EIYBC Program Implementation Review (2013-2016) and Future Directions

Report Authors:	Ivan Raymond and Sean Lappin
Date of Report:	12th January 2017
Further Information:	For further information, please contact either Sean Lappin at seanlappin@connectedself.com.au or Ivan Raymond at ivan.raymond@lifebuoyancy.org.

i

Contents

Acknowledgements

This report would not have been possible without the significant contribution from key program staff, government and non-government stakeholders, families and participants who contributed their time, energy and positive intent towards the review process.

Special thanks go to:

1. Ms Amanda Nobbs-Carcuro and Ms Jade Ritchie who supported the many requests for information.

2. Mr John van Ruth (Operation Flinders), Mr Geoff Radford (Relationships Australia NT) and Ms Robyn Donnelly (Relationships Australia NT) who, alongside their staff teams, facilitated the review team's many requests for support and access to information.

3. The YMCA staff teams from Katherine and Darwin who provided key support to the review process.

4. Ms Jennie Renfree, NT Police, for her tireless work in facilitating the collation of police and offending data appearing in this report.

5. All stakeholders who provided their time and contributed to the evaluation process (please see Appendix A for a list of those who contributed).

6. The young people and their families who contributed to the evaluation process and spoke frankly of their EIYBC Program experiences.

7. Mr David Jaensch whose photo of Loves Creek Station appears on the front page of this report. Copyright of this photo is retained by David.

It should also be noted that this work would not have been possible without the commitment from the Northern Territory Government, both in terms of funding and investing in the coordinated and systemic development and monitoring of the EIYBC Program.

Terminology

1. In this report the term **"Aboriginal"** is used to refer to people of Aboriginal or Torres Strait Islander descent. Where reference in this report is made to published material in which the term "Indigenous" is used, the same terminology will be adopted.

2. The term **"EIYBC Program"** is short for Early Intervention Youth Boot Camp Program.

3. The term **"review team"** refers to Ivan Raymond and Sean Lappin.

4. The term **"referral agency"** collectively refers to schools, government and non-government agencies that referred individual or groups of young people to attend an EIYBC Program.

5. The term **"intensive wilderness programming"** refers to a clearly defined and structured group-based program that is delivered within a remote or wilderness area, which is experienced by the participants as both physically and psychological demanding (or intense in nature).

6. The terms **"young person/young people"** collectively refers to children and young people aged between 12 and 18 years of age.

7. The term **"preferred provider"** refers to the NT Government contracted EIYBC Program provider. In 2015, the preferred provider was the Operation Flinders Foundation.

Authors

Dr Ivan Raymond

Ivan is the Founding Director and Principal Psychologist of the Life Buoyancy Institute. His clinical, consultancy and research expertise centers on the design, implementation and evaluation of intentionally delivered programs and interventions across wellbeing, offending and educational contexts. He has developed a growth-focused model of intentional practice designed to increase the probability of safe and higher impact program and practice outcomes being delivered. Conceptualised through a PhD, the model has been

B.S.Sc., B.Psych.(Hons). M.Psych (Clinical). PhD

tested through multiple program and practice partnerships. Ivan has 17 years' experience in the design, implementation and evaluation of intensive wilderness programs. His PhD addressed the question: "Can intensive wilderness programs be a catalyst for change for young people at risk of offending, educational disengagement or poor wellbeing?"

Sean Lappin

Sean is the Principal Consultant and Managing Director of Connected Self. He has worked in the areas of youth programming, child protection and juvenile justice for over 20 years; including within the roles of youth worker, alternative care supervisor, Chief Project Officer, Project Manager, and Senior Manager for Community Residential Care for the South Australian Government. Sean has also worked as the National Advisor, Homelessness and Housing, for Mission

Dip.YW, PgCert. Social Entrepreneurship, Masters AI&E

Australia and has also acted as the National Manager for Community Services. As part of these roles, Sean has undertaken key roles in large scale research projects in relation to homelessness in Australia and advocacy initiatives for housing and homelessness programs. Sean has significant experience in the development, management, evaluation and delivery of programs for young people, including young people with significant and complex needs. Sean has undertaken program management roles which incorporated the development of client files and information systems; development and implementation of case management processes; development of individual and group interventions; development and implementation of innovative program options (including camps and wilderness-based therapy); convening case planning and review processes; establishing service protocols and agreements with partner agencies and developing and implementing policy; including a lead role in the development of the *Keeping them Safe in Our Care* policy platform for the South Australian Government.

Terms of Reference

The Northern Territory (NT) Government commissioned Connected Self to undertake an implementation review of the Early Intervention Youth Boot Camp (EIYBC) Program which addressed the following four points.

1. What progress has been made in relation to recommendations identified in the 2015 EIYBC Program Summary Review?

2. Based upon available data, including feedback from young people and sector stakeholders and information generated through collaboration with provider agencies and key NT Government representatives, what key themes have emerged in relation to 2016 EIYBC Program delivery?

3. What are the critical program development and implementation considerations for an early intervention, wilderness-based and non-mandated youth justice intervention delivered in the NT?

4. Based upon best-practice evidence and the critical program development considerations, propose and describe a number of early intervention program models that include a wilderness component and are designed to divert young people away from future offending, strengthen educational engagement, and promote individual and community wellbeing.

Executive Summary

Part I: Introduction

Northern Territory (NT) young people present with high rates of mental health issues, offending, educational disengagement, and poor whole-of-life outcomes. There is a need for culturally sensitive, multi-systemic, and early intervention crime prevention programs that are nuanced to the geographic, demographic and cultural needs of the Northern Territory.

Wilderness-based or youth camp interventions offer much intuitive appeal. In 2012-13, the Northern Territory Government introduced the Early Intervention Youth Boot Camp (EIYBC) Program as a central feature of their youth crime prevention strategy and broader policy platform (Pillars of Justice).

The program was operationalised into service delivery with reference to earlier NT programs (pre-2012), and best-practice evidence and principles. The EIYBC Program was underpinned by a therapeutically-grounded program logic model, a sound program theory, and operationalised through a set of program guidelines and growth-focused intentional practice approach. Significant attention was paid to program implementation, with high levels of resources and evidence brought to ensuring the program was delivered in a safe and high impact manner, with ongoing monitoring of program integrity.

In terms of service delivery, in 2013 Tangentyere Council Inc and the Operation Flinders Foundation delivered pilot EIYBC Programs for young people originating from the Alice Springs and greater Darwin region (including Katherine), respectively. Both agencies were subsequently contracted to deliver a further four programs in the second half of 2014, and Operation Flinders was contracted to deliver eight programs in both 2015 and 2016.

Part II: Methodology

A review methodology, grounded upon robust evaluation principles, systematically captured a breadth of evidence through multiple assessment processes. This included electronically coded police data, stakeholder interview, program observation, youth-report measures and interview, historical report review, and consolidated review of background documents and reporting templates. Through a process of thematic analysis, the implementation themes were reviewed, refined and validated through continuous discussion with key representatives of the NT Government, EIYBC Program referral panel members, Operation Flinders, YMCA, Relationships Australia and other stakeholders. Consolidated themes were reviewed and validated through a

key stakeholder workshop held in October 2016. While longitudinal (2014-2016) police contact trends were gathered and reported, cautious interpretation is warranted. The recommendations and models documented in Part V of this report warrant further review and consultation with young people and their families, and stakeholders external to the EIYBC Program.

Part III: 2016 Implementation Findings

At the end of 2015, a summary report provided optimism that while program outcomes were being achieved, the potential impact of the EIYBC Program had not been realised (Raymond & Lappin, 2016). The review team identified a range of barriers and themes that talked to this point, including (1) participant targeting, (2) youth and family engagement, (3) program integrity and quality assurance, (5) local embedding, (5) cultural integration and (6) internal and external integration.

Part III brought a focus to program implementation and progress against the themes noted. Over the course of 2016, the NT Government, Operation Flinders and stakeholders committed to rigorous implementation and development of the EIYBC Program. As a result, broad progress was made, with the strongest progress noted with cultural integration, participant targeting and goal setting. Despite this, there was an under-utilisation of overall program services, and nearly 12% of participants did not complete the camp component for medical, behavioural and family reasons. This is attributable to a range of factors, however, compression of intended program timelines continued to severely impact on pre-camp processes, with this negatively cascading through subsequent program delivery.   Specifically, the lack of systematic youth and family engagement, to build rapport with case work staff, remained a factor that achieved minimal progress across 2016. This remains a key barrier to the implementation of the EIYBC program.

Towards the end of 2016, questions emerged amongst NT Government, case work providers and Operation Flinders stakeholders regarding the cost-benefits of the EIYBC Program in its current form. Specifically, the high operational demands of the program, the time-dependent nature of the camp component, and the nature of the participant cohort suggest that program implementation challenges are always likely to exist. While some of these challenges are particular to the Northern Territory, there are a number which are shared across jurisdictions. This highlights the complexity of implementing an early intervention program for young people with high levels of need, and in a manner that is nuanced to the geographic, demographic and cultural context of the Northern Territory.

Part IV: 2013-2016 Program Implementation Review

A longitudinal review of contact with police data (2014 to 2016), related to 2014 EIYBC Program participants, provided some optimism that the EIYBC Program was

associated with reduced offending for young people with prior offence history. However, this finding was counterbalanced with the evidence suggesting that offending patterns may have been initiated for some EIYBC Program participants (without offending histories) in the two-year post-program period.

In light of questions being raised in terms of the cost-benefits of the EIYBC Program in its current form, a stakeholder workshop conducted in October 2016 validated a number of key program implementation learnings. These are consolidated into a 'what worked' and 'what did not work' set of themes that are summarised in Table 7. A brief summary narrative of each key theme is provided. Enduring and pervasive themes were identified, with impacts associated with the compression of program timeframes, the use of 'boot camp' terminology, the lack of engagement with young people and their families pre-camp, and attrition in participation of young people in the post-camp goal attainment process.

Part V: Future Directions and Modelling

There is widespread agreement that the EIYBC Program should undergo significant program redevelopment and realignment. This renewal process is timely given the broader context, including the Royal Commission and emerging reform agenda for youth justice services across the Northern Territory.

In light of this direction, Part V brings focus to critical considerations for the design, development, implementation and review of an early intervention youth justice program within the Northern Territory. Central to all future program conceptualistion is ensuring there is a flexible and evidence-informed starting point. This is in contrast to the EIYBC Program which was embedded within a 'law and order' political narrative, and operationalised through 'boot-camp' terminology. This provided a rigid and inconsistent starting narrative that was not congruent with an evidence-informed practice philosophy (or intent).

This chapter proposes three early intervention program models that include a wilderness component, and are designed to divert young people away from future offending, strengthen educational engagement, and promote individual and community wellbeing. The models draw upon and operationalise the critical program development considerations summarised in the chapter.

It is recommended that the NT Government implement a broad stakeholder consultation strategy to disseminate and review the findings from the report, with the view of building community and stakeholder consensus for the next iteration of any program renewal process.

Part I: Introduction

Part I briefly describes the context and evidence underpinning the development and implementation of the EIYBC Program, including a summary of the EIYBC Program implementation phases and outputs from 2013 to 2016. For detailed information, the reader is directed to the 2015 and 2016 EIYBC Program summary reviews (Raymond & Lappin, 2015, 2016).

Contents of this chapter are drawn upon and referenced in Part V of this report: Future Directions and Modelling.

Program Context

Northern Territory (NT) young people present with high rates of mental health issues, offending, educational disengagement and poor whole-of-life outcomes (Bamblett, Bath, & Roseby, 2010). With approximately 30% of the population identifying themselves as Aboriginal (AIH, 2010), it is universally accepted that Aboriginal young people have disproportionately poorer physical, social, educational, and emotional wellbeing outcomes, with this magnified for young people that reside within remote or isolated communities (Australian Institute of Health and Welfare [AIHW], 2011).

Early intervention is a key mechanism to reduce Aboriginal over-representation in the youth justice system (Allard et al., 2010), as well as "close the gap" between Aboriginal and non-Aboriginal health and wellbeing outcomes (Council of Australian Governments [COAG], 2009). There are numerous determinants of Aboriginal health and welfare, which cluster on environmental, social, economic, cultural, and historical domains (Zubrick et al., 2010). As such, best-practice early interventions for Aboriginal young people should target the broad-based social, cultural and historical factors that impact on wellbeing (Dudgeon, Wright, Paradies, Garvey, & Walker, 2010), but in a manner that considers broader community wellbeing and the transgenerational impacts of sociohistorical events (Atkinson, Nelson, & Atkinson, 2010).

