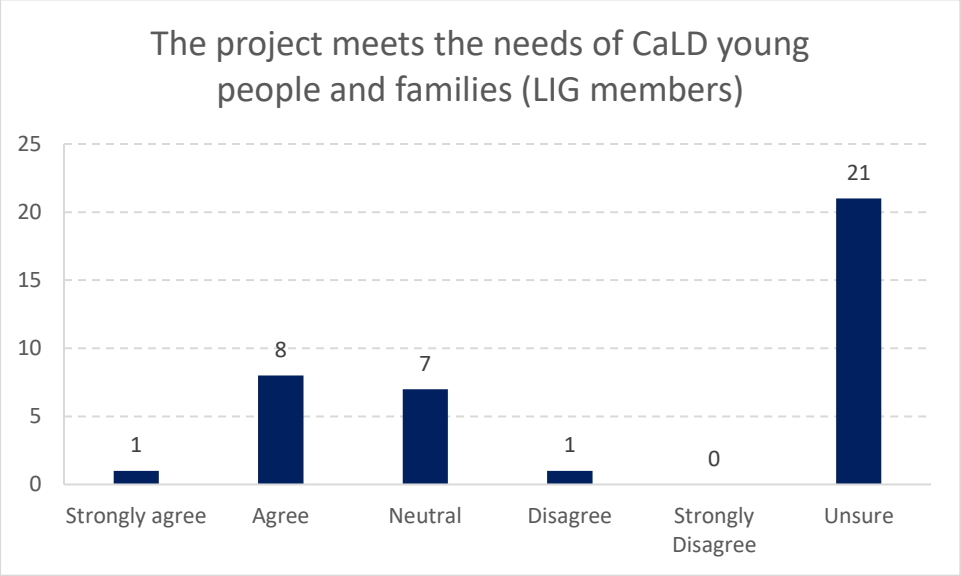


Figure 42: Responses to 'The Target 120 project meets the cultural needs of CaLD young people and their families' (LIG members).

Target 120 service delivery staff commented that they endeavour to take a contextually informed approach to seeking services and supports for CaLD young people and families. Due to the small number of this cohort who enter the project, it is considered sufficient that staff maintain this approach as relevant to each location.

6.2.7 Sustainability

Requirements for a sustainable model of delivery include:

- Availability of skilled workforce in delivery sites;
- Presence of key service providers from police, justice, health, education, service delivery portfolios of Communities including Housing, Child Protection and Disability Services and local ACCOs or NFP organisations in delivery locations;
- Ongoing workforce.

There are several different models that could be considered, ranging from the continuation of a centrally-led model of delivery to one that is more regionally based. For a project of this nature that relies upon collaboration by a range of state-wide government agencies, some degree of project-wide oversight is necessary to make progress towards achieving objectives. Centralised project management, governance, workforce capability and data functions are needed.

That said, Communities should begin sustainability planning and look for opportunities to conceptualise and embed the Target 120 delivery model within existing delivery sites. Ideally, this would make greater use of resources from outside the government sector such as relevant non-government and private service providers in each location through a 'place-focused approach' to increase the local system-level capacity to respond to youth offending, as discussed previously. This also brings about the need for longer term contracts for Target 120 staff and service providers, as the relatively short-term tenure of Target 120 was reported to be having impacts for staff recruitment. As well, alternative sources of funding such as philanthropy could be sought to assist in ongoing maintenance of the resourcing required to sustain Target 120.

Recommendation: Assess project delivery beyond 2025.

6.2.8 Impact if Target 120 ceases

Target 120 has demonstrated through the outcomes in the CMS data, Treasury's analytical report findings and the results of the Cost Benefit Analysis in section 8 of this report, that it generates positive fiscal, economic and social benefits and impacts. This includes financial and fiscal benefits for the State Government in not only juvenile justice and child protection expenses compared to non-client cohorts, but also extends to include recreation and leisure and family environment benefits to the clients.

The cessation of Target 120 would see the experience of clients trend back to that of the non-client cohort, resulting in a significant fiscal opportunity cost to the State Government as well as the loss of direct and indirect economic and social benefits now and over the long-term.

The qualitative data collected through this evaluation including the case studies developed suggests that this project is greatly valued by young people, their parents/carers, the organisations through which it is delivered and Service Partner Agencies. It fills a gap offered by no other services through the flexibility that it offers in the types of support that is provided and the opportunities it creates for cross-sectoral responses to youth offending. It is likely that cessation of the project would negatively impact the relationships and trust that are progressively being built across local service system providers and with communities themselves. These relationships and trust are not to be underestimated as they are the basis of a more collaborative, integrated and responsive youth justice system.

6.3 Summary

The service delivery model at a high level was determined to be appropriate as a result of a range of adjustments by Communities since the project's inception. Several strengths were identified such as the focus on cultural safety through employment of Aboriginal staff, some well-functioning LIGs that are providing comprehensive and integrated support to clients and families and effective sharing of information as part of the identification process through the LIG. Opportunities exist to strengthen the model of change and to align project documentation including policies and procedures.

7. Effectiveness in reducing rate and severity of offending and improving other outcomes

Evaluation question 2: How effective is the Target 120 project in reducing the rate and severity of offending in the Target 120 project cohort?

7.1 Method

The following is a summary of key data findings, trends and outcomes from the analysis of Target 120 client participation and outcomes for clients that exited in 2022.

A total of 133 clients commenced prior to 31 December 2021 and exited the project prior to 31 December 2022. This cohort was identified by Treasury for the purpose of the justice-related cost benefit analysis and has been used as the basis of this analysis for consistency.

7.2 Findings

7.2.1 Police contact trends

Data on WA Police contacts with clients that exited the project in 2022 was available for the period prior to entering the project, during the project and post the project.

Indicators	No. of Police contacts	Clients	Average Police Contacts per Client
Pre-Target 120	1,007	133	7.57
During Target 120	392	133	2.95
Post Target 120	838	133	6.30

Table 4: Contact with police.

Overall, there were 1,007 contacts with Police by clients prior to entering Target 120 (Table 4). This represents 7.57 contacts per client on average. This dropped considerably during participation in the project, to an average of 2.95 contacts. While contacts increased again post-project exit to 6.30 contacts, this remains below that of the pre-project contact level.

7.2.2 Re-offending rates

Re-offending data was included in the information provided. This is broken into two categories:

- Re-offending during the project
- Re-offending after the project

Of the clients that exited the project in 2022, 60.9% or 81 clients re-offended while participating in the project. After existing the project this fell to 55.6% or 74 clients (Figure 43).

When examined together and accounting for individuals who re-offended both during and post the project, 74.4% or 99 out of 133 clients re-offended in total. This means that 25.6% of clients did not re-offend during or post exiting the project.

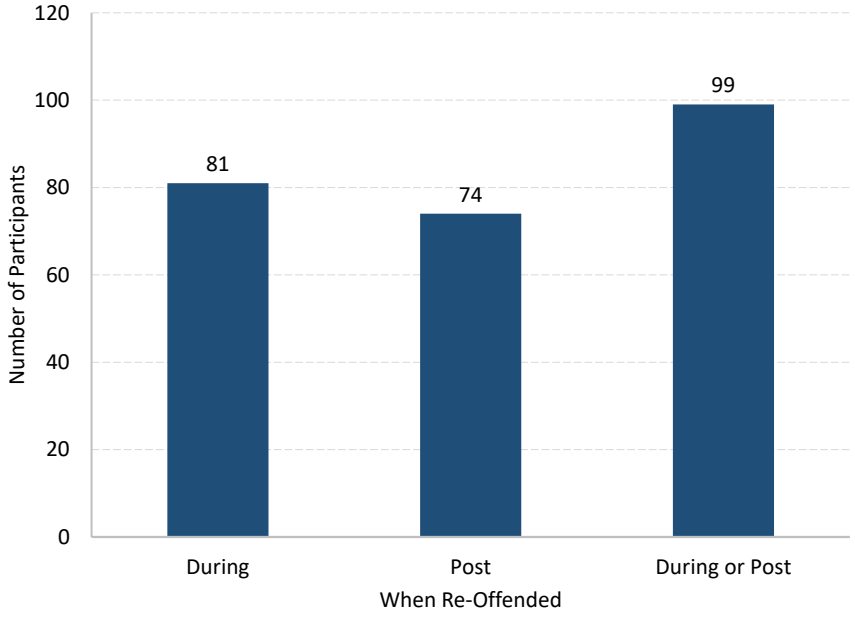


Figure 43: Clients that re-offended during or post the project.

7.2.3 Seriousness of offences

A review of the offences committed by clients before their participation in the project revealed that common assault and unlawful entry were the most common offences committed by project clients before entering the project (Figure 44). Other offences such as theft from retail premises, serious assault resulting in injury and aggravated robbery were also notable.

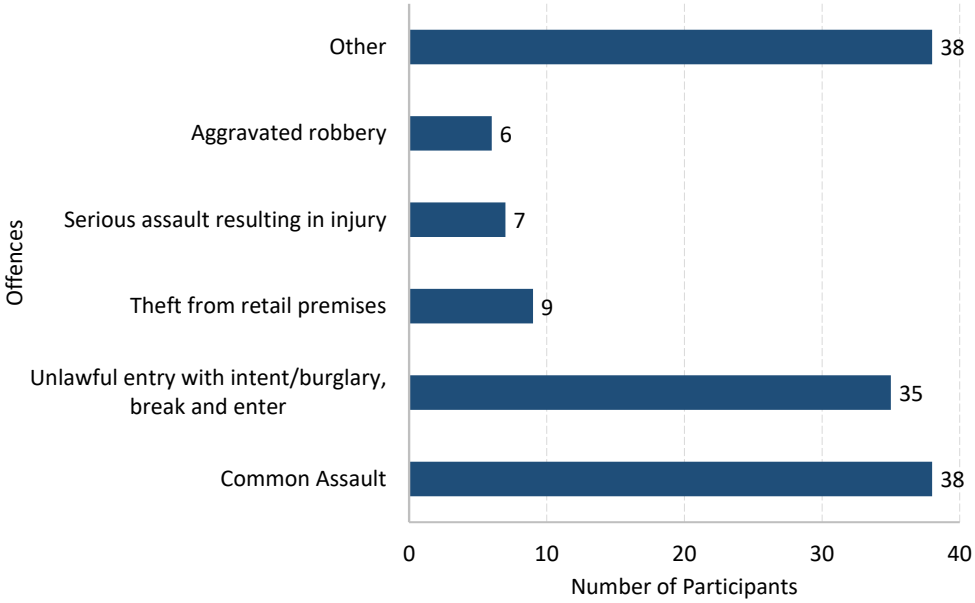


Figure 44: Offences of clients pre project.