In the previous EIYBC Program reviews (Raymond & Lappin, 2015, 2016), the authors highlighted the unique and diverse geographic, demographic, and cultural factors within the Northern Territory that must be both acknowledged and considered within the design and implementation of youth justice interventions.

Specifically, there is a need for culturally sensitive and multi-systemic early intervention programs that are nuanced to the Northern Territory context.

Antecedents to the EIYBC Program: Youth Camps as an Intervention Strategy

Given the unique geographical, social and demographic factors within the NT, there is much intuitive appeal for the utility of intensive wilderness-based interventions to respond to youth justice needs. Over the past decade, the Northern Territory Government has funded a number of wilderness-based youth camp interventions. The antecedents of the current EIYBC Program extend back to 2008 with the Northern Territory Youth Camp Intervention Strategy. Three programs were funded at this time to deliver services across both Top-End and Central Australia.

1. Balunu Healing Camp (Balunu Foundation).
2. Brahminy Residential Camp (Brahminy Group Pty Ltd).
3. Circuit Breaker Camp (Tangentyere Council).

In 2010, Connected Self were contracted to undertake a comprehensive evaluation of three programs funded by the NT Government. The evaluation identified a range of recommendations designed to support the ongoing evolution of the programs towards best practice models, as well as to mitigate risks associated with the program operations (Raymond & Lappin, 2011). The authors found that while these early programs demonstrated promise, their lack of integration within the youth justice system and their fragmented post-care support raised doubts regarding the sustainability of outcomes and cost-effectiveness. The recommendations and modelling suggested by the authors were subsequently supported in a follow-up review of the Northern Territory youth justice system (Carney, 2011).

EIYBC Program

In 2013, the CLP Government introduced the Early Intervention Youth Boot Camp (EIYBC) Program as a central feature of their youth crime prevention strategy and broader policy platform (Pillars of Justice). The program was targeted at male and female young people, aged from 12 to 17, exhibiting risk factors predictive of future offending.

What is the EIYBC Program?

A Department of Correctional Services funding information paper (2013-14) indicated that the purpose of the EIYBC Program was "to provide an intervention for young people at risk of entering a long term criminal career" with the purpose to:

1. "Challenge the attitudes and behaviours of young people.

2. Enhance the physical health and well-being of young people.

3. Enable the identification of family and individual issues.

4. Connect young people and families to support services."

The specific desired outcome identified within the funding paper was to "reduce the likelihood of young people being involved in criminal behaviour", with specific objectives including:

1. "Develop the consequential thinking of young people.

2. Improve the health and well-being of young people.

3. Enhance young people's ability to operate in routine and disciplined environments (such as school).

4. Develop young people's family functioning.

5. Increase self-confidence of young people.

6. Develop the personal and interpersonal skills of young people.

7. Increase young people's participation in school/employment."

The EIYBC Program was designed to include two intervention phases:

1. Camp - which included the following elements: "structured activities", "natural consequences", "physical activities in a safe environment", "routine and discipline", "therapeutic programs", "cognitive behavioural intervention", "cultural programs", "challenging activities", "education programs", and "experiential skill based interventions".

2. Community Integration – which included the following elements: "partnering with other services in the delivery of education, heath, family and individual support" and "confirming the new skills, knowledge, attitudes and beliefs developed by the young person" during the camp.

Between 2014 and 2016, the target group for the EIYBC program was "male and female young people aged from 12 to 17 years of age who exhibited three or more of the following factors:

1. Early family/parental conflict.

2. Poor parental supervision and discipline.

3. Commencement of association with peer group with anti-social attitudes.

4. Early involvement with alcohol or drug use.

5. Family members involved in the criminal justice system/condoning antisocial attitudes or criminal behaviours.

6. History of maltreatment, family abuse, or neglect.

7. Recent disengagement from education, training and/or employment, or at immediate risk of disengagement.

8. Anti-social behaviour (including disturbance of the peace and trespassing).

The exclusion criteria included young people presenting with one or more of the following factors:

1. Young people who are not willing to attend the program.

2. History of sexual offences against children/peers.

3. Extreme violence and aggression against others.

4. Active and severe suicidal ideation and/or self-harm.

5. Severe mental health issues (e.g., psychosis).

6. Severe substance use dependence (e.g., addiction requiring a closely managed detox).

7. Homelessness (where there is no identified placement or supporting adult figure in the post-camp period).

8. The camp being used as a substitute for an alternative care placement.

9. Severe cognitive or social impairment which impacts on a young person's personal or emotional safety within a wilderness environment and/or group program (e.g., severe and functionally impairing FASD or autism spectrum disorder symptoms)."[1]

Program Development History

This section summarises the program development history of the EIYBC Program as mapped to four phases spanning 2013 to 2016 (see Figure 1). A detailed version of this history can be found in Raymond and Lappin (2016).

---

[1] Reproduced from EIYBC Program Guidelines.

4

It is important to note that the EIYBC Program was philosophically and politically driven by a Pillars of Justice policy platform. This is a key starting point of the program, as it was embedded within a public narrative and set of messages that centered on 'justice' and 'boot camp'. The subsequent development of the program model was informed and grounded upon evidence and therapeutic principles, which are discussed in the following section. This section brings focus to the key program development phases and outputs from 2013 to 2016. This is summarised in Figure 1.

Figure 1: Program Development Phases: 2013 to 2016

2013	2014	2015	2016
Piloting	**Refinement**	**Capacity Building**	**Consolidation & Evaluation**
Program was piloted with young people from Top-End (Darwin and Katherine) and Central Australia. Internal program review undertaken.	Program guidelines and service providers program model/theory is updated through an action evaluation research approach.	Specific strategies for strengthening program integrity are implemented, with a focus on building the capacity of staff teams through training and supervision.	Specific strategies for consolidating program delivery are implemented, and a multi-levelled and longitudinal independent outcome evaluation is conducted.

Following a tender process, in late 2013 Tangentyere Council Inc and the Operation Flinders Foundation delivered pilot EIYBC Programs for young people originating from the Alice Springs and greater Darwin region (including Katherine) respectively. Through the pilot review, it was identified that there was no agreed position between NT Government and service providers on the conceptualisation and operationalisation of the EIYBC Program model, notably as it related to the integration of the wilderness camp and case management intervention. In response, in early 2014 (refinement phase), a program logic, theory and set of program guidelines was developed for the EIYBC Program. The latter included all of the templates (including assessment tools), benchmarks and processes associated with the delivery of the EIYBC Program. Consultancy support was provided to both the Operation Flinders Foundation and Tangentyere Inc to operationalise the program logic for their context and program.

As part of the refinement phase, in early 2014, the review team undertook a process assessment of both Operation Flinders' and Tangentyere's organisational capacity and systems to risk manage and sustainably deliver high quality programs. Consultancy support was provided to develop policies and procedures where risk management gaps were identified. Both agencies were subsequently contracted to deliver four EIYBC Programs in the second half of 2014.

Across late 2014, a process and outcome review of the EIYBC Program was undertaken. The findings are summarised in the report *Northern Territory Early Intervention Youth Boot Camp Program: 2014 Program Implementation Review Summary Report* (Raymond & Lappin, 2015). In early 2015, the NT Government made the decision to contract a single preferred provider, Operation Flinders, to deliver eight EIYBC Programs in 2015.

Across 2015, the review team worked alongside the NT Government and Operation Flinders within a capacity building strategy that had three areas of focus:

1. Training to build capacity in a sustainable manner.

2. Rolling review of program implementation.

3. Systematic program assessment (occurring August to December, 2015).

This culminated in a further process and outcome review of the EIYBC Program. The findings are summarised in the *Northern Territory Early Intervention Youth Boot Camp Program: 2015 Program Implementation Review Summary Report* (Raymond & Lappin, 2016). The authors recommended that the final phase of program development (consolidation and evaluation) bring focus to the following:

1. A longitudinal evaluation, involving a matched control group, and applying multi-levelled measures (self-report, observer, forensic) is conducted by an independent and external evaluator.

2. Service providers are supported to embed quality assurance systems (mapped against EIYBC Program Guidelines) within their organisation.

3. A cost-benefit analysis of the EIYBC Program is undertaken, as benchmarked against other forensic or like interventions.

Operation Flinders was contracted by the NT Government to deliver eight programs in 2016.

EIYBC Program: Underpinning Evidence

The development and implementation of the EIYBC Program was informed by evidence and best-practice principles. This section summarises this evidence, with material in this section drawn upon and referenced in Part V of this report.

Crime Prevention

There is a wide body of literature examining the effectiveness of crime prevention interventions. In a summary review of this evidence, Sallybanks (2003) in "*What Works in Reducing Young People's Involvement in Crime: Review of Current Literature on Crime Prevention*", produced by the Australian Institute of Criminology, conducted an international review of crime prevention strategies. Table 1 summarises the evidence.

Table 1: Consolidated Summary of Effectiveness of Crime Prevention Strategies (derived from Sallybanks, 2003).

Effective	Preliminary Support	No Support or Ineffective
Social competence training or skill based training based upon a CBT framework	Mentoring	Boot camps with no therapeutic component
Increasing school engagement and promoting positive school behaviour	Police cautioning	Removing young people from a familiar environment with no aftercare support
Multi-systemic therapy (MST)	Youth drug courts	Intensive supervised probation (with no case management)
Intensive supervision and case management (with clear intent)	Outdoor, recreational and wilderness programs (short-term impact)	Programs designed to increase employment
Mediation in the form of family conferencing	Therapeutic communities for substance use	Programs that lack clear aims and objectives and/or are delivered in an ad hoc manner

Pertinent to this review, boot camps with no therapeutic intent (e.g., based upon discipline and compliance as opposed to therapeutically-informed skill

development), as well as programs that remove young people from their familiar environment with no aftercare support, are contraindicated or not supported as crime prevention strategies. Interventions targeting skill development through structured learning approaches (cognitive behavioural therapy), applying multi-systemic approaches and increasing school engagement are supported as evidence-informed crime prevention strategies. Furthermore, there is strong evidence that families, and positive parenting approaches, have a central role in reducing adolescent problem behaviour and promoting generalised wellbeing (Kumpfer & Alvarado, 2003).

Wilderness vs Boot Camp Interventions

This section draws the reader's attention to the diversity of interventions that come under the banner of boot-camps and intensive wilderness programs. A feature of both intervention types is that they are notably heterogeneous in terms of definition, composition, participant group, and how they operationalise the change process (for detailed review see Raymond, 2016; Raymond & Lappin, 2015, 2016).

Across Australia, a number of state jurisdictions have funded 'boot-camp' interventions under a youth justice service framework. However, there are wide differences in definition, composition, participant targeting and purported change process underpinning individually funded programs.

Traditionally, boot-camps have sought to create change through the key program processes of structure, routine, compliance, external authority and overcoming physical challenge (MacKenzie & Hebert, 1996). Conversely, wilderness programs have placed greater emphasis on the role of challenges and experiences within the wilderness environment, with the facilitator shaping, guiding, and coaching skill and awareness development (Davis-Berman & Berman, 1994b). There is a wide agreement within the clinical and forensic literature that interventions founded upon authority and punishment, as opposed to relationship-based therapeutic processes, are not effective for building long-term mental health and behavioural outcomes (Carr, 2003; Gershoff, 2002).

Given the noted heterogeneity of Australian-based boot-camp programs, and the possibility that stakeholders may apply the term 'boot-camp' in potentially erroneous ways, the authors operationalise the NT EIYBC Program as an "intensive wilderness program". This has been defined by Raymond (2014) as a clearly defined and structured group-based program that is delivered within a remote or wilderness area, which is experienced by the participants as physically and psychologically demanding (or intense) in nature. The use of this term affords the opportunity to integrate evidence from a previous evaluation (Raymond & Lappin,

2011) and the broader wilderness literature into the critical assessment and ongoing development of the EIYBC Program.

A review of Australian state government 'boot-camp' programs indicates that the inclusion of therapeutic and social-emotional skill-development processes remain important criteria for funded provision. In contrast, there appears to be less reliance on traditional boot-camp program elements (physically intense, militaristic, authority-driven and compliance-based learning approaches) within the purported change process. Given this, and the noted heterogeneity of interventions, wholesale generalisations regarding the effectiveness, or lack of effectiveness, of 'boot-camps' or 'intensive wilderness programs' are currently not supported within the Australian context. Their critical review, understanding, and effectiveness can only be assessed on a case-by-case basis, with consideration given to the program composition (e.g., length, intensity, facilitation style, use of therapeutic enhancement), rationale underpinning the program change process, and participant profile (Raymond & Lappin, 2011). For this reason, inter-jurisdiction comparisons of Australian-based boot camp programs are cautioned. In other words, the evaluation findings contained within this report may not be generalisable to other Australian states, and the extrapolation of evaluation findings from other state jurisdictions to the Northern Territory context should also be conducted with care.

However, what is clear is that any outdoor-based program with no therapeutic intent (e.g., based solely upon discipline and compliance as opposed to therapeutically-informed processes), and programs that remove young people from their familiar environment with no aftercare support, are contraindicated as crime prevention strategies.

Best-Practice Features of Intensive Wilderness Programs

Given the heterogeneous nature of wilderness programs, and the need to bring evidence to program design and implementation, Raymond (2014, p. 24) identified nine key benchmarks for intensive wilderness interventions that, collectively, increase the probability that meaningful youth justice outcomes will be delivered. These benchmarks are integrated from principles taken from the forensic literature (risk, need and responsivity; Andrews & Bonta, 2010), as well as being informed by work undertaken in previous evaluation and reviews (Raymond & Lappin, 2011), and the mental health and wilderness literature. Intensive wilderness programs should:

1. "Have a clear, therapeutically aligned and documented program model that includes a hierarchy of criminogenic needs and outcomes, and a clear

evidence-informed[2] program logic which details the program processes to achieve those outcomes.

2. Have undergone robust evaluation, utilising criminogenic outcomes predictive of future offending and/or at-risk behaviour (aligned to the program logic modelling), that supports the efficacy of the program model.

3. Uphold the principle of program integrity, that is, the program is delivered in a consistent manner as per the program logic model, where participants receive a similar 'dosage' of intervention. Staff recruitment, training and supervision, as well as organisational systems and policies, should be informed by a documented and consistent practice approach informed by the program logic model. [3]

4. Integrate an upfront assessment and monitoring of program participants, such that program facilitators can tailor their relationship exchanges with participants to their specific criminogenic needs. The relationship exchanges should be driven by clear intent, for the purpose of cultivating increased insight or self-awareness and prosocial skill development.

5. Target young people at risk of offending behaviour.

6. Integrate post-program follow-up, guided by a program logic model, that extends from the wilderness experience through a consistent narrative (or story), and continuous adult relationships.

7. Include physical and psychologically challenging activities and experiences that are supported through validating, substantial and therapeutically responsive relationship exchanges between program facilitators and participants.

8. Be founded upon a comprehensive risk management assessment of activities and screening of program staff.

9. Be delivered in a culturally sensitive and meaningful manner, reflective of both participant and local cultural customs and traditions".

Successive Northern Territory Governments have funded residential and wilderness-based programs for young people at risk of offending. While early programs offered promise (pre-2012), their lack of theoretical, therapeutic, and conceptual coherence in both program design and implementation was a significant impediment to the consistent delivery of safe and high impact outcomes. An earlier report documents in detail the participant and organisational risks associated with such programming within the Northern Territory (Raymond & Lappin, 2011). More

---

[2] Evidence refers to scientifically sound information contained within the youth development and forensic literature, or evidence gained through internal evaluation of program processes and outcomes.
[3] This requires a planned and resourced implementation process.

recent reviews have further highlighted the importance of NT residential correctional programs having clear and coherent practice philosophies (Vita, 2015), underpinned by strong therapeutic integration and supporting systems (Gwynne, 2015; Vita, 2015).

The consultancy provided by the review team to the NT Government for the development of the EIYBC Program has been informed by the aforementioned benchmarks, with a strong focus on ensuring there is a coherent practice philosophy, guided by therapeutic principles.

Logic Modelling and Growth-Focused Therapeutic Intent

Across the broader clinical, educational and forensic literature there are five key factors that are associated with higher program effects. They are: (1) conceptually sound, (2) responsive, (3) program integrity, (4) skill-focused, and (5) targeted (Raymond, 2016a). These factors have been drawn from a number of widely cited reviews (e.g., Durlak, Weissberg, Dymnicki, Taylor, & Schellinger, 2011; Lipsey, 2009), and link to the forensic psychology framework of Risk-Need-Responsivity (Andrews & Bonta, 2010), a framework currently being implemented across the Northern Territory youth justice system,

The first construct of 'conceptually sound' brings focus to the relationship (or intent) between an individual program's processes (or components/resources /activities) and its outcomes (or outputs). Program logic modelling is an approach that conceptually describes both aspects (Cooksy, Gill, & Kelly, 2001). Such models provide a mechanism to describe the relationship between short- and longer-term outcomes (Julian, 1997) to guide multi-method evaluation (Cooksy et al., 2001), and to support organisations in developing a shared understanding of the underpinnings of their program model (McLaughlin & Jordan, 1999).

Program logic models bring focus to both the outcome (or the 'what') and the processes or mechanisms ('how') by which the intervention is delivered. This focus can also be operationalised at the service delivery level, through an intentional practice approach where the practitioner or program facilitator brings ongoing mindful awareness to the 'what' and the 'how' within the delivery of the intervention (Raymond, 2016c). In other words, they are continually asking themselves what is the intent or purpose behind their communication, and what outcome they are working to achieve. Traditionally, boot-camps have sought to create change through a compliance-based intent (MacKenzie & Hebert, 1996). In contrast, the EIYBC Program logic and underpinning therapeutic approach has been underpinned by a growth-focused intentional practice model (Raymond, 2016a). This scientifically grounded model has informed the categorisation of the EIYBC Program logic and the articulation of the key therapeutic processes benchmarked

within the program. The use of this model has brought focus to safe and high impact program delivery (Raymond, 2016b), and supports a coherent practice approach as has been recommended with broader reviews of the NT correctional system (Vita, 2015).

Program Theory (Catalyst for Change)

A further aspect of the 'conceptually sound' program feature is the theoretical basis of the program. In other words, this is the deeper layer evidence and narrative that talks to how the program delivers its outcomes. Programs that are delivered from a strong theoretical basis are associated with the largest program effect sizes (Antonowicz & Ross, 1994).

The operationalisation of the EIYBC Program has been underpinned by the Transtheoretical Model (Prochaska, Di Clemente, & Norcross, 1992). This is a stage-based model of change which is used to match an intervention to an individual's readiness to change. Both practitioners and researchers alike understand that young people at risk of negative outcomes may not be responsive to intervention, or be willing to make changes in their life. The reduction of any at-risk or offending behaviour requires a young person to be active and motivated to modify their behavioural patterns. In other words, a young person needs to critically reflect upon their current behavioural actions, be aware of their problems, develop realistic forward goals, explore future pathways, and take committed action to achieve desired outcomes. Motivation to change remains a central consideration of best-practice forensic intervention with juvenile offenders (Day, 2005).

The application of this model to the wilderness setting and the EIYBC Program has been informed by both qualitative (Raymond & Lappin, 2011) and quantitative operationalisation of the approach (Raymond, 2016a). The model brings a theoretical focus to the role of the wilderness environment to engage youth-at-risk within a novel and interesting experience and, through this process, the program becomes a 'catalyst for change'. That is, young people through the wilderness intervention, supported by post-care support, transition from low to higher levels of motivation to change, as operationalised by:

1. "No problem awareness or recognition.

2. Problem awareness and recognition (problem awareness).

3. A cognitive or thought driven intention to make a change (cognitive intention).

4. Activation of a behaviour aligned to a change process (behavioural activation)" (Raymond, 2016a, p. 109).

The use of the model responds to one of the strongest challenges to the wilderness discipline which relates to the long-term sustainability of participant outcomes (Mason & Wilson, 1988). There are a number of studies suggesting that participant outcomes regress back to pre-test levels of functioning upon a participant returning to their home environment (e.g., Davis-Berman & Berman, 1994a). Durgin and McEwen (1991) noted that participant changes "are soon lost in the struggle against poor family interactions and negative community environments" (p. 34). Post-care support, integrated as an extension of the intensive wilderness experience, remains an important benchmark for best-practice wilderness programming (AIC, 2006; Raymond, 2014).

The operationalisation and embedding of the Transtheoretical Model as a theoretical framework to the EIYBC Program is discussed in further detail in previous reviews (Raymond & Lappin, 2015, 2016).

Program Integrity and Implementation Science

Within the broader youth literature, it is acknowledged that youth programs are not equally effective; that is, some programs work for some young people, on some outcomes (Hattie, Marsh, Neill, & Richards, 1997; Wilson & Lipsey, 2000). Program integrity exists where interventions are delivered in a consistent and replicable manner (Day & Howells, 2002), as intended in both theory and design (Aarons, Hurlburt, & Horwitz, 2011; Hollin, 1994). In short, programs with strong program integrity provide participants with a similar 'dosage' of intervention, and this remains a strong predictor of program impact and effectiveness with forensic interventions (Andrews & Bonta, 2010), and a best-practice consideration for intensive wilderness programs (Raymond, 2014), and social-emotional programming more generally (Durlak et al., 2011). Evidence has demonstrated the relationship between building program integrity and the consistency of quality outcomes (Aarons et al., 2011; Fixsen, Blase, Naoom, & Wallace, 2009; Wandersman et al., 2008).

A key factor impacting on program integrity is facilitator style and communication. The EIYBC Program, like many early intervention crime prevention programs, is a relationship-based intervention where the program facilitators and case workers are central to the therapeutic change process. Given the diversity of human personality, philosophies, and coping capacity, such programs are likely see large differences in facilitator style and capacity to deliver therapeutically-informed communication. Within clinical settings, some interventions (for instance cognitive behavioural therapy) are operationalised in program manuals to aid program integrity or consistency of facilitator delivery. However, manualised delivery approaches are contraindicated across many early intervention crime prevention programs. In short, program integrity and impact is strongly mediated by the skills,

capacity, and experience of program facilitators, and significant start-up investment is required to develop quality assurance systems (e.g., training, clear operational guidelines, practice framework, supervision, practice coaching, recruitment) within program implementation.

Given the points noted, it is not surprising that the literature supports the viewpoint that established wilderness programs are more likely to deliver stronger program impact (AIC, 2006; Wilson & Lipsey, 2000). Within program implementation, it is not uncommon for significant time and resources to be prioritised to managing the risks and operational needs associated with the delivery of remote wilderness programs. The development of quality assurance systems to build program integrity can easily be overlooked within program implementation and, subsequently, program slippage and drift can occur, and the outcomes and cost-effectiveness of the intervention compromised.

The area of implementation science has grown out of the realisation that while there has been significant progress in the development of evidence in the research setting, this has not consistently translated to implementation at the operational or program setting. Implementation science brings a focus to the strengthening of both program integrity and associated outcomes.   Specifically, how evidence from research can be integrated within the policies and practices of agencies providing services (Proctor et al., 2009). It also provides an understanding of the underlying factors which promote program fidelity and integrity. A key theme, which has emerged from the literature, is the lack of attention that has been invested in promoting the fidelity of programs. This has resulted in what is often described as the chasm between research and practice which, in turn, has resulted in a lack of efficiency in the application of finite resources and a lack of consistency of outcomes across programs (Capella, Hoagwood, & Reinke, 2011).

Therefore, while there have been notable developments in the area of science, there has been limited success in translating the science to effective, evidence-based programs (Elliott & Mihalic, 2004). This has been seen, in part, to be associated with what has been termed 'the passive approach' that tends to rely on practitioners and managers accessing, understanding, and implementing work that researchers publish. The move towards a more active process, documented by a range of researchers over the past twenty years (Blase, Van Dyke, Fixsen, & Bailey, 2012; Chamberlain, 2003; Grimshaw & Eccles, 2004; Havelock & Havelock, 1973), utilises external parities who are skilled in the implementation process to work with key people within each agency to promote the fidelity of programs (Fixsen et al., 2009). This is best captured by the work of Greenhalgh, Robert, Macfarlane, Bate, and Kyriakidou (2004) who suggested there is a need to move from a process

of "let it happen", to "help it happen", to "make it happen" approach to implementing treatments informed by evidence.