Of the 101 clients that reoffended during or post the project, 48 (48%) committed offences that were more serious than that committed before participating the project (Figure 45).

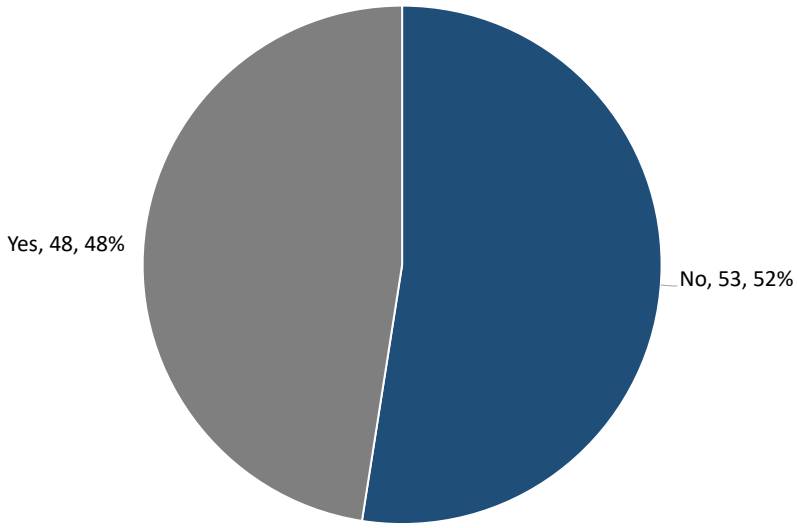


Figure 45: Were Offences Post-Target 120 More Serious than Before.

A review of the age profile of clients that re-offended post project participation indicated that 12-year-old clients had the highest reoffending rates (at 85.2%) while the lowest was among 10-year-olds (at 54.5%) (Table 5).

TABLE 5 REMOVED DUE TO IDENTIFYING CHILD INFORMATION

Table 5: Re-offending rates by age profile.

7.2.4 Participation in leisure activities

At the point of intake, only a small share of the clients (10.5%) that exited in 2022 were participating in leisure activities. However, upon exiting the project, this increased to 34.6% or 46 clients (Figure 46).

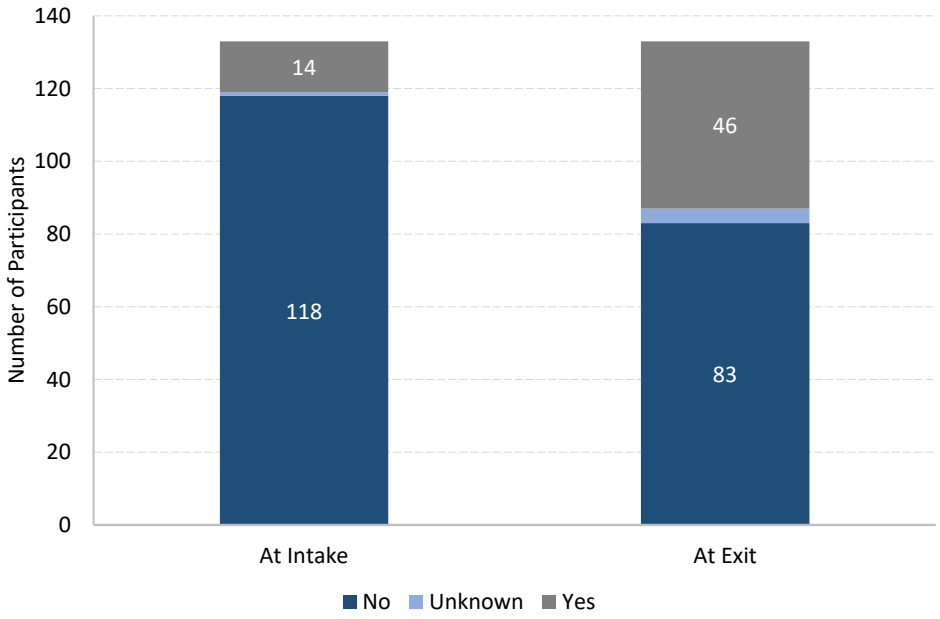


Figure 46: Were project clients participating in leisure activities at intake and exit.

7.2.5 Evidence of improved family functioning

In addition to participation in leisure activities, the data captured through the YLS/CMI demonstrated evidence of improved family functioning and home stability compared to the 12 months prior to engagement in the project. Overall, the data found that 45 clients or 33.8% experienced an improvement in their family functioning and home stability.

7.2.6 Perceptions of change

All 15 clients, parents and carers who participated reported that the project helped them to achieve change in various areas of their life (Figure 47). While the small sample size limits the ability to make definitive judgements about this data, it clearly demonstrates the value that all clients saw in being part of Target 120.

The case studies (Attachment 2) also demonstrate examples of the small but significant ways that Target 120 can have an impact on the lives of clients. As noted by Target 120 staff and LIG members, these small changes and their very real effects for the decisions that young people make about their futures should be highlighted and celebrated.

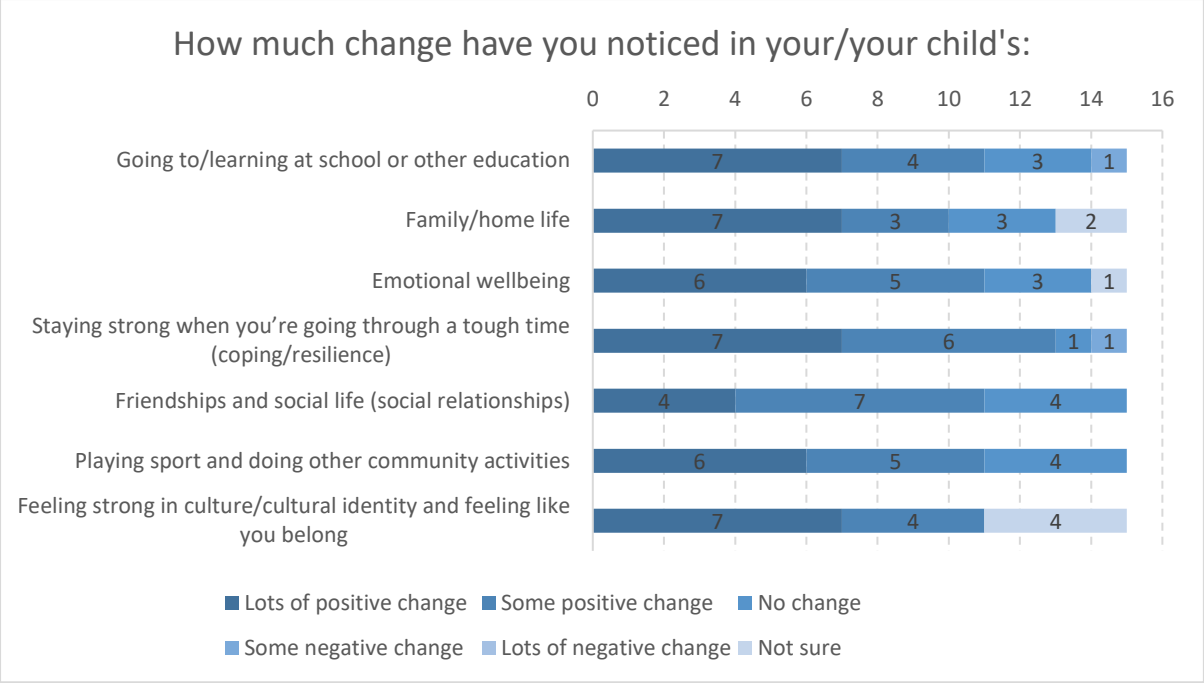


Figure 47: Perceptions of change as a result of being part of Target 120 (clients/parents/carers).

7.2.7 Education enrolment status

It should be noted that the data potentially indicates an unintended outcome relating to education enrolment status.

At the time of intake, 86.5% of clients (n=115) were enrolled in education (Figure 48). Of these clients, the majority (n=89) were enrolled in mainstream education institutions with the remainder in alternative institutions.

Over the course of the project, the majority of clients changed education place, with 57.9% (77 of the 133) changing while participating in the project.

However, a review of the education enrolment status of clients upon exit from the project saw enrolments drop to 51.1% (n=68) (albeit with the enrolment status of 7.5% of exiting clients unknown).

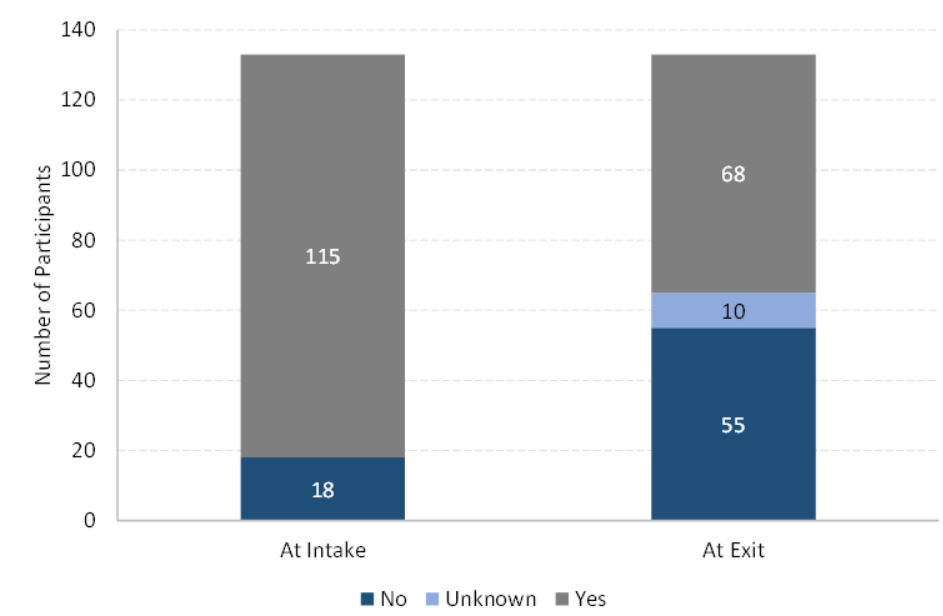


Figure 48: Enrolled in an Educational institution, on project intake and exit.

A potential explanation for this trend is the possible shift in enrolment from traditional to alternative schooling arrangements, such as CARE school or Notice of Arrangement during participation in T120, which would impact enrolment rates.

7.3 Summary

The key findings for clients that exited the project in 2022 include:

- Successful completion accounted for the largest share of project exits (44%; n=59/133), with unsuccessful attempts to engage (26%; n=34/133) and relocation (15%; 20/133) the next most common reasons;
- Contacts with Police by clients during and post project were lower than before the project;
- Approximately a quarter of clients did not re-offend during or post project exit;
- Of those clients that re-offended, 52% committed offences less serious than the original offence;
- Re-offending rates were highest among 12-year-olds and lowest among 10-year-olds;
- Participation in leisure activities increased from 10.5% of clients at intake to 34.5% by time of exit;
- Thirty three percent of clients experienced an improvement in their family functioning or home stability;
- At intake, 86.5% of clients were enrolled in education, though this declined to 51.5% by project exit (plus 7.5% of Unknown) (possibly due to alternative schooling arrangements).

Note no data was included within the CMS that was sufficiently statistically significant to determine the extent of improvement in connection with community and culture. However, it is noted in the questionnaire responses, level of cultural understanding demonstrated by staff and other anecdotal evidence provided by staff that the project meets the cultural needs of Aboriginal and other CaLD clients.

8. Efficiency in reducing the costs associated with youth offending

Evaluation question 3: To what extent does the Target 120 project represent an efficient approach to reducing the costs associated with youth offending in WA?

8.1 Method

Three interrelated pieces of analysis were undertaken to determine the efficiency in reducing the costs associated with youth offending in Western Australia. These included:

- Analysis of key expenditure to date and unit cost analysis of project financial data provided by Communities in October and November 2023. This information was also provided to Treasury to inform the preparation of the Target 120 Analytical Report (refer to section 0.2).
- Review of the results of Treasury's Target 120 Analytical Report (December 2023).
- A bespoke Cost Benefit Analysis (CBA) drawing on and expanding upon the result of Treasury's analysis to include sectoral, crime victim and client leisure and family benefits.

These specifics of the Treasury report and CBA methodologies are outlined in their respective sections below in further detail.

8.2 Findings

8.2.1 Project Costs

8.2.1.1 Expenditure to Date

This analysis included expenditure to date relating to the Target 120 project from 2017/18 financial year to the first half of the 2022/23 financial year. This is summarised in Table 6 below.

Expenditure to Date - Total $'000's	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023[62]
Accommodation		865	7,042	1,791	3,675	412
Depreciation and Amortisation			17,169	14,635	17,805	12,825
Finance Cost			552	1,074	1,345	387
Grants & Subsidies		143	420,769	1,129,365	2,634,417	2,616,339
Other Expenses		395	2,763	15,921	131,671	191,834
Other Staffing Costs	18	28,889	140,460	113,829	115,988	79,633
Salary	176,531	395,534	1,992,619	1,657,562	1,870,282	1,107,638
Superannuation	15,780	39,250	174,967	149,506	195,805	120,465
Supplies and Services	70,036	93,527	333,999	424,009	235,014	56,992
Total Expenses	262,366	558,603	3,090,339	3,507,691	5,206,001	4,186,525

Table 6: Target 120 expenditure to date[63].

Note that cost budgets were not provided to QCA for review and comparison with actual expenditure.

[62] Expenditure to 31 December 2022
[63] Provided by Department of Communities

8.2.1.2 Site Cost Analysis

Site and unit specific cost analysis was undertaken by Treasury for all fully and partially operational sites across the Target 120 project. This includes the original 11 sites which are the subject of this evaluation as well as other sites analysed in the December 2023 Treasury Target 120 Analytical Report. The results of this analysis are summarised in Table 7 below.

Sites	Participant days	Site cost (including overheads	Cost per day
Albany	1,394	$581,382	$417
Armadale	2,322	$299,431	$129
Broome*	2,486	$678,750	$273
Bunbury	1,997	$515,701	$258
Carnarvon*	265	$408,845	$1,543
Derby*	-	$300,090	-
Ellenbrook*	609	$135,477	$222
Fitzroy Crossing*	-	$300,090	-
Geraldton	2,123	$460,509	$217
Halls Creek*	-	$50,090	-
Kalgoorlie	1,800	$447,821	$249
Karratha*	152	$417,295	$2,745
Kununurra	3,404	$550,090	$162
Mandurah*	661	$217,177	$329
Midland	1,852	$347,454	$188
Mirrabooka	2,009	$569,718	$284
Newman*	-	$348,734	-
Northam	1,631	$347,094	$213
Port Hedland	2,821	$563,384	$200
Rockingham	2,139	$306,652	$143
Partly Operational Total*	***4,173***	***$2,856,549***	***$685***
Fully Operational Total	***23,492***	***$4,989,235***	***$212***
TOTAL – All Sites	***27,665***	***$7,845,784***	***$284***

Table 7: Site Costs (2022/23)

Across all sites, the average duration in the Target 120 is 341 days - this gives an indicative cost of $96,847 per participant by multiplying the average number of days by the cost per day. The average

duration in the Target 120 project for fully operational sites is 346, which provides an indicative cost of $73,543 per participant. Partly operational sites have an average duration of 214 and this gives an indicative cost of $146,685 per participant.

8.2.2 WA Treasury Target 120 Analytical Report

8.2.2.1 Report context

In December 2023, a report was provided to QCA from Treasury which included their analysis of the Target 120 project and, in particular, the cost savings impacts of Target 120 interventions. This analysis has made extensive use of the Social Investment Data Resource (SIDR), a linked database containing administrative information on young people in Western Australia. The key advantage in using SIDR data is the ability to observe outcomes in a range of domains, including offending, education and child protection.

Treasury noted that its analysis was limited by a relatively low sample size, due to the low number of Target 120 clients to date with a meaningful follow-up period after exiting the project. One ramification of the low sample size is that not all the reported results are statistically significant.

Likewise, attempts to generate a synthetic control group from the SIDR (using statistical matching methods) were not successful. Instead, Treasury used a descriptive statistics approach, comparing the behaviours and outcomes of clients before, during and after project participation.

8.2.2.2 Future cost savings

The analysis in this section presents the projected future cost to government services for Target 120 clients. This builds on Treasury's 2021 Social Investment Analysis: *Cost of Youth at Risk* report, which estimated the future cost of young offenders in the absence of an intervention.

With only limited post-project data available, an assumption must be made about the enduring nature (or otherwise) of the project's effect on clients. For the purposes of simplicity, Treasury assumes that the reduction in offending behaviour and child protection activity measured during the project trends back to baseline levels over the 15-year time horizon.

The methodology adopted for this analysis assumes that any reduction in offending for all clients flows through the justice system, including corrective services, custodial services, and the courts. Likewise, the reduction in child protection notifications eventually flows through to investigations and out-of-home-care. This approach ignores the measured outcomes in courts, correctives and out-of-home-care – Treasury noted that time lags make it difficult to attribute outcomes in these areas to behaviour during and after project participation.

Figure 49 shows the estimated future cost to government services for a comparison group, that is, young people who have been demographically matched to eligible clients but are not offenders. The rightmost bar predicts the cost of young offenders in the absence of Target 120 and the centre client bar reflects any cost-savings attributable to the project.

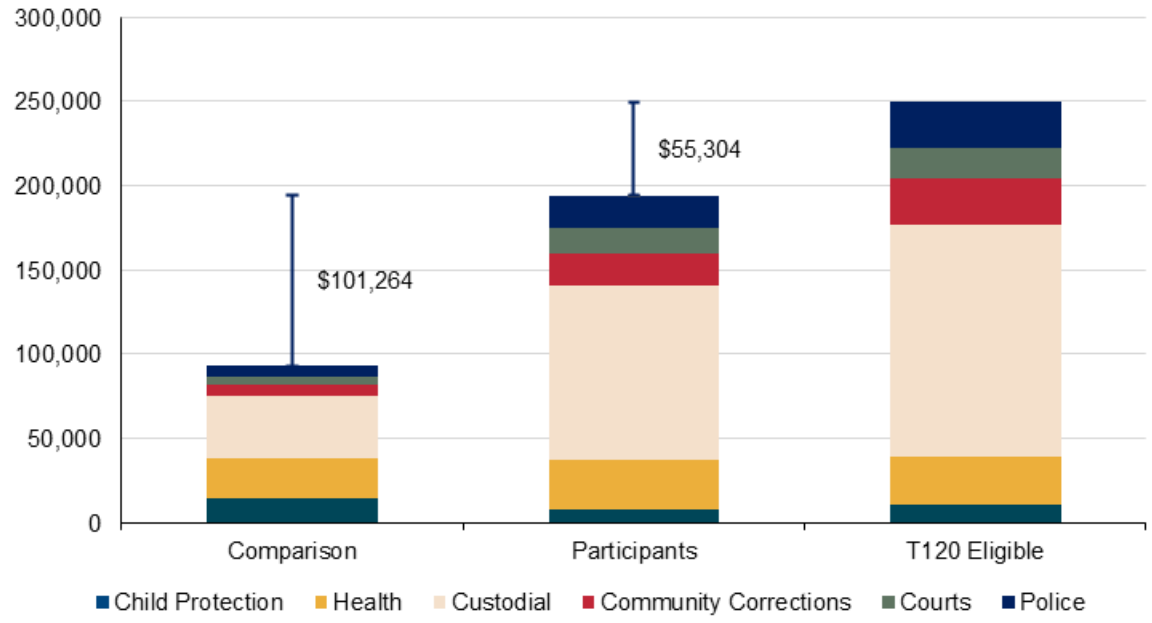


Figure 49: Change in outcomes during project – Tapering to Baseline over 15 years[64]

In summary, while still having a $101k higher cost than the comparison group (i.e., non-offenders), Target 120 clients are estimated to have a $55k lower cost than young offenders who do not access the project.