A key feature of the implementation science is 'knowledge translation'. This operationalises the organisational, structural, financial, and professional strategies that translate knowledge and evidence to the practice or service delivery level (Albrecht, Archibald, Arseneau, & Scott, 2013).

The design and implementation of the EIYBC Program been underpinned by the implementation science (Albrecht et al., 2013), with a range of strategies implemented to support program integrity across the 2013-2016 implementation period. This includes:

1. Program guidelines, with embedded checklists and tools.

2. High levels of published detail about the program.

3. The operationalisation of 'therapeutic intent', including therapeutic change processes, and the use of an intentional practice approach.

4. Facilitator training package (with Train-the-Trainer package).

5. Ongoing coaching, reflective practice supervision and support of practitioners in the application of the approach.

6. Program reporting templates.

7. Ongoing monitoring of program implementation by external parties.

The ongoing focus to quality monitoring, supported by implementation science, reduces the likelihood that critical components of a program will become diluted, and 'program drift' will occur with lowered program outcomes eventuating (Royse, Thyer, Padgett, & Logan, 2010). Attention to implementation and quality monitoring processes within crime prevention programming cannot be overstated. It remains a crucial process to maximise the impact of finite resources.

PART I: SUMMARY

Northern Territory (NT) young people present with high rates of mental health issues, offending, educational disengagement, and poor whole-of-life outcomes. There is a need for culturally sensitive, multi-systemic, and early intervention crime prevention programs that are nuanced to the geographic, demographic and cultural needs of the Northern Territory.

Wilderness-based or youth camp interventions offer much intuitive appeal. In 2012-13, the Northern Territory Government introduced the Early Intervention Youth Boot Camp (EIYBC) Program as a central feature of their youth crime prevention strategy and broader policy platform (Pillars of Justice).

The program was operationalised into service delivery with reference to earlier NT programs (pre-2012), and best-practice evidence and principles. The EIYBC Program was underpinned by a therapeutically-grounded program logic model, a sound program theory, and operationalised through a set of program guidelines and growth-focused intentional practice approach. Significant attention was paid to program implementation, with high levels of resources and evidence brought to ensuring the program was delivered in a safe and high impact manner, with ongoing monitoring of program integrity.

In terms of service delivery, in 2013 Tangentyere Council Inc and the Operation Flinders Foundation delivered pilot EIYBC Programs for young people originating from the Alice Springs and greater Darwin region (including Katherine), respectively. Both agencies were subsequently contracted to deliver a further four programs in the second half of 2014, and Operation Flinders was contracted to deliver eight programs in both 2015 and 2016.

Part II: Methodology

Part II summarises the review methodology, and the specific strategies to synthesise the themes and outcomes as reported in Part III and Part IV.

Principles Underpinning the Review

The review team designed and implemented a review methodology to address the points specified in the Terms of Reference (page xii). This occurred with consideration to the following principles:

1. **Scientifically Grounded Evaluation Processes and Conclusions** – The review team sought to implement consistently applied, reliable and valid assessment processes, where conclusions were only drawn on the basis of the evidence gathered, with consideration given to the strengths and limitations of the evidence gathering process and tools.

2. **Youth-Focused** – All attempts were made to ensure that the voice and experiences of program participants were captured and communicated within the report.

3. **Multi-Levelled Evaluation Processes** – There were a range of barriers encountered within the review that impacted on the way evaluation processes could be applied. This included a relatively small number of program participants, restricted stakeholder capacity and time, compressed time-frames, and the requirement to conduct a broad-based assessment. For this reason, the review team implemented multiple data gathering processes that were synthesised through thematic analysis. These included: youth-report questionnaires, program observation, observer feedback, archival and program reporting data, data from key stakeholder agencies (e.g., NT Police) and interview.

4. **Openness, Transparency and Independence** – Given the potential that review processes may evoke distrust, loss of control, and concern for funded agencies (Briggs & Campbell, 2001), the review team sought to implement a transparent evaluation process, where the intent of all processes were openly communicated. In the interests of transparency, it is worth noting that the first author had a previous long-term involvement with the Operation Flinders Foundation, including as program facilitator and representative on their Clinical Advisory Committee from 1999 to 2011. Since 2011, the first author has stepped down from the Foundation, and was

involved in an independent evaluation of the program through a PhD program with Flinders University (Raymond, 2016). The review team liaised with key NT Government and preferred provider stakeholders and sought feedback in terms of concerns regarding independence or conflict of interest. No such concerns were communicated. The second author has had no formal involvement with the Operation Flinders Foundation.

5. **Inclusion of Culturally Sensitive Processes** – A range of cultural factors impacted on the review process, including: (1) a non-Aboriginal review team seeking culturally-centric observations and evidence, (2) highly mobile and geographically dispersed participant group, (3) low participant literacy and numeracy rates, and (4) possible distrust to evaluation. For these reasons, the review included a number of culturally sensitive mixed-method and narrative approaches (Mikhailovich, Morrison, & Arabena, 2007).

6. **Informed Consent** – All stakeholders engaged formally within the review provided their informed consent to participate, including being provided a Stakeholder Information Sheet (Appendix B).

Program Review Framework

As discussed within the previous reviews (Raymond & Lappin, 2015, 2016), the EIYBC Program Logic Model has been truncated to represent the EIYBC Program Evaluation Framework. This framework is provided on the following page. Consistent with the Terms of Reference (page xii), the review brought restricted attention to the assessment of 'Processes' as articulated within the framework.

Through the implementation of the review, it was identified through discussion with NT Police representatives that an opportunity existed for longitudinal 'contact with police' data to be assessed (over a two-year period). This parameters and procedure for the collation of this outcome-focused data is discussed in the next section. This is the only outcome data formally reported in this report and it is mapped to the long-term outcome of "reduced repeat offending" (EIYBC Program Evaluation Framework).

Table 2: EIYBC Program Evaluation Framework

Processes		Hierarchy of Outcomes		
Wilderness Camp	**Follow-Up Case Work**	**Short-Term Outcomes**	**Medium-Term Outcomes**	**Long-Term Outcomes**
Reflective individual and group discussion	Pre- and post-wilderness program contact with family and stakeholders	Improved consequential thinking	Increased school attendance	Reduced repeat offending
Consequences (positive and negative) are applied during wilderness program	Case management contact schedule, between young person and case manager, is maintained as per program schedule	Prosocial attitudes to authority (including teachers, police)	Improved classroom and school behaviour behaviour	Increased school completion rates
Firm, consistent and enforceable rules and routines are applied	Collaborative goal exploration and clarification occurs throughout case management intervention	Prosocial aspirations for future	Reduction in impulsive acts	Increased vocational engagement
Young people have a meaningful narrative of program experience	Curious, validating and coaching dialogue is employed throughout case management intervention	Improved regulation of anger/aggression	Increased family engagement	Increased global health and wellbeing
Individual tailoring of communication by program staff	Case files are completed for all young people	Reduced criminogenic attitudes (towards crime and substance use)	Increased engagement with health agencies and practitioners	
Program is physically and psychologically challenging	EIYBC Program Referral and Rationale for Participant Selection or Non-Selection is completed on all referrals	Prosocial orientation to health and wellbeing	Increased engagement with supporting adults	
Involvement of prosocial authority figures	Assessment tools and Staying Strong Plan are completed on all participants	Prosocial attitudes and connectedness to culture	Decreased alcohol or substance use consumption	
Validating and culturally safe experiences	Family and stakeholder contact and communication occurs (post-program, as per Program Guidelines benchmarks).	Increased willingness to engage in change behaviours	Prosocial cultural exploration and engagement patterns	
Collaborative goal exploration and clarification occurs	Review of Staying Strong Plan and Exit Assessment completed (as per Program Guidelines benchmarks)	Increased willingness to engage with supporting adults in goal setting and personal growth	Reduced association with criminal peers	
Curious, validating and coaching dialogue is employed by program staff		Positive identification to prosocial peer groups	Engagement with case manager	
		Improved self-esteem and self-efficacy	Improved life satisfaction	

Please note: This table has been mapped against the EIYBC Program Logic and Theory framework. It should be noted that the delineation of 'short-term' and 'medium term' outcomes has been provided on the basis that they tap attitudinal and behavioural change, respectively. Attitudes can be assessed immediately post-program, while behaviours require a longer monitoring period (thus represent 'medium term'). There is a body of literature supporting the viewpoint that attitudinal change is a predictor of future behavioural change. Within the forensic literature, many of the short- and medium-term outcomes noted within this table are labelled 'criminogenic needs'.

Review Tools, Processes and Procedures

The review team implemented a range of evaluation tools and processes. A number of assessment processes applied in the 2014 and 2015 reviews (Raymond & Lappin, 2015, 2016) were replicated, thereby supporting comparative analysis. Each of these assessment processes is summarised in turn.

Pre-Program Contact with Police and Offending Data

Contact with police and prior offending data was routinely collected as part of the EIYBC Program referral and assessment process. The review team was provided access to a de-identified copy of historical contact with police and offending data for all young people who were referred to a 2016 EIYBC Program.

Contact with police data was provided with the following codings:

1. "FV Offender" – this is internally defined as police have attended a domestic disturbance involving a family and the young person has been identified as the offender within the disturbance.

2. "FV Participant" - this is internally defined as police have attended a domestic disturbance involving a family and the young person has been identified as a participant within the disturbance.

3. "Person of Interest" - this is internally defined as police have attended an offence and police wish to speak to the young person in relation to that offence.

4. "Offender" - this is internally defined as police have attended an offence and have identified the young person as committing the offence.

5. "Suspect" - this is internally defined as police have attended an offence and have strong reason to suspect that the young person has committed the offence.

6. "Spoken To" **-** this is internally defined as police have spoken to the young person which was considered significant enough to be logged onto the system to aid intelligence or information gathering, and provides a basis for future follow-up.

7. "Child Conveyance" – this is internally defined as the young person is taken home after wandering the streets at night; or could be after caught committing an offence and taken home to be formally interviewed at a more convenient time.

8. "Child Welfare" - this is internally defined that a police check is conducted on the young person due to concern, report or family custody matters etc.

9. "FV Child" - this is internally defined as the young person was an identified victim in a family violence matter.

10. "Suicide Attempt" - this is internally defined as an actual attempt attended by Police, no matter how minor, even if it was expressed as intention such as a threat of self harm.

11. "Substance Abuse" - this is internally defined as the young person abusing or consuming any form of volatile substance or drug, including alcohol.

12. "Involved With" - this is internally defined as the young person has come to police attention through links with others, even if not through offending (e.g., there was another offender identified and this person was with them at the time).

13. "Mentally Disturbed"- this is internally defined as the young person has been involved in a concerning behaviour or incident that requires specialist support.

14. "Missing Person"- this is internally defined for young people who abscond from family or placements, and may also be applied in custody matters and abductions.

It is important to note that the coding and input of electronic data, relating to contact with police and offence behaviour, is open to individual police officer interpretation at the point of data entry. For instance, if a police member attends an 'offence' and it is reported that an individual young person was within the local area when it occurred, the police member must make a judgment whether or not it is coded on the system as "Person of Interest", "Suspect", or not coded at all. Furthermore, the current NT Police electronic data system does not code offences in relation to the type of offence or whether or not the young person was found guilty of an offence. Therefore, these variables remain confounded within the current review.

Replicating previous evaluations (Raymond & Lappin, 2011, 2015, 2016), three composite measures were developed for the review. They were named and operationalised as follows:

1. **Police Offending Risk** - This composite measure included total number of logged entries in relation to *Offender, FV Offender* and *FV Participant.*

2. **Contact with Police** – This composite measure included total number of logged entries in relation to *Suspect, Spoken to, Involved With* and *Person of Interest.*

3. **Police Welfare Risk** – This composite measure included: *Family Violence, Child Conveyance, FV Child, Child Welfare, Mentally Disturbed, Substance Abuse, Suicide Attempt* and *Missing Person*.

The police data collated as part of the current review afforded the opportunity to provide reliable comment on participant targeting and selection, as it relates to broad-based static risk factors.

Longitudinal Contact with Police Data (2014 to 2016)

The reduction of repeat or recidivist offending remains one of the stated goals of the EIYBC Program. As comprehensively reviewed by Richards (2011), it is a construct that is difficult to operationalise and assess, in particular for juvenile cohorts where the patterns of offending are unique and have different developmental trajectories compared to adults. Offending outcomes can be assessed in the following ways: (1) self-reported data, (2) police contact and/or apprehension data, (3) court appearance and conviction data, and (4) correctional services data (Payne, 2007). Each of these data sources has strengths and limitations, and there are distinct periods of monitoring required for each data source (for detailed review see Payne, 2007).