8.2.3 Cost Benefit Analysis

The analysis from WA Treasury formed a critical and central input into a wider cost benefit analysis (CBA) undertaken by QCA.

A CBA is the most commonly used, and most comprehensive, of the economic evaluation techniques. Essentially, a CBA compares the monetised benefits and costs of a project to evaluate the desirability of a project. A CBA is based on only the incremental, or additional, benefits and costs of a program or project with respect to a base case. This approach is the most appropriate to assess the net economic benefits that accrue from a program or project as part of an evaluation.

The CBA steps include:

- Identify the quantifiable benefits that can be monetised;
- Calculate the value (in monetary terms) of the quantified incremental benefits and fund costs in net present value (NPV) terms using the discount rates;
- Calculate the benefit cost ratio (BCR) – the total present value of all net benefits compared to the present value of capital costs to determine the ratio to which incremental net benefits exceed (or undershoot) incremental costs related with the upgrade; and
- Undertake a sensitivity assessment.

Recognising the potential for multiple audiences for the evaluation, real discount rates of 4%, 7% and 10% have been applied. This aligns with the recommended discount rates set out by the Office of Impact Analysis (OIA) at the Federal Government level and is consistent with other program/project evaluations of a social or welfare nature undertaken by QCA. Data from the Treasury Target 120 Analytical report was also provided at these discount rates.

[64] Discounted to 2022-23 dollars using a 3.5% discount rate.

Modelling of quantifiable benefits and costs are developed over a 20-year timeframe (after the initial year).

8.2.3.1 Assumptions

A range of assumptions have been made for this evaluation, in order to ensure it is complete and comprehensive. These assumptions are outlined in Table 8 below.

Assumptions	Values
Assessment Period	20 years
Subject Year	2022 calendar year
Activity/Client Information	Aligned with data sourced for Treasury – namely clients that commenced prior to 31/12/2021 and finished prior to 31/12/2022.
Justice and Child Protection Cost Savings per Client	$6,356.00 (nominal annual) sourced from Treasury's Target 120 Analytical Report supporting spreadsheets.
Number of Clients Assessed	133
Number of Clients in WA Treasury Analytics	78
Average Value of Crime Victim Compensation	$15,490[65]
Community Sporting Club Client Social Wellbeing Value	$7,415 per year[66]
Foster Care Cost (Annual)	$64,240[67]
Average Earnings (Annual)	$95,046[68]
GVA Share of Economic Output/Earnings	50%

Table 8: Cost Benefit Analysis assumptions.

8.2.3.2 Costs

Treasury's analysis was for the calendar year of 2022. To ensure alignment, the costs assessed in the CBA consider 50% of the costs for providers in the 2021/22 financial years as well as the first 6 months of data for the 2022/23 financial year.

Based on this a nominal cost of $6.79m was identified. No further costs were assessed. As this cost is incurred in the first year of the assessment, no discounting is applied.

[65] Office of Criminal Injuries Compensation (2022). Annual Report 2021/22 accessed at https://www.parliament.wa.gov.au/publications/tabledpapers.nsf/displaypaper/4111708cbbce0f34afcfa2eb482588db0007f3d6/$file/tp-1708.pdf

[66] Australia Sports Commission (2022). The economic value of social benefits provided by community club sport accessed at https://www.sportaus.gov.au/__data/assets/pdf_file/0005/851981/Club_sport_value_of_sport_fact_sheet_Final.pdf adjusted to $2022 by CPO

[67] WA Treasury (2023). 2022/23 Budget Paper 2 accessed at https://www.ourstatebudget.wa.gov.au/2022-23/budget-papers/bp2/2022-23-wa-state-budget-bp2-part8.pdf

[68] Derived from ABS (2023). Average Weekly Earnings, Australia accessed at https://www.abs.gov.au/statistics/labour/earnings-and-working-conditions/average-weekly-earnings-australia/may-2023

8.2.3.3 Benefits

A total of six benefits were identified and assessed as part of the analysis (Table 9).

Benefit	Description	Method
Prevented Justice and Other Costs	Value of foregone justice and child protection costs to the Government for the Target 120 Cohort.	Derived directly from nominal Treasury estimates. Differences between Target 120 and comparable cohorts through SIDR. Value applied for 15 years.
Social Services Supply Chain Benefits	The impact on industries across Western Australia that support the delivery of social assistance services from project expenditure.	Estimated at 7.6% of project funding incurred in 2022 year[69].
Reoffending Seriousness Reduction Benefit	Adjustment in the cost/impact to victims and community of crime among reoffending clients who commit less serious crimes.	Valued based on the average annual compensation application to the Office of Criminal Injury Compensation 2022. 25% attribution value/weighting.
Leisure and Recreation Increase Benefit	Benefit to clients who have experienced an increased participation after 12 months in the project in leisure and recreation activities.	Valued based on the social capital benefit of community club based sporting activity as a structured proxy for increased recreational and leisure activities. Applied to net additional clients in leisure activities (34). Applied over 15 years.
Family and Social Wellbeing Benefits	Benefit to clients, families, community and Government of the clients living in a more stable and supportive family environment.	Valued using foster care costs as an alternative-care and family wellbeing proxy, drawing on Government cost per day from Treasury Budget Papers 2022/23. Applied to 25% of the 45 clients that experience positive improvement. Applied over 15 years.
Long-Term Economic and Social Participation	Estimate of the long-term benefit to the individual, economy and community of increased economic and social participation.	Valued based on a 2.5% increase on the average weekly earnings of the 58 clients that successfully completed the project in 2022. 50% down weighting to adjust to Gross Value Added (GVA). Commences in year 10 of the assessment period to adjust for age profile of clients.

Table 9: Benefits statement.

Based on the benefits above, it is estimated that Target 120 has and will generate a benefit present value ranging from $11.1m at the 10% discount rate to $15.1m at the 4% discount rate (Figure 50).

[69] Based on ABS (2022) National Accounts Input/Output Transaction table. Derived to Qld using regionalised transaction table. First round Gross Value Added (GVA) multiplier only applied as a proxy for construction industry supply chain.

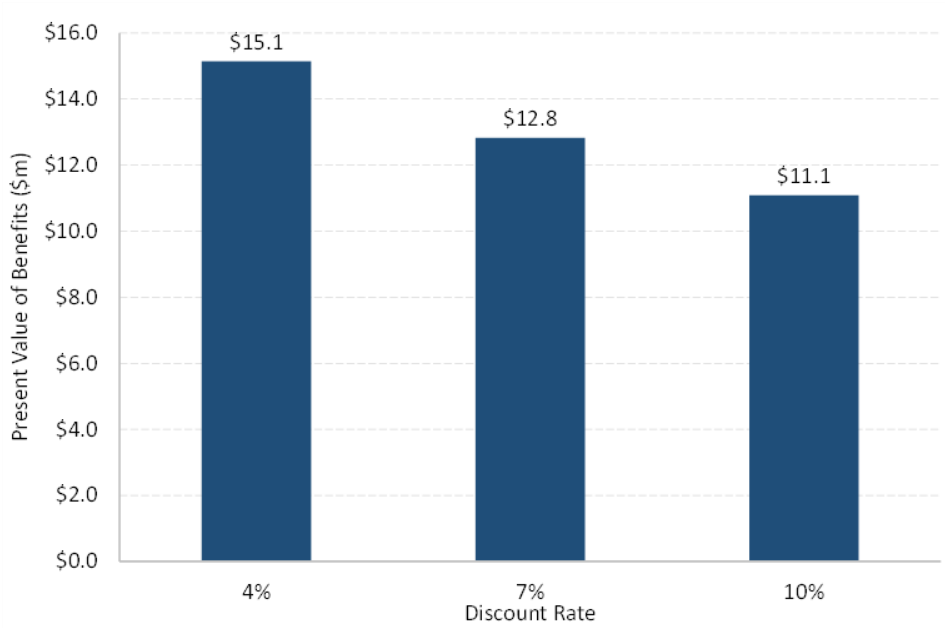


Figure 50: Present Value of Benefits ($m), by discount rate.

The largest benefit related to prevented justice sector and child protection costs as calculated by Treasury (Figure 51). This is followed by family and social wellbeing benefits and leisure and recreation increase benefits.

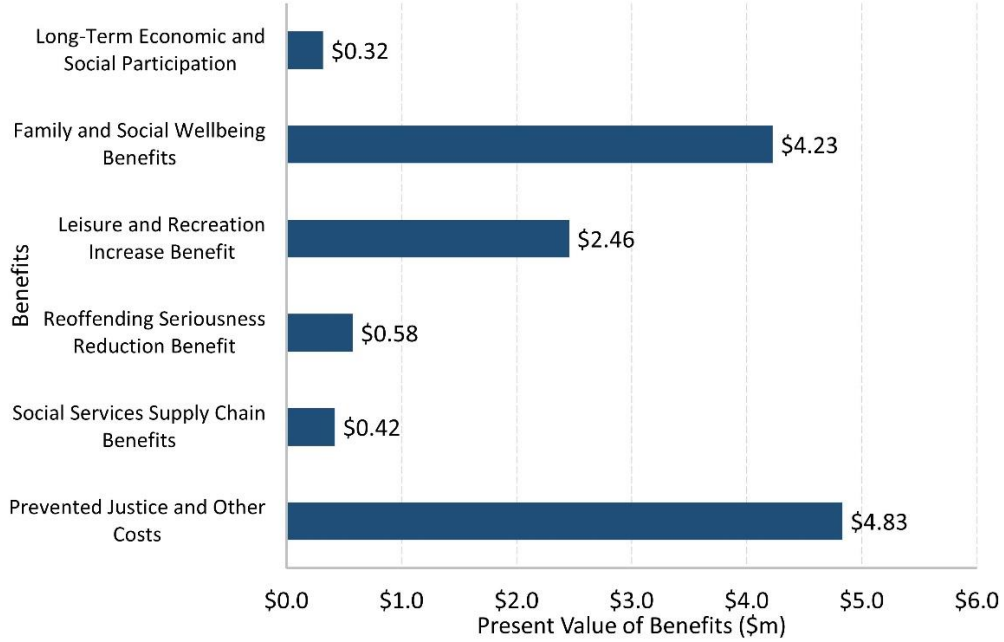


Figure 51: Present Value of Benefits, by Benefit, at 7% discount rate.

8.2.3.4 CBA Results

This results in a net present value of between $4.3m at 10% discount rate and $8.4m at 4% discount rate (Figure 52). Any result above $0 means the present value of benefits exceeds that of costs.

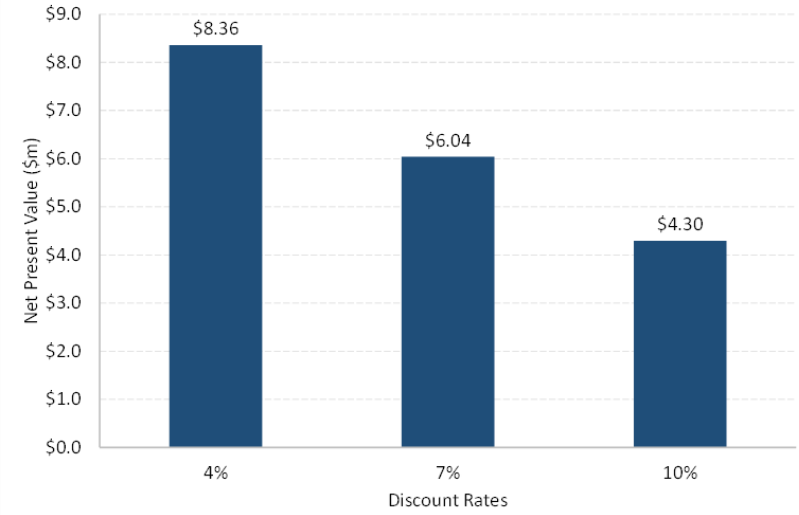


Figure 52: Net Present Value of Benefits, by Discount Rate.

This also translates into a positive benefit cost ratio of between 1.63 at the 10% discount rate to 2.23 at the 4% discount rate (Table 10). Given the social and welfare related nature of the project and prevailing literature on current discount rate trends (i.e., NSW has recently reduced discount rates for CBA to 3%, 5% and 7%), the 4% result is deemed most relevant. As this exceeds 2.0, this is regarded as a positive indication of the current and future return on investment of the project.

Summary	4%	7%	10%
Costs	$6.8	$6.8	$6.8
Benefits	$15.15	$12.83	$11.09
NPV	***$8.36***	***$6.04***	***$4.30***
BCR	***2.23***	***1.89***	***1.63***

Table 10: Summary of CBA Results, Target 120.

Adjusting the discount rate (which does not impact the costs of the project due to those being incurred in the first year, these results represent an Economic and Social Rate of Return of 24%.

8.3 Summary

Overall, Treasury found that the project had an indicative cost per client (based on average duration of client duration in the project) of $96,847. However, the Treasury analysis also found that the project resulted in behavioural changes that would result in a direct cost savings to Government in justice and child protections. This was valued at over $55,000 per client in present value terms (discounted at 3.5%) compared to non-client youth offenders.

When other benefits, including crime impact reductions, industry sector support, and leisure and familial improvements, the project overall (for the year to December 2022) generated a positive benefit cost ratio of 2.23 at 4% discount rate and a notional economic and social rate of return of 24% over the 20-year assessment period.

This positive return on investment, coupled with direct cost savings to government resulting from behavioural change impacts in the cohort, support the overall cost effectiveness of Target 120. Given the improved police contact, reoffending rates and reduced seriousness of offences, coupled with improved quality of life (recreation/leisure and family environment), the Target 120 project can be legitimately viewed as an effective youth justice and young person social welfare project.

Ideally, the earlier the intervention the larger the potential cost savings and benefits that can be accrued. However, it is acknowledged that the nature of the client (as youth offenders) means that the likely earlier point of intervention would be after a single offence is committed. At this stage, the impacts and benefits of the project are likely to be comparable to what has been assessed in this report.

Conversely, later intervention would likely have implications as to the extent genuine behavioural change (after multiple offences have been committed by an older age youth cohort) could be achieved. In the absence of this change and the consequential impact on reoffending and police interactions, it is unlikely that justice and child protection cost savings or more positive social and familial benefits measured in this analysis would be realised. This would mean that that interventions at a later point in time would likely yield a more marginal financial and socio-economic benefit and raise questions as to the value for money and overall effectiveness of the project.

9. Measures to improve outcomes, effectiveness and sustainability

Evaluation question 4: What measures can be implemented to improve the outcomes, effectiveness and sustainability of the Target 120 project into the future?

9.1 Method

Measures to improve outcomes, effectiveness and sustainability have been determined through combined analysis of the qualitative and quantitative data, and the CBA. They are outlined in the form of an attributes matrix that highlights key enablers and barriers to implementation and a series of recommendations.

9.2 Findings

An attributes matrix (Table 11) identifies key components of the Target 120 project, and enablers and barriers to the effectiveness of each of these key components.

9.1.1 Attributes matrix

Attribute	Enabler	Barrier
Identification, selection, prioritisation and consent	• Clear eligibility guidelines, which have been refined based on extensive research and consultation. • The LIG as a platform for sharing information amongst key stakeholders as part of the identification, selection and prioritisation process. • A shared understanding amongst LIG members regarding project scope and impacts on selection and prioritisation. • Timely input of data by LIG members into CMS. • Integration of theories of behaviour change into consent process. • Clear information shared with young person and family about expectations for two-way relationship with service providers and what intensive support involves.	• Lack of flexibility in Target 120 eligibility for those located in a nearby location who are in need, where it is within capacity of staff to service them. • Central coordination of WAPOL data and perceptions that this was reducing timeliness and responsiveness • Lack of understanding amongst LIG members regarding project scope and impacts on selection and prioritisation. • Delayed input of data by LIG members into CMS, often caused by other agency priorities and staffing challenges. • Overly complex language in consent forms. • Unnecessary use of two consent forms instead of one.
Policies and procedures	• Simple goal setting tools used in collaboration with young person and families (i.e., ISP and IFP). • In-principle support for prioritisation of Target 120 young people and families by Service Partner Agencies. • Clear articulation of readiness indicators for client exit.	• Text-based nature of goal setting tools (ISP/IFP). • Lack of consideration of unique priorities of Service Partner Agencies. • Deficit-based language and approach within policies and procedures.
LIG operations and local service system collaboration	• Regular, well-structured LIG meetings, whereby collaborative discussions are held for identification, selection and prioritisation and active Target 120 clients are discussed systematically. • Clear communication regarding case management and support, including referrals made and their progress. • Stability of and well-established relationships between Target 120 service delivery staff and LIG members and proactive (sometimes repetitive) communication with new LIG members to explain the purpose of the project and what their role on the LIG entailed. • Proactive communication with, and referrals to, other non-government service providers that could support a client's and	• Absence/inconsistency of LIG meetings. • Inconsistent attendance by LIG members. • Lack of structure at LIG meetings. • Absence of communication regarding case management and support including referrals and their progress. • Lack of clear guidelines regarding unique roles and responsibilities of Service Partner Agency representatives on the LIG. • Failure of lead Target 120 staff (CYO/ACCO equivalent) to fully explain roles and responsibilities to new LIG members. • Rigidity or lack of coherence in intake eligibility within service providers to which Target 120 clients were referred.

	families' holistic needs where government is not able to provide needed services. • LIG meetings being viewed as a formality, with additional communication with other LIG members as needed to discuss and follow up on any events relevant to a clients care out of session.	• Lack of formalised involvement of key non-government organisations in each community.
Cultural safety and responsiveness	• Aboriginal staff employed at project and community levels, who support the team with their knowledge about family connections and engagement protocols. • Leadership by lead Target 120 staff (CYOs/ACCO equivalent) at each location in creation of team cultures of ongoing learning about cultural responsiveness. • Cultural authority inherent within leadership of a local Aboriginal organisation, where Target 120 was ACCO-led. • ACCOs providing cultural leadership for the project and engaging with clients and families in a culturally safe way while operating within the objectives of the project. • Proactive efforts by staff to locate and engage with relevant services to support the needs of CaLD young people and families.	• Lack of clear guidance regarding how to apply a cultural lens to LIG discussions. • Lack of Aboriginal cultural authority on some LIGs (CYO-led sites). • Ethos regarding protection of local information by one ACCO leading to failure to align to service delivery model.
Information management	• An information management system used for information sharing across agencies (currently CMS).	• Ongoing functional issues with CMS.
Workforce development	• Committed, enthusiastic and caring Target 120 service delivery staff. • Responsiveness and support provided by other Target 120 project staff (i.e., Project Manager and Principal Project Officers) to Target 120 service delivery staff.	• Limited understanding of theories of behaviour change and/or cognitive behavioural therapy.
Sustainability planning	• Longer tenure of staff and service provider contracts.	• Changing priorities of government.

Table 11: Table of project attributes, enablers and barriers.

9.1.2 Measures to improve outcomes, effectiveness and sustainability

This evaluation has reported on a number of aspects of the Target 120 project with a particular focus on the appropriateness of the service delivery model, effectiveness in reducing the rate and severity of offending, and efficiency in reducing the costs associated with youth offending.

This evaluation has identified several opportunities for improvement of the Target 120 project, including refinements to policies and procedures to further consolidate the delivery model and improve outcomes (Table 12). The evaluation has sought to focus on recommendations that build on the assets of Target 120 implementation to date and identify incremental changes to further strengthen the model of delivery.

The table of recommendations outlines suggested courses of action for improving the outcomes of the Target 120 project. It also summarises the key findings from the evaluation that support or underpin each recommendation and flags the relevant section of the report that outlines these findings in more detail. Finally, this table describes anticipated impacts of implementing the recommendations and associated risks.

The recommendations are grouped according to the following key themes:

- Client identification, selection, prioritisation and consent;
- Policies and procedures;
- LIG operations and local service system collaboration;
- Cultural safety and responsiveness;
- Information management;
- Workforce development; and
- Sustainability planning.