Through discussion with NT Police, it was identified that a longitudinal review of contact with police data (2014 to 2016), related to 2014 EIYBC Program participants, was supported. That is, in 2014, NT Police systematically collected contact with police data for all young people who attended an EIYBC Program in that year. This data was gathered and reported as part of a previous review (Raymond & Lappin, 2015), and pertains to young people attending EIYBC Programs delivered by Tangentyere and Operation Flinders.

Contact with police and offending data was collated for all 2014 program participants up until the time of evaluation (December 2016), for the period 2014 to 2016. Descriptive outcomes are reported in Part IV of this report. Given the small sample sizes, and the risk that spurious findings may be reported, only total number of loggings related to 'contact with police' are reported, as opposed to describing outcome trends based upon composite risk measures.

It is important to note that when offending data is evaluated without the use of a control group, the authors are unable to rule out that any changes in participant behavioural functioning were not due to factors unrelated to program attendance (e.g., participant maturation, other related interventions, miscellaneous changes in participant). This poses questions in relation to the attribution of the outcomes achieved (i.e., to what degree can the outcomes be attributed to the young people's participation in the intervention). Previous evaluations undertaken by the authors in the Northern Territory (Raymond & Lappin, 2011, 2016) and South Australia

(Raymond, 2014) explored the feasibility of employing a matched control group. The conditions for the implementation of a reliable control group, in the available timeframes, were not found to exist in both cases. Similarly, the identification and isolation of a suitable control group was not able to be employed within the current review.

Longitudinal contact with police data (2014 to 2016) is summarised within Part IV of this report. The findings are descriptively reported, with no causal inference regarding program effectiveness, or lack of effectiveness, supported.

EIYBC Reporting Templates

In 2014, the review team developed four reporting templates for EIYBC Program preferred providers to complete for the NT Government as part of their funding agreement. These templates were designed to capture broad-based evidence tapping program integrity benchmarks, quality assurance and continuous improvement outcomes. The templates completed across 2014 included:

1. **Pre-Camp Monitoring Template** – This template captured evidence and benchmarks in the pre-camp phase (until the start of the EIYBC camp component, see Appendix C).

2. **Post-Camp Monitoring Template** – This template captured benchmarks and outcomes associated with the delivery of the camp component (see Appendix D).

3. **Post-Program Monitoring Template** – this template captured benchmarks and outcomes pertaining to the camp and community integration phases (until three-month post-program, see Appendix E).

The review team received monitoring templates across all three program waves. Over the course of 2016, there was no consistently applied and robust system to monitor the completion and quality of the program monitoring templates. While significant program reporting data was generated by Operation Flinders, the case management providers and key stakeholders, this data was not routinely or systematically reviewed to inform the continuous and ongoing improvement of the EIYBC Program.

Program Observation

Observations pertaining to Operation Flinders EIYBC Program delivery of the camp component, as well as participants' experience and behaviour specific to the camp were important domains to be captured. The review team developed a program observation template (Appendix F) that mapped observation domains against the benchmarks of the EIYBC Program Logic and Evaluation Framework (Table 2).

To conduct the observation, the review team was embedded for 48 hours (towards the end of camp) within the Operation Flinders camp program in late August 2016. The review team spent a full day completing the same activities as the EIYBC Program participants (e.g., 15km walk).

Review of Historical Program Reviews, Referral Documentation and Key Internal Correspondence

The review team requested historical program reviews, key program documentation, and internal documentation (e.g. staff feedback, critical incident reporting) specific to the 2016 delivery of the EIYBC Program. The review team also had access to historical evaluations pertaining to the Operation Flinders program (Mohr et al., 2001; Pointon, 2011; Raymond, 2003, 2014), and the EIYBC Program (Raymond & Lappin, 2015, 2016).

Stakeholder Feedback

Broad based stakeholder feedback was sought in relation to program implementation, and the visibility of the EIYBC Program (related to marketing, referral, key program components, integration) across the Northern Territory. A pool of stakeholders was identified by the use of the following methods:

1. The NT Department of Corrections provided the authors a list of stakeholders, including the EIYBC Referral Panel members.

2. A formal request was made to Operation Flinders to nominate stakeholders for the review team to make contact with.

3. Additional stakeholders were identified through the contacts obtained through the aforementioned process.

Email and phone contact was initiated with all stakeholders provided. A list of stakeholders engaged by the review team, where consent was provided for names to be reported, are provided in Appendix A. Stakeholder feedback was provided by phone or face-to-face interview, following a semi-structured question template (Appendix H), with questions individually tailored on the basis of the stakeholder's interface with the EIYBC Program and area of expertise.

Stakeholders received an Information Sheet (Appendix B) and provided their consent to participate by email acknowledgement or verbally at the start of the interview.

As part of the stakeholder feedback process, requests were made to EIYBC Program case management providers to seek feedback from participant families. Interviews were not able to be facilitated or brokered within the assessment window. A

number of case work providers had ceased providing a service at the point of assessment.

Post-Camp Questionnaire and Feedback

The review team sought youth feedback of their experiences of the EIYBC Program camp component. Following consent being provided, the review team individually administered a semi-structured interview (with supplementary Likert scale questionnaire) to 15 young people undertaking the Operation Flinders EIYBC Program (pertaining to EIYBC Program Wave 3). This was completed on the fourth to fifth day of the camp component. The interview and questionnaire is provided in Appendix G. Likert scale questionnaire items were read to all participants.

Post-Program Narrative

The review team sought youth feedback related to a young person's reflection and post-program narrative. Requests were made to EIYBC Program case management providers to broker the review team's engagement with participants. Interviews were not able to be facilitated within the assessment window. This was, in part, due to a number of case work providers no longer providing a service at the point of assessment.

Thematic Analysis and Validation

The review team sought to implement a systematic, transparent, and robust process to synthesise and collate the extensive data pool into summary themes that could inform and improve future program implementation.

The data pertaining to the process review was collected and then reflected upon in an iterative process involving key stakeholders from NT Government, Operation Flinders, referral panel members, referral agencies, and case management providers. That is, the emerging themes were discussed and reflected upon throughout the data collection process, to provide a mechanism to continually validate and deepen understanding of the themes. This approach was grounded in a participatory action research approach (Baum, MacDougall, & Smith, 2006; Kidd & Kral, 2005), which represents an evidence-informed process to integrate research and practice outcomes. The themes that emerged from this review were collated and categorised under each of the EIYBC Program implementation phases and are reported in Part III.

Part IV of this report summarises key program implementation themes from 2014 to 2016, and provides a consolidated overview of 'what worked' and 'what did not

work well'. Initial themes were formulated by the review team with consideration to the contents from Part III and historical reports (Raymond & Lappin, 2015, 2016). These summary themes were disseminated to key stakeholders from Operation Flinders, EIYBC Program case work providers, and the NT Government. These stakeholders participated in a workshop facilitated by the review team on the 31st of October, 2016, in Darwin. The workshop reviewed the summary themes reported in Part IV (see section Key Stakeholder Workshop Outcomes), and provided additional critical content and themes that are reported in Part IV and Part V of the report. The workshop provided a critical validation component for the themes reported.

Strengths and Limitations

The methodology arguably achieved its objective to conduct a broad-based process assessment of the implementation of the EIYBC Program, with consideration given to the delivery of the program for young people across different geographical locations. Given that the process evaluation was conducted in a manner where the themes were consistently validated in collaboration with key stakeholders (including through a final key stakeholder workshop), the findings can be considered quite robust. Where the themes are preliminary and require further evidence to validate them, this is explicitly stated within the following chapters.

Unlike previous reviews, the conditions did not exist for the review team to systematically capture post-program feedback from young people and their families. The report however does draw upon youth and family feedback from historical reviews (Raymond & Lappin, 2015, 2016) and post-camp feedback to inform the development of the summary themes. Given this remains a limitation of the review, the future directions and modelling proposed in Part V of this report, warrants consultation with young people and their families, and other stakeholders.

In terms of the longitudinal contact with police trends, the methodology does not permit wholesale conclusions regarding the effectiveness, or lack of effectiveness, of the EIYBC Program. Cautious interpretation of the results is thereby required.

PART II: SUMMARY

A review methodology, grounded upon robust evaluation principles, systematically captured a breadth of evidence through multiple assessment processes. This included electronically coded police data, stakeholder interview, program observation, youth-report measures and interview, historical report review, and consolidated review of background documents and reporting templates. Through a process of thematic analysis, the implementation themes were reviewed, refined and validated through continuous discussion with key representatives of the NT Government, EIYBC Program referral panel members, Operation Flinders, YMCA, Relationships Australia and other stakeholders. Consolidated themes were reviewed and validated through a key stakeholder workshop held in October 2016. While longitudinal (2014-2016) police contact trends were gathered and reported, cautious interpretation is warranted. The recommendations and models documented in Part V of this report warrant further review and consultation with young people and their families, and stakeholders external to the EIYBC Program.

Part III: 2016 Implementation Findings

Part III summarises the review findings specific to the 2016 implementation of the EIYBC Program, with the content addressing points 1 and 2 of the Terms of Reference (page xii).

2016 Program Delivery

The EIYBC Program was delivered over three waves in 2016. Participant groups were formed within the geographic locations originating from Darwin, Tiwi Islands, Katherine, Tennant Creek, and Alice Springs. The contracted provider of the wilderness camp component was the Operation Flinders Foundation, with case work provision contracted to local providers, which included:

1. YMCA in Darwin.

2. YMCA in Katherine.

3. Relationships Australia NT in Alice Springs.

4. Tiwi Islands Regional Council (TIRC) in the Tiwi Islands.

5. Catholic Care in Tennant Creek.

Table 3 summarises the participant, location, and case work provider data for the three waves of 2016 program implementation.

Table 3: 2016 Program and Participant Data

Program Wave 1 (Camp 11/4/2016 to 22/4/2016)			
	Group 1	Group 2	Group 3	Group 4
Number starting camp	7	5	9	8
Number finishing camp	7	5	9	8
Male/Female	Female	Male	Female	Male
% Indigenous	57%	100%	100%	100%
Age range	12-16	14-16	12-15	13-16
Referring location	Darwin	Katherine	Alice Springs	Tennant Creek
Case work provider	YMCA[a]	YMCA[b]	RANT	Catholic Care

Program Wave 2 (Camp 30/5/2016 to 10/6/2016)			
	Group 1	Group 2	Group 3
Number starting camp	5	7	4
Number finishing camp	4	4	4
Male/Female	Male	Male	Male
% Indigenous	20%	100%	100%
Age range	13-15	12-16	13-17
Referring location	Darwin	Alice Springs	Tiwi Islands
Case work provider	YMCA[a]	RANT	TIRC[c]
Program Wave 3 (Camp 22/8/2016 to 2/9/2016)			
Number starting camp	8	7	9
Number finishing camp	6	5	9
Male/Female	Male	Male	Female
% Indigenous	100%	29%	100%
Age range	12-14	13-17	13-16
Referring location	Alice Springs	Darwin	Katherine
Case work provider	RANT	YMCA[a]	YMCA[b]

Note: The content for Table 3 was supplied by the Operation Flinders Foundation, and cross-referenced with data held by the review team. RANT = Relationships Australia Northern Territory. [a]YMCA Darwin. [b]YMCA Katherine. [c]Tiwi Islands Regional Council.

In 2016, 69 young people participated in the EIYBC Program camp component. This represents a moderate under-utilisation against funded benchmarks (10 young people per participant group, n = 100). Eight young people did not complete the camp component for medical, behavioural or family reasons.

Provision of Wilderness Component

The EIYBC Program integrates an intensive wilderness camp with wrap-around case work intervention. Operation Flinders was the contracted provider of the wilderness camp in 2016.

The wilderness camp was delivered at the Loves Creek Station site in Central Australia. The camp component has direct antecedents to a program delivered by the Operation Flinders Foundation in South Australia for over 20 years. The composition of program delivery has changed little over the program development cycle. At its broadest level, young people complete an extended walking trek over

seven days (up to 100km), where they face a range of challenges and experiences designed to build their capacity for prosocial and resilient future life outcomes.