Theme	Rec. #	Recommendation	Key findings supporting the recommendation	Report section	Impact of implementing the recommendation
Client identification, selection, prioritisation and consent	**1**	**Allow greater flexibility for Target 120 eligibility in nearby locations on a case by case basis, if considered feasible by Target 120 service delivery staff and if other support services are available in that location.**	Geographic location was reported to be restrictive by many staff; some stated that they would be willing to service clients if they lived nearby but not in the specific location they offended in.	6.2.2.1	**Benefit:** • Expanded access to Target 120 for young offenders, particularly at sites that are not at full capacity. **Risk:** • May overwhelm staff at sites that are at capacity.
	2	**Clarify longevity of exclusion criteria relating to IFS and statutory involvement and update relevant documentation.**	There was some uncertainty reported by both Target 120 service delivery staff and LIG members regarding whether clients were eligible if and when they completed a period of IFS or a statutory order.	6.2.2.1	**Benefit:** • Clearer understanding of eligibility. **Risk:** • Nil.
	3	**Explore potential to continue Target 120 service provision for those with statutory involvement (excluding detention).**	Many Target 120 service delivery staff and LIG members indicated that some of these clients could still benefit from Target 120 services (if they met other inclusion criteria).	6.2.2.1	**Benefit:** • Potential to provide intensive support to those families who have a high level of need. **Risk:** • Overservicing or duplication.
	4	**Include clearer guidance/explanation regarding selection and prioritisation of offenders who are appropriate for early**	A number of LIG members did not seem to understand the early intervention scope of the project, and how this linked to selection and prioritisation of those who were 'most in need' of Target 120 services.	6.2.2.2	**Benefit:** • Greater coherence in selection and prioritisation process.

		intervention as relevant to Target 120 scope in LIG Terms of Reference and other documentation.	Some Target 120 service delivery staff stated they felt pressured by LIG members to take on clients who would not be considered early intervention.		• Potential for improved satisfaction by LIG members, if project specific constraints are understood and accepted. **Risk:** • Potential for reduced satisfaction by LIG members, if project specific constraints are not understood or accepted.
	5	**Explore opportunities for a more locally driven model of identification and selection as part of transition towards a 'place-based approach'.**	Opportunities for improvement in timeliness and responsiveness were identified by several Target 120 service delivery staff and LIG members. The central coordination of the WAPOL data was seen as delaying this process.	6.2.2.4	**Benefit:** • More timely response to youth reoffending. **Risk:** • Implications for LIG functions (i.e., degree of input from Service Partner Agencies in identification and selection process) and local WAPOL staff workload.
	6	**Update CYO/ACCO/NFP equivalent training materials, Target 120 Case Management Guidelines and Client Consent forms to more clearly communicate to potential clients the nature of the two-way partnership that is expected and level of intensity of services.**	Target 120 service delivery staff indicated that clients and families were most likely to disengage from the project when the nature of the two-way partnership and the level of intensity of services had not been clearly communicated to them through the consent process.	6.2.2.3	**Benefit:** • Clearer understanding by clients and families about the nature and expectations of their involvement in the project. • Reduced project attrition. **Risk:** • May be more difficult to build initial rapport. • Potential for reduced project enrolment numbers.

Policies and procedures	**7**	**Review project management documentation to incorporate key behaviour change theories and components.**	Lessons learnt to date provide direction for strengthening the model of change to achieve sustainable client outcomes.	6.2.3.1.3	**Benefit:** • More consistent approach to achieving project outcomes through case management and support. **Risk:** • Requires high degree of staff capability in behavioural change theories and strategies.
	8	**Review Service Priority Policy in collaboration with Service Partner Agencies to develop mutually agreed priorities and secure greater agency buy-in.**	The Service Priority Policy was reported to not be functioning well due to the blanket nature of Target 120 client prioritisation, which conflicts with other agency-specific priorities. It also was not always being communicated to Service Partner Agency at the LIG level. This appeared to be causing confusion and frustration amongst both Target 120 service delivery staff and LIG members. Challenges were reported in relation to Service Partner Agencies prioritising attendance at LIG meetings and therefore the needs of Target 120 clients, due to many of these agencies being understaffed and subject to conflicting organisational priorities. The interagency support offered by Service Partner Agencies often occurs through contracted organisations. This will need to align with mutually agreed priorities as a	6.2.3.1.5	**Benefit:** • Shared agreement with Service Partner Agencies around prioritisation. • Greater Service Partner Agency buy-in into project at the local level. **Risk:** • Whether achieving mutually agreed priorities is achievable across agencies. • Likely to reduce degree of prioritisation by agencies towards Target 120 clients.

			result of the review of the Service Priority Policy.		
	9	**Include better articulation of client and family readiness for exit within step down process and client exit procedure.**	Readiness for exit from the Target 120 project should be guided by indicators of sustained outcomes as linked back to project theory of change such as demonstrated knowledge about self-regulation strategies, demonstrated knowledge or use of other support services, consistent education attendance or secure employment. The current procedure would benefit from more specific guidance regarding these indicators.	6.2.3.1.6	**Benefit:** • Shared understanding amongst service delivery staff and LIG members regarding indicators of client readiness for exit. **Risk:** • Articulating defined indicators of readiness for exit, which may be fluid and difficult to define in practice.
LIG operations and local service system collaboration	**10**	**Explore transition towards a 'place-based approach', in which collaboration and data sharing occurs in a more open way at the local system level – in particular with non-government service providers in each local service system.**	The government-centric nature of Target 120 is missing opportunities to collaborate with partners across the local service system who can have an impact on youth reoffending. In particular, the lack of involvement of NGOs at the LIG level was highlighted as a key opportunity for improvement.	6.2.3.2.3	**Benefit:** • Inclusion of all key players in local service system who play a role in preventing youth offending. **Risk:** • Arduous process to influence data sharing legislation.
	11	**Consider opportunities to locate (where feasible) any new Target 120 sites at locally identified non-government**	The value of Target 120 not being associated with the Department of Communities was reported by many Target 120 service delivery staff.	6.2.3.2.3	**Benefit:** • Increased likelihood of young people and families attending Target 120 offices in person, which assists with relationship development.

		organisations - to enhance "neutrality" and minimise anxiety of certain individuals attending a Department of Communities office.			**Risk:** • Implications for cost and infrastructure.
	12	**Include in LIG Terms of Reference (or individual Service Partner Agency MoUs) specific roles and responsibilities of Service Partner Agencies.**	Where LIGs had a high rate of turnover, some LIG members were unclear on what their roles and responsibilities were specific to their unique agency.	6.2.4.1	**Benefit:** • Greater understanding about Service Partner Agency specific roles and responsibilities. **Risk:** • Agencies may still have difficulty fulfilling roles and responsibilities due to being understaffed and facing other organisational priorities that are considered higher than those of Target 120.
	13	**Include in CYO/ACCO/NFP equivalent training materials, grant agreements and LIG Terms of Reference responsibility of lead Target 120 staff to onboard new LIG members with information about the scope of the project, and**	The LIG ToRs currently do not specify that it is the role of the CYO (or ACCO/NFP equivalent) to onboard new LIG members. Given the high rate of turnover in this setting, this is important to note so that there is a shared understanding of where LIG members can expect to receive induction information.	6.2.4.1	**Benefit:** • Acceptance of Target 120 service delivery staff that this is a key responsibility of their role. **Risk:** • Ongoing demand on, and time required by, Target 120 service delivery staff to provide induction information to such a transient workforce, in addition to meeting other project demands.

		their specific agency roles and responsibilities.			
	14	**Include in CYO/lead ACCO/NFP staff member training, LIG ToRs and agenda documents responsibility of LIG Chair to clearly communicate updates on client referrals and services accessed.**	Questionnaire responses indicated that LIG members are often unsure about which referrals have been made as part of case management for clients and their families, and the progress of these referrals (i.e., whether they have been accepted and/or followed up).	6.2.3.2.2	**Benefit:** • LIG members will feel more informed and better able to comment on other case management/support opportunities. **Risk:** • Time required to explain referrals and their progress, which may encroach on meeting time.
	15	**Explore opportunities with WAPOL to include information about Target 120 in Regional Shield staff induction.**	Regional Shield staff (WAPOL) in the Kimberley region were reported to have a low level of awareness of Target 120.	6.2.4.1	**Benefit:** • Better collaboration with WAPOL regarding meeting needs of Target 120 clients in a timely way. **Risk:** • Unknown how long Regional Shield will continue to operate; may not be worth investing in if it is likely to cease soon.
Cultural safety	**16**	**Establish formalised arrangements to include community Elder or other cultural authority representation into LIG meeting discussions, as relevant to each Target 120 location.**	The LIG ToRs states that a 'cultural lens' should be applied to all discussions. However, there is limited representation by cultural authority figures who do not have a vested interest the project in CYO-led sites.	6.2.5	**Benefit:** • Formalised application of a 'cultural lens' to LIG discussions. **Risk:** • Financial implications (e.g., remuneration for Elders).

					• Challenge of securing representation by cultural authority on LIGs as many ACCOs are high in demand. • Time required to build understanding of cultural authority figures about the goals and operations of the project. • Risks associated with collaboration with agencies external to government also apply (e.g., data sharing legislation).
	17	**Strengthen grant agreements to better reflect responsibility of ACCOs/NFPs to align with service delivery model.**	One ACCO was observed to not be aligning their practice to the Target 120 service delivery model (e.g., failing to share information to support functioning of the LIG and not using YLS/CMI, ISP and IFP effectively)	6.2.5	**Benefit:** • Improved alignment of ACCO/NFP service delivery to service delivery model. **Risk:** • May lead to dissatisfaction by ACCOs/NFPs.
Information management	**18**	**Include in CMS training for Target 120 service delivery staff appropriate workflow processes to ensure data about recent offences is kept up to date.**	The recency of monthly WAPOL data including outdated offending data was identified as an error in workflow processing by Target 120 service delivery staff.	6.2.2.4	**Benefit:** • Resolution of issue in relation to perceived outdated offending data. **Risk:** • Nil.
Workforce development	**19**	**Review workforce planning documentation including job descriptions and professional development planning.**	Lessons learnt to date provide direction for strengthening the model of change to achieve sustainable client outcomes.	6.2.3.2.1	**Benefit:** • Shared understanding amongst Target 120 service delivery staff and LIG members about mechanisms of change. **Risk:**

					• Resource implications associated with training current and new staff. • May make existing challenges of recruitment of suitably qualified staff even more difficult.
Sustainability planning	**20**	**Assess project delivery beyond 2025.**	The current project is delivered through significant FTE resourcing requirements. These are implemented through short term contracts which affect recruitment and retention of qualified staff.	6.2.7	**Benefit:** • Enhance likelihood that project will continue. • Enhance likelihood of employing and retaining qualified staff. **Risk:** • Significant investment required to deliver the project. • Sustainability of funding is not guaranteed. • Significant risks are presented to relationships between community members, organisations and government if project ends.