Independent evaluations have consistently found that young people exhibiting risk factors related to future offending or educational disengagement are most likely to benefit from the Operation Flinders program (Mohr et al., 2001; Raymond, 2003, 2014). A recent evaluation recommended that Operation Flinders drive its ongoing improvement to best-practice benchmarks, with program integrity relating to the facilitator delivery of the intervention a key priority area of development (Raymond, 2014, 2016).

A detailed summary of the Operation Flinders program can be found in earlier reports (Raymond & Lappin, 2015, 2016) or at www.operationflinders.org.

2015 EIYBC Program Progress and Recommendations

This section briefly summarises the implementation progress of the EIYBC Program as assessed at the conclusion of 2015. It consolidates themes and recommendations identified in the report, *Northern Territory Early Intervention Youth Boot Camp Program: 2015 Program Implementation Review, Summary Report* (Raymond & Lappin, 2016). These themes are drawn upon throughout this chapter.

At the conclusion of 2015, it was reported that there had been progress in the development and refinement of the EIBYC Program across 2014 and 2015. In terms of Operation Flinders contracted provision, the review team noted that:

> *"Operation Flinders has demonstrated the capacity to deliver the EIYBC Program in a safe manner, reflective of the risks that come from delivering remote wilderness-based interventions with both intrastate and interstate transportation requirements, with ongoing work required to mitigate against identified risks (e.g., appropriate supervision while transporting young people). The review has identified acceptable levels of program output in terms of the number of young people participating in the program, and post-program contact, given the compression of implementation timelines across 2015 and the first year implementation of the program at a Northern Territory site. However, the translation of EIYBC Program benchmarks in terms of service integration, as well as program integrity related to the facilitator and case work delivery of the intervention, as mapped against the EIYBC Program Logic, remain within the moderately low range"* (Raymond & Lappin, 2016, p. 117).

The review team provided optimism that, while program outcomes were being achieved, the potential impact of the program had not been realised. The review team identified a number of barriers and themes that talked to this point. These are briefly summarised as follows.

Participant Targeting

Matching participants to the target intervention cohort (early intervention) had been raised as an area of program development across both 2014 and 2015. This is summarised as follows:

> *"In 2014, a number of young people with low to negligible risk profiles attended the program. However, across 2015, there is consistent evidence that the participant cohort risk profile has significantly increased. There were a relatively high number of participants presenting with multiple risk factors and historical offending patterns requiring multi-agency support. This has occurred in the context of a lack of available, appropriate and timely referrals, magnified through pre-camp compression of timelines and inter-agency communication breakdowns. There is some evidence suggesting this compression resulted from the lack of clear information available in relation to the program and target group. Other anecdotal evidence suggests that this was further impacted by perceptions associated with media reporting (i.e., the emphasis on "boot camp" for young offenders), which has collectively contributed to protracted referral processes, with the need to generate new referrals to ensure appropriate numbers were available for the programs. In turn, this slippage further compressed intake timelines, including the lack of preparatory activities, and low levels of engagement with participants and families. It is likely that the lack of availability of case management staffing at different times, combined with the absence of clear scheduling of intake timelines, also contributed to slippage in the implementation of key intake activities." (Raymond & Lappin, 2016, p. 109).*

At the end of 2015, the review team identified key recommendations to drive participant targeting to the early intervention cohort. This included: a stronger and more defined role of the EIYBC Program Referral Panel; earlier program engagement with young people and families at point of referral; a robust marketing and communication strategy; and stronger communication and data management mechanisms at each critical juncture of the program process.

Youth and Family Engagement

Across both 2014 and 2015, young people and their families were not routinely engaged in the pre-camp phase in a manner that (1) supported strong rapport development with case work personnel, (2) facilitated meaningful information exchange and pre-camp assessment processes, and (3) initiated and consolidated the group forming process. The review team recommended stronger attention to pre-camp engagement, collaborative planning, a schedule of preparatory activities, a stronger focus on pre-camp group forming and relationship building processes, and the implementation of a schedule of post-camp structured activities.

Program Integrity and Quality Assurance

Across both 2014 and 2015 program implementation, there was notable variation in the delivery of the EIYBC Program, both in terms of the intensity or type of services provided (e.g., type and frequency of case work support), and in the practice approach and skill sets of facilitators. There were pockets of very high quality service delivery, as mapped in intensity and intent to the EIYBC Program Guidelines. However, this did not occur consistently occur across regions, groups or facilitators. It was recommended that a systematic professional development and training strategy (including competency assessment) be implemented for both facilitators and case workers supporting the program. The review team noted that the high staff turnover in the Northern Territory was a notable barrier, and recommended an ongoing professional development strategy that included advanced trainers (or Train-the-Trainers) embedded within agencies. The review team recommended the continued use of the EIYBC Program monitoring templates, with more explicit reporting timelines to support quality assurance.

Local Embedding

At the end of 2015, the review team recommended that more work was required to ensure that the "Operation Flinders program model and narrative resonates with a diversity of stakeholders, families and program participants across the Northern Territory". It was recommended that a stronger cultural narrative be embedded within the program (see next theme), with this supported by a cohesive communication and marketing strategy. Local engagement was seen as a key strategy to support the sustainability of the program, with two recommendation themes linked to this point. First, it was recommended that regional communities be centrally supported and trained to establish program groups. Second, NT based volunteers and staff be recruited and trained to build local capacity and knowledge to deliver the program.

Cultural Integration

A core component underpinning the design of the EIYBC Program was cultural safety and sensitivity (or the program logic component, "validating and culturally safe experiences"). The review team reported in both the 2014 and 2015 reviews that stronger attention to cultural integration was required. This is summarised as follows:

> *"More work is required to embed cultural activities and narrative (e.g., program story) within the program to ensure it is meaningful for young people across the NT. There is evidence that the South Australian Operation Flinders program narrative (e.g., "if you can walk 100km you can do anything") will not resonate with sections of the NT community unless it is supported and articulated through a cultural lens. This has been prioritised as an area of ongoing program development, and moving forward, it is important that Operation Flinders brings a flexible approach to its program delivery"* (Raymond & Lappin, 2016, p. 110-111).

In late 2015, the Traditional Owners of Loves Creek Station, the NT Government, and the Operation Flinders Foundation initiated a process to build stronger cultural components and narrative into the delivery of the EIYBC Program. This direction was strongly endorsed by the review team, underpinned by staff benchmarks for cultural competency (Raymond & Lappin, 2016).

Internal and External Integration

Across both 2014 and 2015 implementation, there were a number of challenges with the integration of the wilderness camp and case work intervention. While improvements were noted between 2014 and 2015, issues related to role clarity, integration of assessment and goal setting within the delivery of the wilderness camp, and differences in practice philosophy between agencies impacted on service delivery and outcomes. The review team recommended the development of role descriptions, training and development, partnering agreements, and robust communication plans to support collaboration and internal integration of the two program components. The implementation of a coordinated data management system was recommended as a key process to manage the high volume of client data and to support integration.

Issues related to the external integration of the EIYBC Program with the wider youth sector were also noted. The review team recommended a clear policy position between NT Youth Diversion and the EIYBC Program, and the implementation of locally based co-working protocols.

Compression of Timelines

A key theme identified in the reviews of the 2014 and 2015 EIYBC Programs, was the compression of timelines encountered in the pre-camp phase of program implementation. That is, there was a slippage in timelines related to the schedule of pre-camp activities. For example, the marketing and referral/screening phases encroached on the intake and assessment phases, thus impacting on the pre-camp engagement with young people and families, resulting in a negative cascading effect throughout the implementation of the EIYBC Program.

Program Processes

This section brings focus to key implementation themes related to the delivery of the EIYBC Program across 2016. Themes are kept to the summary level and are categorised under the eight phases of EIYBC Program flowchart (see EIYBC Program Guidelines).

1. Promotions and Marketing

Across 2016, the EIYBC Program had relatively strong visibility across the Top-End community and Central Australia, although within remote NT communities the visibility was substantially lower. A wide range of marketing strategies were implemented across 2016, including stakeholder forums, face-to-face visits, website information, email dissemination, and brochures. Compared to previous reviews, there was evidence of stronger coherency and collaboration in the design and implementation of a marketing strategy between the NT Government, Operation Flinders and key stakeholders. The recruitment strategy included recruiting cohorts from geographical or community areas (e.g., Darwin, Katherine, Alice Springs), and bringing stronger alignment between the EIYBC and Youth Diversion programs. This recruitment and alignment strategy was strongly endorsed by stakeholders.

On the whole, stakeholders reported a lack of clarity about what participants were being targeted for the program, and the specific interpretations related to the inclusion and exclusion criteria. As reported in previous reviews (Raymond & Lappin, 2015, 2016) and picked up in the next chapter of this report, the 'boot camp' narrative created confusion within the marketing of the program. That is, media reports which often focused on the 'boot camp' response to offenders skewed the marketing of the program. As also reported across both 2014 and 2015 (Raymond & Lappin, 2015, 2016), the 'boot camp' narrative was reported by both stakeholders and young people as being stigmatising in nature, and contraindicated to the aims of the program.

Consistent with previous reviews, while many stakeholders understood the broad program components of the EIYBC Program (e.g., camp with follow-up), understanding in relation to the specific therapeutic processes underpinning the intervention demonstrated lower visibility. However, goal setting as a change process continued to develop stronger understanding and visibility with stakeholders across 2016.

As noted within previous reviews, a dedicated strategy for marketing to families was not present. There was also evidence that the marketing narrative to young people focused on the 'camp' component, which is likely to have influenced young people's expectations of the program, and negatively impacted on their willingness to engage with the case work program component.

2. Referral and Screening

Critical to the success of the EIYBC Program is eliciting targeted referrals, and through this, having a sufficient pool of participants that can be appropriately matched through an open and accountable process, and respond to the high levels of pre-program attrition.

Program marketing and subsequent referral processes occurred over three waves in 2016. The referral statistics are summarised in Table 4. In total, 211 referrals were considered for allocation. Referral documentation indicated that 90% of referred participants identified as Aboriginal, with an age range of 11 to 17 (mean 14.0).

The strongest referring locations were the Darwin and Katherine regions, with Central Australia referrals being disproportionately lower in volume. Strong referral support occurred through the YMCA, with deeper analysis indicating strong referral support from the Katherine branch. Only a small number of referrals were elicited directly through families.

Table 4: 2016 Referral Statistics

Referral Profile	
Total Number of Referrals	211
% Female	47.4%
Age Range	11-17
Mean Age	14.0
% Aboriginal	90.0%
Referral Agency	
Family	2
NGO	36
Department of Children and Families	12
Department of Correctional Services	3
Family Responsibility Centre	0
School and Educational Centres	67
YMCA	52
Youth Diversion	0
NT Police	23
Other	16
Referral Location	
Darwin Region	91
Batchelor	0
Alice Springs/Central Australia	34
Tiwi Islands	26
Katherine	57
Gunbalunya	3

Note: The content for Table 4 was supplied by Operation Flinders, and cross-referenced with data held by the review team. Cautious reporting of this table is required. Incomplete referral forms translated to high levels of missing data. As the referral data-base was maintained by multiple personnel across 2016, there were inconsistencies in terms of how data was recorded.

Participant targeting was identified as a key area of program development across the previous reviews. While 2014 EIYBC Program implementation had a number of participants with low to negligible risk profiles, the review team found that the

pendulum had swung beyond the early intervention cohort in 2015 with evidence of a substantially more complex participant cohort (Raymond & Lappin, 2016).

Table 5 provides a summary of 2016 police and criminal conviction data for all referrals. Across the referred cohort, 30.6% of referred participants had a criminal conviction history and 84.9% of referrals had contact with police loggings on a police electronic database. This latter figure suggests that the overwhelming majority of referrals had validated risk factors that supported their consideration for the program.

As discussed in Part II of this report, electronic police data was categorised under the domains of (1) Police Offender Risk, (2) Police Contact History and (3) Police Welfare Risk. The frequency (%) of young people presenting with more than one logged entry, and more than five logged entries, is provided in Table 5. Of interest, 56.8% of referrals had pre-camp contact with police which had an offence orientation ("Police Offender Risk" group). In 2014, this comparative figure ranged between 36.1% and 47.1% (Raymond & Lappin, 2015; Table 4.3), while in 2015 this figure was 69% for the participant group (Raymond & Lappin, 2016; Table 3.4).[4] Collectively, this suggests the referral cohort in 2016 presented with less severe offence related risk factors than the 2015 cohort, but higher than the 2014 cohort. Interestingly, the majority of 2016 referrals (75%) had pre-camp contact with police that had a welfare risk orientation. This figure is higher than the 2014 and 2015 participant and referral cohorts for the Operation Flinders EIYBC Program. This suggests that the 2016 referral cohort continued to present with broad-based risk factors associated with negative outcomes. Taken on the whole, optimism is provided that progress had been made in the targeting of referrals to the desired early intervention cohort with an appropriate presentation of risk factors.

---

[4] 2016 data represents all "referrals", while 2014 and 2015 data assessed "participants" attending the EIYBC Program. Comparative participant data was not able to be extrapolated within the assessment period. As such, a degree of caution is required in comparing 2014/2015 and 2016 contact with police data.

Table 5: 2016 Participant Referral: Police and Criminal Conviction Data

	Total
% with Criminal Conviction (Youth Diversion, Community Corrections or Detention)	30.6%
% with Police Offender Risk (> 1 entry)	56.8%
% with Police Offender Risk (> 5 entries)	21.9%
% with Police Contact History (> 1 entry)	66.2%
% with Police Contact History (> 5 entries)	30.2%
% with Police Welfare Risk (> 1 entry)	75.0%
% with Police Welfare Risk (>5 entries)	38.0%

Across 2016, the EIYBC Referral Panel convened regularly (weekly during key periods) to assess and screen referrals. There was widespread support for the role of this interagency process to support decision making. However, the implementation of the panel remains a resource and time intensive process, and there was generalised agreement that greater efficiencies needed to be found in the management and tracking of referrals, and decision making processes. There was also suggestion that the single panel, based in Darwin, did not enable a timely and responsive information exchange and decision making process for referrals from regional areas.

As also noted within previous reviews, across 2016, timeliness of referrals had a severe impact on the Referral Panel's capacity to assess best possible matches for groups of young people. This resulted in the need to generate additional referrals at key points, which compressed timeframes for the consent process and pre-engagement for both families and participants.

Another key frustration reported by panel members was the limited post-camp information or feedback provided to the Referral Panel on young people participating in a 2016 EIYBC Program, a theme also noted across both 2014 and 2015.

3. Intake

The intake phase of the EIYBC Program is an administrative process and a preparation phase for both the wilderness and embedded case work intervention.

Consistent with previous reviews (Raymond & Lappin, 2015, 2016), there was widespread acknowledgement that across 2016, the pre-camp preparation and engagement of young people and their families occurred in a compressed manner. Compression of timelines were triggered through the time slippage associated with the previous phases, and magnified by high levels of competing operational demands to engage a highly mobile and disengaged participant group within an intake process, and the more practical and 'mechanical' aspects of preparing for an imminent camp.

As noted across previous reviews, the operational and staffing demands of the intake phase of the EIYBC Program are very high. This period is associated with a frenzy of operational demands (e.g., engagement, consents, medical assessments) that occur in a time-limited manner (e.g., must be finished prior to camp starting). Many stakeholders and case work personnel reported feeling under high pressure to ensure that program outputs in terms of participant camp numbers were met. It was reported that this focus had compromised broader family engagement, youth relationship-building, and assessment processes. Across 2016 there is evidence that this translated to young people attending the EIYBC camp with superficial relationships with local case work staff, which is likely to have impacted on their capacity to feel safe and secure within a wilderness environment. For some young people, it is probable that this increased the likelihood of aggressive behaviour being elicited during the camp.

Across both Top-End and Central Australia locations, case work providers sought to implement a schedule of pre-camp group activities prior to first night of camp. This included activities, such as rock climbing, that were connected to the wilderness camp and provided case workers some insight into how participants responded in those environments. Youth engagement in these activities was mixed, but where it occurred, it was universally reported by stakeholders as offering high value to support the assessment of youth suitability for the camp, build staff-youth relationships, and aid the group formation process. Preliminary data suggests that those young people who were engaged in pre-camp activities were less likely to exit the program prematurely. This is likely to be a result of stronger relationships with case workers and other participants prior to undertaking an intensive wilderness experience.

In early 2016, a consolidated data management system was initiated between Operation Flinders and NT Government. This system required high levels of manual input (resource intensive) and, through changes in Operation Flinders leadership, did not maintain traction across 2016. It should be noted, however, that work had begun in 2016 to develop a more automated online data collection system.

In the authors' opinion, the compression of timelines, combined with the very high operational demands of the intake phase, remains a key barrier to the successful implementation of the EIYBC Program.

4. Assessment

The EIYBC Program is supported by a case work intervention which brings focus to youth assessment and individualised case planning. The EIYBC Program includes a range of assessment tools and processes that are designed to inform and guide both wilderness experiences and case work processes.

In early 2016, a systematic training program was undertaken for all case work providers. This included a number of NT Government, Operation Flinders and case management providers being trained as EIYBC Program Train-The-Trainers (or Advanced Trainers). Training programs were subsequently delivered in Darwin, Alice Springs, Katherine, Tiwi Islands, and Tennant Creek for case work personnel. Case work staff employed or contracted later in the year were less likely to have been formally trained, but it is likely they received mentor training through their work role. These personnel demonstrated lower levels of awareness of the EIYBC Program and the key program components (e.g., Staying Strong Plan).

While the training packages translated to increased knowledge of key aspects of the EIYBC Program (e.g., assessment tools, goal setting etc.), the implementation of key assessment processes did not routinely occur as designed. For example, while assessment tools were completed by case work providers, as per the EIYBC Program Guidelines, in the majority (but not all) of cases, they did not appear to serve to inform program activities, communication, and discussions between program facilitators and young people, or to guide the case work process in any detail. In addition, compression of timelines and high operational demands did not allow for the more detailed thinking required to integrate assessment information into the planning process.

During Program Wave 1, pre-camp assessment information was consolidated and provided to Operation Flinders staff to support the tailoring of communication and activities to youth needs. However, with subsequent staffing changes, this system broke down, and there was a lack of clear and consolidated system to integrate assessment information into the wilderness camp delivery.

Compared to 2015, there was evidence of higher levels of pre-camp communication between Operation Flinders and case work personnel. However, this did not occur uniformly, and where lower levels of pre-camp communication occurred, this impacted on role clarity and on the adult team's capacity to manage the challenging behaviours of young people within the wilderness environment. It appeared that

the quality of pre-camp communication was contingent on the individual approach of the relevant case workers and program facilitators.

5. Capacity Building and Case Planning: Wilderness Camp

A core component of the EIYBC Program is the wilderness camp. The camp is located within the capacity building and planning phase of the EIYBC Program.

Throughout 2016, young people were transported to the Loves Creek Station, Central Australia. While transportation processes were associated with higher levels of behavioural problems being elicited by young people, strategies implemented across 2016 mitigated the severity and impact of such problems.

During program Wave 3, the Loves Creek Station basecamp site was co-located by Operation Flinders staff, Bushmob staff, and sentenced youth boot camp program participants. While the co-location was reported and observed as successful, both Bushmob and Operation Flinders reported that the co-location was not a preferred option and it detracted from their operations.

Compared to 2014 and 2015 camp delivery, the wilderness camp was delivered in a more flexible manner by Operation Flinders, with less emphasis on walking length, and increased inclusion of activities and cultural components. Observations and participant feedback indicated that the camp continued to be experienced as challenging. Across 2016, significant attention was paid to embed cultural activities (e.g., handicraft, cooking Kangaroo Tail, shared walk, shared experiences, Welcome to Country, story-telling) into program delivery. Traditional Owners were consulted in the design and delivery of the cultural components, and while significant progress was made, nuancing the content and delivery to male and female groups was reported by key stakeholders as requiring further attention. Operation Flinders program staff participated in cultural awareness and sensitivity training at Loves Creek Station prior to program delivery.

While behavioural incidents routinely occurred during the camp component (which is to be expected given the nature of the cohort group and the intensity of the experience), they appeared to have been largely managed professionally and within documented risk management guidelines. In terms of managing group dynamics, the review team during their period of embedding observed appropriative supervision levels, staff investment in building adult-youth relationships and proactive/preventative approaches to behaviour management. However, these observations were not reported across all three Program waves (or groups). There were reports of a small number of staff actions and behaviours to be reactive and non-trauma-informed in nature. Where significant issues of this type arose, this was

openly and systematically reviewed by Operation Flinders, the case work provider and the NT Government.

Example problems elicited during the camp program included:

1. Young people seeking to abscond from the camp location.

2. Significant hygiene and health management issues requiring formal health assessment.

3. Severe incidents of physical aggression requiring back-up adult responses (including police).

4. On at least one occasion, a participant being assaulted by another participant.

5. Negative peer contagion or peer influence between participants.

6. A participant group experiencing severe distress triggered by cultural vulnerability.

Through the implementation of robust risk management systems, problems elicited during the camp component were reported to be suitably managed. It is worth noting that, while there were examples of issues with participant groups during the camp, there were examples that this could be resolved through engagement with the group after the wilderness experience. This process often resulted in strong bonds forming within the groups and the young people experiencing positive and trusting relationships with case work personnel which were reported by stakeholders as enduring.

There was evidence of continued role confusion between Operation Flinders and case work personnel. Some stakeholders reported that this impacted on their capacity to perform their roles, and to manage the challenging behaviour of the participants. Compared to previous reviews, Operation Flinders staff (e.g., Team Leaders, Assistant Team Leaders, and Deputy Team Leaders) demonstrated stronger understanding of their role to implement intentional communication to support growth outcomes in young people (such as evoking curiosity and coaching). Goal setting as an underlying narrative of the program was universally understood by all Operation Flinders staff, which remains an area of significant progress since 2014.

There was also ongoing evidence that the practice approach which was employed by Operation Flinders program facilitators was not fully aligned to that of case workers. Some stakeholders described the actions of some Operation Flinders staff as "rigid", "not youth-centric", and "authoritative". This, in part, was thought to be a more traditional 'Team Leader' approach which was continuing to be adopted by

some program facilitators who have delivered a significant number of exercises for Operation Flinders in South Australia. This point was acknowledged by Operation Flinders who, over the course of 2016, brought greater scrutiny to the identification of program facilitators. In program Wave 3 this issue was further addressed through a pre-camp on-site workshop in collaboration with Relationships Australia NT, which was well received by all parties.

The review team interviewed the majority of program participants (n = 15) on the fourth to fifth day of the Operation Flinders wilderness camp component (Program Wave 3). This included the completion of Likert scale items tapping goal setting and program experience (see Appendix F). The frequency graphs related to the goal setting items are summarised in Figure 2.