Table 12: Table of recommendations, key findings supporting each recommendation and impacts of implementing each recommendation.

9.3 Summary

The recommendations in Table 12 are based on numerous identified opportunities for improvement to the Target 120 project. These will help to clarify some of the underpinning theory of change upon which the project is based, strengthen implementation processes and enhance the cross-sectoral collaboration that client outcomes rely on. While some degree of flexibility in delivery of Target 120 at each site is required, a more consistent approach based on a refined theory of change would support enhanced outcomes for clients.

10. Conclusion

The Target 120 project has made significant progress towards maturity since the last evaluation report was published in 2020. The WA Government is to be commended on the level of investment it has committed towards supporting the holistic needs of young people who have offended and their families.

Analysis of the limited CMS data (and corroborated by Treasury) is that project clients experienced improvement during and post the project, in police interactions, reoffending rates and the seriousness of subsequent offences. This is likely correlated with improvements in recreation/leisure participation and family environments/social networks, with this social capital helping to foster, support and sustain the desired behavioural change.

The Benefit Cost Ratio of the project (based on the 2022 calendar year) was above the target threshold of 2.0, indicating the appropriateness of Government investment in the project. Similarly, the Treasury analysis confirmed that the project is likely to yield a positive cost savings to Government (in present value terms over 15 years), relative to offending youth cohorts not participating in the project.

This cost effectiveness could be improved if sites are maintained closer to full utilisation, allowing "sunk" operating costs associated with salaries and staffing to be amortised over a larger number of client days. This would improve the social and economic return on investment of the project and help to build its financial sustainability.

The efforts by project administrators, staff and other collaborating agencies to lead or be part of ongoing refinements to Target 120 must be acknowledged. Despite some frustrations shared by those who were consulted as part of the evaluation, it appeared that all Target 120 staff and LIG members wholly believed in the need for, and goals of, the Target 120 project. Target 120 is operating under conditions of complexity, in which staff turnover and the diversity of local conditions make consistency of implementation a challenge. The recommendations aim to build upon the strengths of LIGs that were functioning well, while taking into account the unique contextual challenges that affect implementation faced across different locations.

Expectations for change in projects seeking to reduce youth reoffending must be considered within the context of intergenerational trauma that many of young people in question are subject to. The significance of the change identified in this report should not be underestimated. Also not to be underestimated is the smaller changes in the lives of Target 120 clients that were reported through the qualitative data and through anecdotal evidence provided by staff. These smaller changes, such as increased trust in services, feeling empowered to make life choices and advocate for themselves and their needs, belief in their own abilities and recognising the difference between good and bad decisions may not seem significant in terms of conventional outcomes measurement. They are, however, very meaningful to the lives of young people who are at a critical point that could shape the course of the rest of their lives.

This evaluation has demonstrated the comparative successes of Target 120 to date, including outcomes achieved, and identified recommendations that, if put into practice, will assist in contributing to reductions in youth reoffending.

Attachments

Attachment 1: Questionnaires

Target 120 Evaluation - Staff and LIG member Questionnaire

1. Please select the response corresponding to how much you agree/disagree with the following statements.

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Unsure
The eligibility criteria for selecting participants are appropriate.						
The young people selected to participate in the Target 120 Project are the most suitable participants.						
The process for the LIG identifying priority participants is timely.						
The Services Priority Policy is working effectively to allow Target 120 participants to be prioritised by government agencies.						
Staff involved in the Target 120 Project and the LIG have a strong understanding of each other's roles and responsibilities.						

2. What could be done to improve the identification of participants who might be appropriate to participate in Target 120?

3. What could be done to improve the selection of participants in Target 120?

4. What could be done to improve the prioritisation of Target 120 participants by the LIG?

5. (Target 120 Staff only) Thinking about the tools you use for enrolling and setting goals with young people for the Target 120 project, how useful do you think they are?

	Extremely useful	Very useful	Somewhat useful	Not very useful	Not at all useful	Unsure
Youth Level of Service/Case Management Inventory (YLS/CMI)						
Individual Support Plan						
Integrated Family Plan						
Client Management System						

6. If you answered somewhat useful/not very useful/not at all useful to and of the tools in question 5, please provide information about what you think could be improved.

7. To what extent do you agree or disagree with the following statements?

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Unsure
Information is shared effectively across organisations involved in delivery of Target 120.						
Referrals are always made to the most relevant services.						
Referrals are made in a timely way to the most relevant services.						

Referrals to services are always accepted/followed up.						
Appropriate support services are always available for Target 120 participants to access.						
My organisation works effectively with other organisations to support young people and their families in the Target 120 Project.						
The Target 120 Project is meeting the needs of young people and their families.						

8. If you responded 'disagree' or 'strongly disagree' to the question 'appropriate support services are always available for Target 120 participants to access', please provide comment around which services aren't available.

9. What is working well with collaboration between different organisations involved in delivery of Target 120?

10. What could be improved in collaboration between different organisations involved in delivery of Target 120?

11. If young people and/or their families disengage from the Target 120 Project, what do you think are the reasons for this?

12. To what extent do you agree with the following statements?

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Unsure
Consultation with Aboriginal community organisations and Elders for delivering the Project and identifying participants is appropriate.						
The Project meets the cultural needs of Aboriginal young people and their families.						
The Project meets the needs of CaLD young people and families.						

13. What is being done well in terms of consultation with Aboriginal community organisations and Elders in delivering Target 120?

14. What could be done better in terms of consultation with Aboriginal community organisations and Elders in delivering Target 120?

15. What is being done well in Target 120 in terms of meeting the cultural needs of Aboriginal young people and their families?

16. What could be done better in Target 120 in terms of meeting the cultural needs of Aboriginal young people and their families?

17. (Target 120 Staff only) What, if any, strategies have been put in place to ensure the CYO is confident to work with Aboriginal and/or culturally or linguistically diverse young people and families?

18. What is the most significant change you have seen come about from Target 120?

19. Can you provide an example of this change?

20. Why do you think this is important?

21. What is the name of your organisation?

22. What is your role in the Target 120 Project?
    a. Target 120 project staff
    b. Target 120 service delivery staff (CYO, CYSW)
    c. Target 120 service delivery staff (ACCO)
    d. Target 120 service delivery staff (NFP)
    e. LIG member (Government)
    f. LIG member (ACCO)
    g. LIG member (NFP)

23. Which site do you work at?
    a. Albany
    b. Armadale
    c. Bunbury
    d. Geraldton
    e. Kalgoorlie
    f. Kununurra
    g. Midland
    h. Mirrabooka
    i. Northam
    j. Port Hedland
    k. Rockingham

24. Do you identify as Aboriginal and/or Torres Strait Islander?
    a. Aboriginal
    b. Torres Strait Islander
    c. Neither
    d. Prefer not to say

Target 120 Evaluation Client and Parents/Carers Questionnaire

1. How old are you/is your child?
    a. 13
    b. 14
    c. 15
    d. 16
    e. 17
    f. 18
    g. 19
    h. 20 or more

2. Do you/your child identify as:
    a. Male
    b. Female
    c. Non-binary
    d. Prefer not to say

3. Do you identify as Aboriginal and/or Torres Strait Islander?
    a. Aboriginal
    b. Torres Strait Islander
    c. Neither
    d. Prefer not to say

4. Where do you live?
    a. Geraldton
    b. Kununurra
    c. Midland
    d. Port Hedland
    e. Rockingham

5. When did you finish the Target 120 Program[70]?
    a. 2019
    b. 2020
    c. 2021
    d. 2022
    e. 2023
    f. Current Target 120 Participant

6. Tell me about how you came into Target 120?

7. Why did you decide to be part of it?

8. How did they invite you to be part of it? What did you have to do?

9. How were you feeling at the time?

[70] 'Program' rather than 'project' was used in this questionnaire as this terminology is more familiar to participants and their parents/carers.

10. Who did you talk to about Target 120? How did they help you?

11. How much do you agree with these sentences?

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Unsure
The Target 120 Program worked really well for me/my child.						
The goals we made for me/my child were important to me/my child.						
The goals we made for our family were important.						

12. Was your/your child's goals developed with you/your child?
    a. Yes
    b. No
    c. Not sure

13. Did you feel included in the process of developing your/your child's goals?
    a. Yes
    b. No
    c. Not sure

14. Why/why not?

15. Were your family goals developed with your family?
    a. Yes
    b. No
    c. Not sure

16. Did you feel included in the process of developing your family's goals?
    a. Yes
    b. No
    c. Not sure

17. Why/why not?

18. How did you know you were moving towards your goals?

19. What is one thing you think the Target 120 Program should keep going in the future? (What is the Program doing well?)

20. What is one thing you think should be changed or removed from the Target 120 Program? (What should be done differently/improved?)

21. Do you feel like you/your child achieved your/their goals?
    a. Yes
    b. No
    c. Not sure

22. How much change have you noticed in your/your child's:

	Lots of positive change	Some positive change	No change	A bit of negative change	Lots of negative change	Not sure
Going to/learning at school or other education						
Family/home life						
Emotional wellbeing						
Staying strong when you're going through a tough time (coping/resilience)						
Friendships and social life (social relationships)						
Playing sport and doing other community activities						
Feeling strong in culture/cultural identity and feeling like you belong						

23. Have these changes been maintained since you left the Target 120 Program? Please explain.

24. What has helped/stopped you from maintaining these changes?

25. What is the biggest change that being a part of the Target 120 Program has made for you/your family?

26. (Aboriginal and Torres Strait Islander participants/parents/carers only) Do you think the Target 120 Program works well for Aboriginal and Torres Strait Islander young people/families?
    a. Yes
    b. No
    c. Not sure

27. (Aboriginal and Torres Strait Islander participants/parents/carers only) Why/why not?

28. (Aboriginal and Torres Strait Islander participants/parents/carers only) What could be done to make the Target 120 program better for Aboriginal and Torres Strait Islander young people/families?

29. Is there anything else you think is important that we hear about from your experience with Target 120?

30. Would you recommend Target 120 to other young people and their families?

Attachment 2: Case studies

CASE STUDY 1

Matt[71] is a [redacted] non-Indigenous male living in metropolitan Perth. He lives with his mum and his sister. He was enrolled in the Target 120 project for 14 months from March 2022 to May 2023. He first came into the project because he committed a domestic violence incident. Matt decided to enrol in Target 120 because he did not want to be in trouble with the police again. His mum also really did not want any more police involvement.

At the start, Matt and his family did not know how much help the Target 120 project was going to be. He felt nervous because he had just been in trouble with the police, but he said the Target 120 staff were really helpful and that he did not feel like he was talking to people from a government project. He thought they were just going to tell him what to do, but soon realised that they were trying to help him.

The Target 120 staff talked to Matt about what his goals were, which were mainly around going to school and eventually getting a job when he decided he did not want to go to school. When Matt got angry at school, the school staff would call the Target 120 team, who would come and pick him up, talk about what happened, calm him down and help him to regain control. Matt learnt about how to recognise the signs of anger like becoming red in the face, so that he could better deal with his emotions. He said he is still using these strategies all the time to help him manage his anger. They worked with him to make small goals that felt like they were achievable.

Matt and his mum said that the biggest change for him was the way that the Target 120 project helped Matt and his family to communicate better with each other. For his mum, the support and motivation provided by the team helped her to feel like they believed in her and they wanted to see her do well supporting Matt to stay out of trouble.

CASE STUDY 2

James is a [redacted] male who identifies as Torres Strait Islander living in metropolitan Perth. He was only enrolled in the project for a few months in late 2022 because he then had an acute episode of anger and assaulted someone. [redacted]

Before being part of Target 120, James was drinking regularly and hanging out with some people who were a bad influence. James decided to be part of Target 120 as he wanted to try to stay out of trouble. He said that the staff helped him a lot with transport, making sure he had something to eat and making sure he was in a safe place. They helped him to get a job, and when he got a job, they bought him the uniform and boots for the role. The Target 120 project also got him enrolled in an alternative education school to help him manage his behaviour.

Apart from his early slip up during his short time in the project, James has not offended for months. He is staying away from the people who are a bad influence on him and is going to the gym every day. The project also made a big difference in his relationship with his family.

James said the project has helped him to get over his fear of being alone and made him want to be a better person. He said that the project can make a big difference in people's lives as lots of kids can excel in life from the small things that other people do to help them. He said how important it is for young people to feel like someone cares about them when they feel very alone.

[71] To protect confidentiality, pseudonyms have been used in place of the real names of these Target 120 participants.

CASE STUDY 3

Samantha is a [redacted] female who identifies as Aboriginal and lives in a regional town of WA. She was not going to school and then she started stealing cars, which is why she was invited to be part of the Target 120 project. Samantha's mum felt down and like she was not getting any help with Samantha's behaviour. Samantha was part of Target 120 from May 2022 and is still an active client.

Samantha and her mum had been living in an overcrowded house with other family members. There was a case of abuse reported in this household so Target 120 worked with other agencies and helped them to get their own home. Samantha was able to set up her own room in their new home and since doing so it made them both feel much happier and more relaxed. Samantha now feels comfortable to stay at home and her mum does not have to worry as she knows where Samantha is.

Samantha does not like going to school because she feels ashamed because she is behind the other students. She says her teacher makes her feel like she is stupid. Samantha has also had severe mental health issues and has experienced hallucinations.

Target 120 staff provided Samantha with help to go to her medical appointments, understand what the health staff communicated to her and to administer her medications. The team also helped her family to feel more comfortable with administering these.

Samantha is still enrolled in the project, has been engaging in cultural activities, and is more selective about what social activities she gets involved in. She is now off her medications and is attending counselling regularly. Target 120 team is still working with the family to explore options to get her enrolled in alternative learning or short courses.

CASE STUDY 4

Joseph is a [redacted] Aboriginal male who lives in a regional town of WA. In 2021, he was invited to participate in Target 120 because he assaulted another young person. He had also been involved in stealing and did not have many positive role models in his life. When he was first invited, he was not sure what the project was about. He decided to be part of it once the team built up trust with him and explained how they could help him.

The Target 120 team worked closely with Joseph and his mum to create their goals, which were around coping better with his mental health, doing some more recreational activities and wanting to do some training like TAFE. The Target 120 team got him into counselling and provided him with opportunities to get involved in fishing, boxing, basketball and football. They also counselled him around his interest in enrolling in TAFE. Joseph said that he liked that the Target 120 staff were Aboriginal males and he felt that he could trust them.

Joseph said that he feels better about himself because of being part of Target 120. He also feels like his goal of starting an apprenticeship or going to TAFE is achievable.

Joseph is now working as a casual worker in hospitality. He is still looking at trying to get into an apprenticeship.

CASE STUDY 5

Sam is an [redacted] Aboriginal male who lives in a regional town of WA. He was invited to be part of Target 120 after he was getting into trouble with driving offences. His mum passed away when he was a baby and his dad was an alcoholic so he has a tough childhood and in his early teenage years was getting into trouble lots. He agreed to be part of it because he decided he did not want to end up in prison.

Sam was invited by Target 120 staff to go out on Country. This helped him to think about his life and what he really wanted to do with it. He said Target 120 made him realise that he needed to make some changes. He saw the Target 120 staff helping young people with their lives and decided he wanted to do the same.

Sam said that the Target 120 staff made him feel valued, respected and showed him kindness. They made the time for him and he felt understood by them. While Sam said that he had achieved some of his goals, he had since set new goals and is still trying to do better. He has not offended since being part of Target 120 and he now has a car, a girlfriend and a job, which are all things that he has never had before. He now has a different mindset and wants more out of life than getting into trouble with the police all the time. He also wants to support other kids to go back to school and learn to work for their money instead of stealing.

Sam is now working as a youth worker. He decided to get into youth work because he wants to support other young boys in his community by sharing his story and making sure they do not make the same mistakes as he did.

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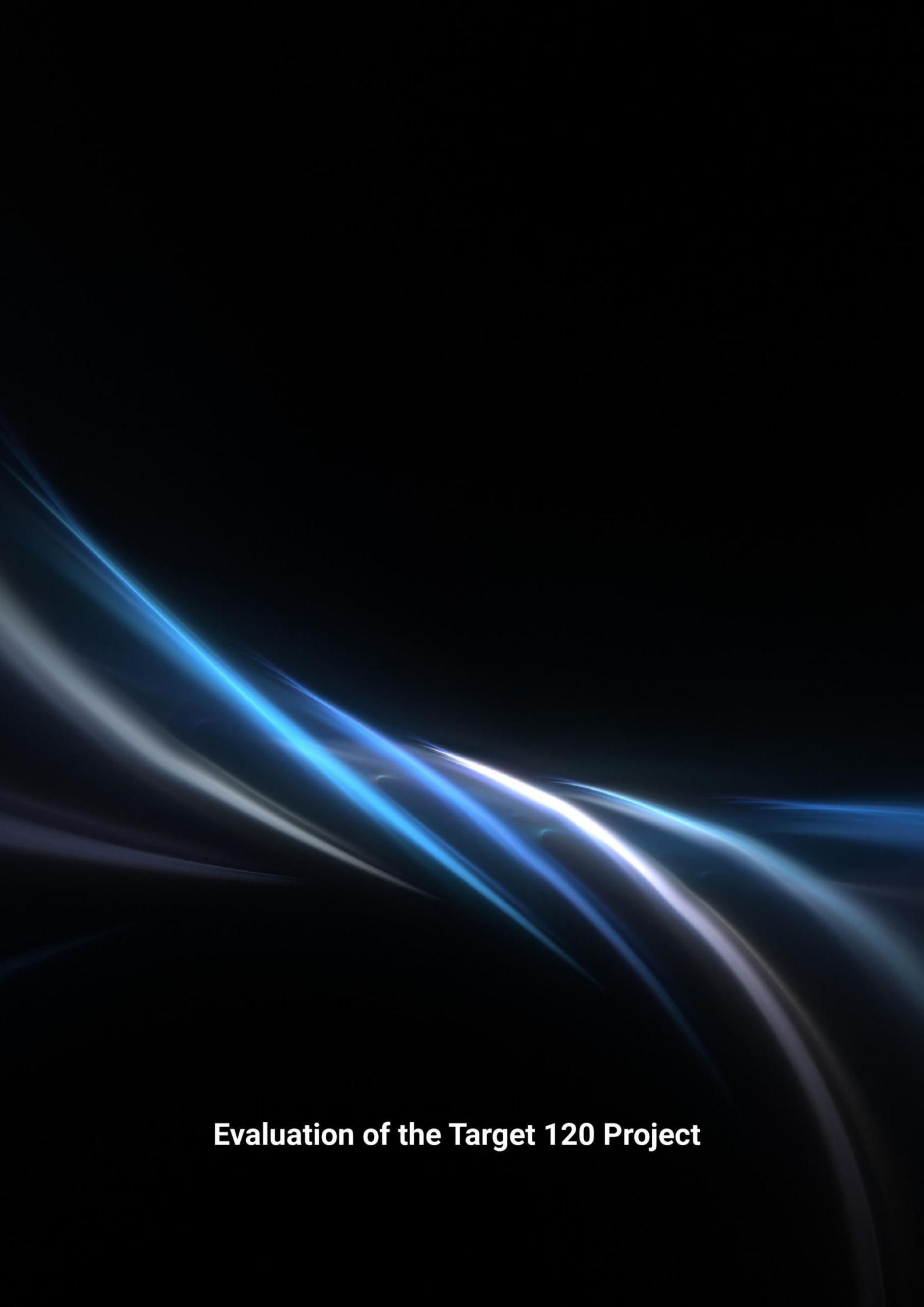
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