Figure 2: Frequency Graphs of Post-Camp Goal Setting Scale

I have set goals for myself for when I return home

I know what I need to do to achieve my goals

I know who I need to speak to in order to achieve my goals

I am confident that I have the ability to achieve my goals
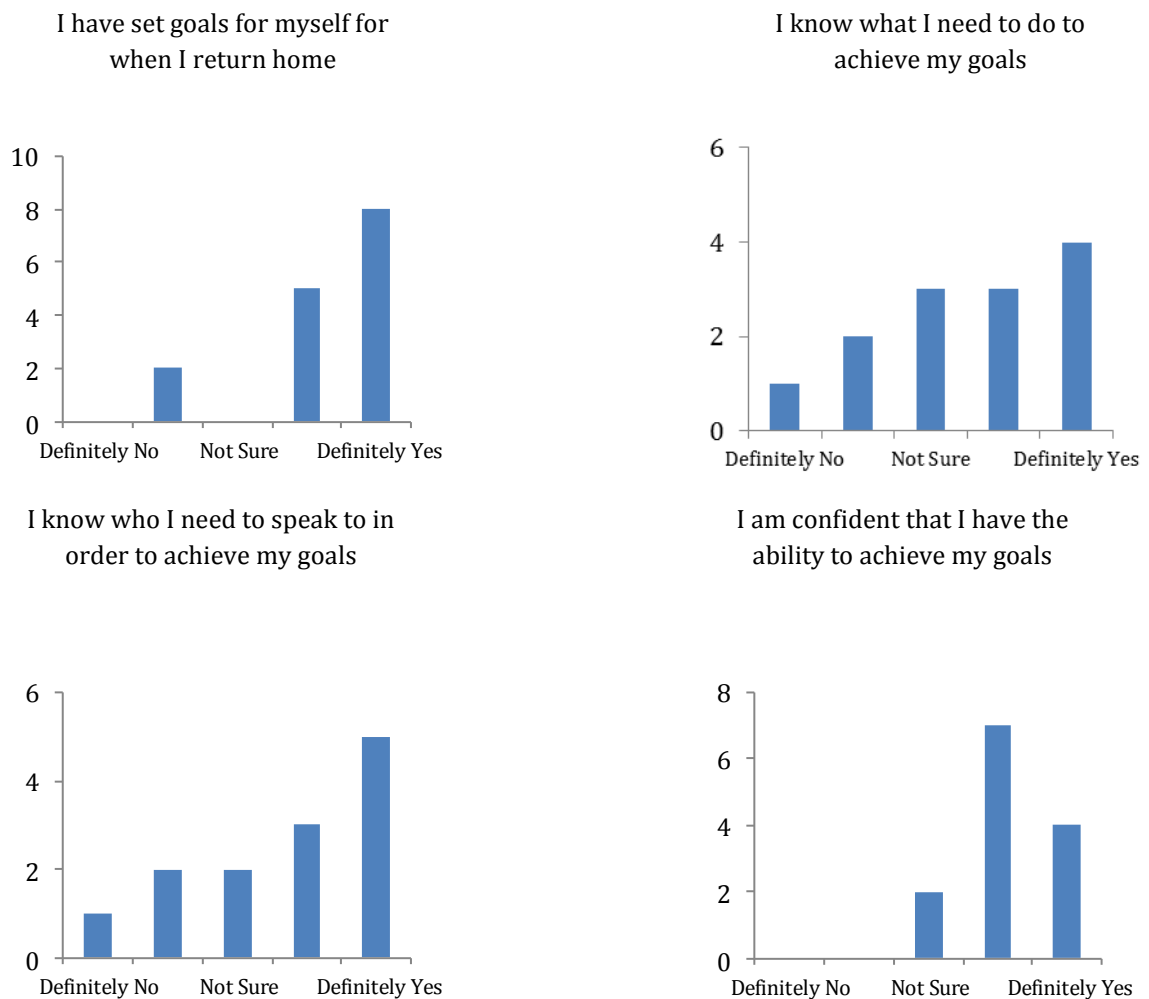
I am confident that I will achieve my goals
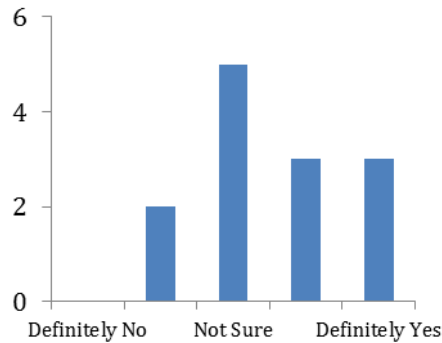
The above graphs suggest that the majority of young people were engaged in a goal setting, clarification and review process. However, as also noted in previous reviews (Raymond & Lappin, 2015, 2016), young people experienced less confidence and understanding in how they might achieve their goals.

Figure 3 summarises the frequency of responses tapping young people's experience of the Operation Flinders camp program. These items are mapped to the Post-Camp Questionnaire (Appendix G).

Figure 3: Frequency Graphs of Post Camp Questionnaire
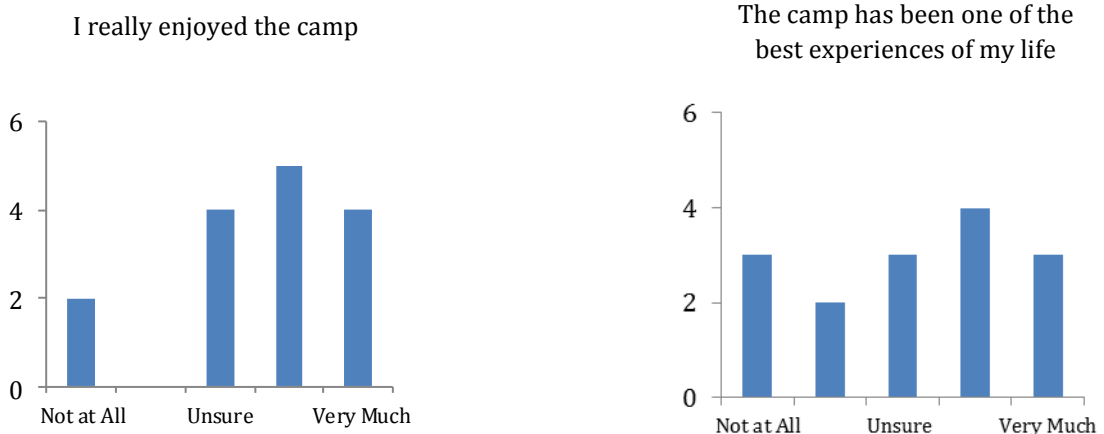
I really enjoyed the camp

The camp has been one of the best experiences of my life

The adult team who supported me on the program did a good job
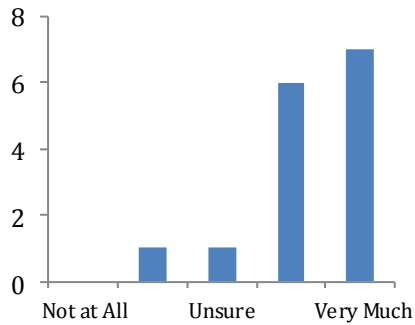
The camp was a waste of time
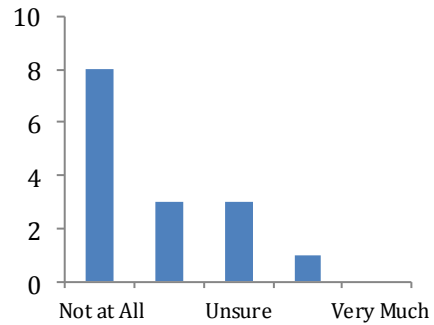
During the camp I was bullied or teased by other young people
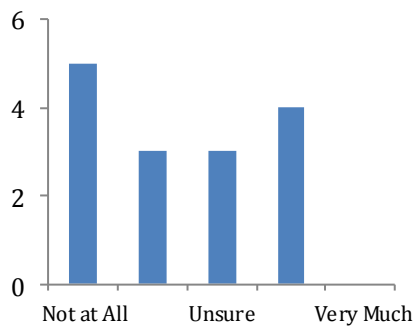
I enjoyed spending time with other young people during the program
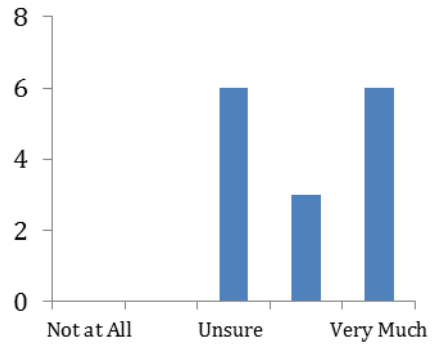
I participated at my best (e.g., gave 100%) during the camp

I had fun with the adult team during the camp

I have learnt things about myself during the camp

The camp will be able to help me deal with life better

I would undertake the camp again
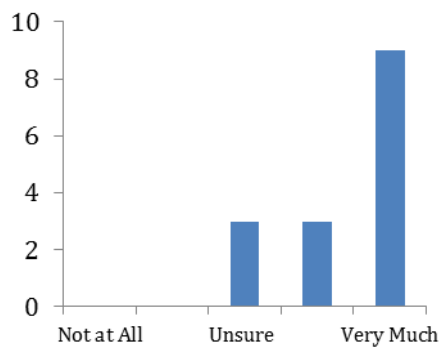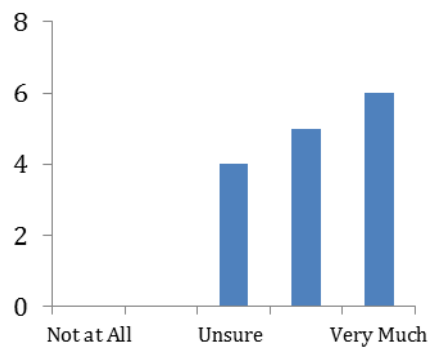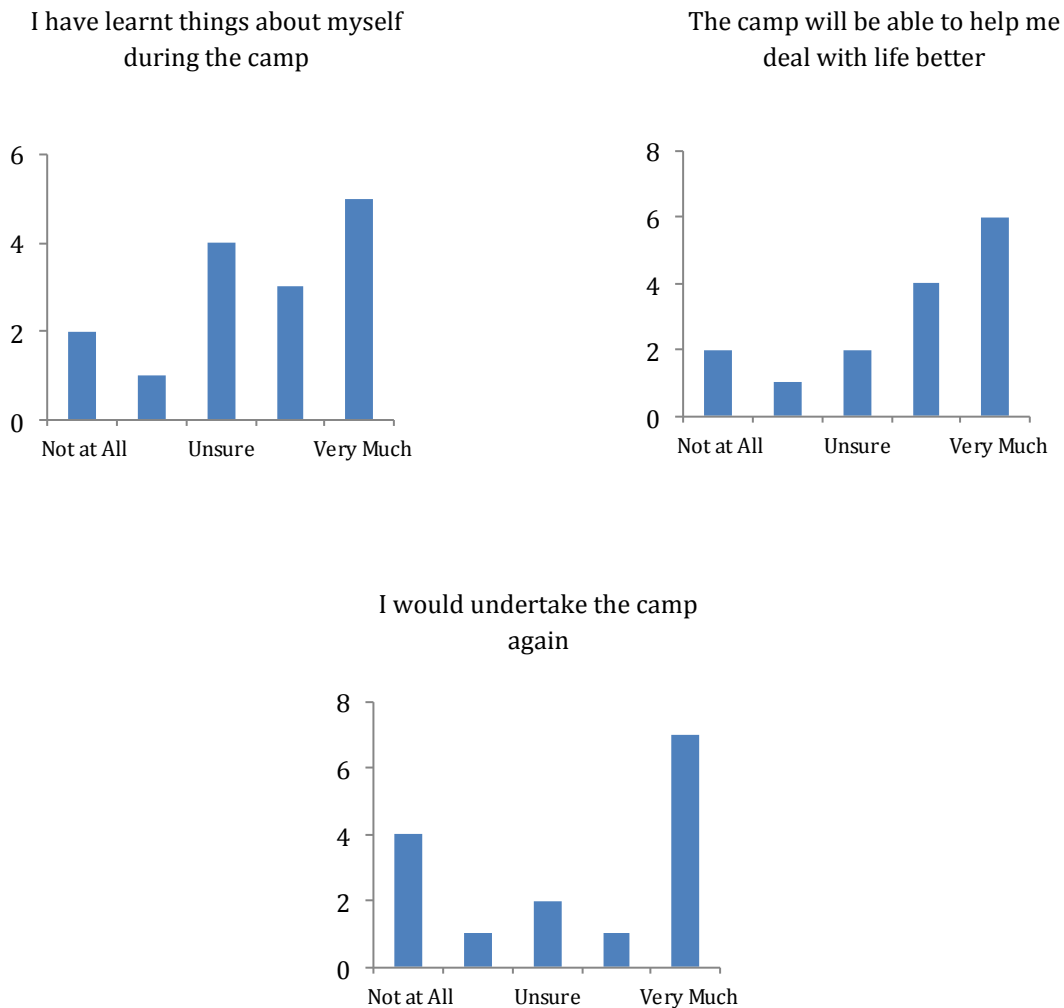
Collectively, Figure 3 responses are consistent with the reviews conducted on the 2014 and 2015 programs. They support the viewpoint that while the wilderness camp was not universally "enjoyed" (likely testament to the program challenges), the majority of young people saw merit in the program (e.g., citing that it was not a waste of time), with this translating to a perception that it could have a beneficial impact. Participant appraisals of the program staff were universally positive. However, there was evidence of negative peer relationships and possible bullying of at least one young person. Program observations by the review team suggested that more could have been done by program staff to systematically address this issue. Overall, as in previous reviews, the participant group demonstrated a level of ambivalence to attending the program again.

Within-camp interviews with young people elicited a range of qualitative information that was consistent with the previous graphs. The following summary themes were noted.

1. Over half the young people were able to articulate the ways in which the camp could (or has) facilitated personal change and growth. This included life reflection, developing a new and stronger "mindset", "learning respect", and understanding and valuing life norms. Key quotes linked to this theme include:

> *"don't need to be an individual and work as a team to succeed"*
>
> *"you have to learn how to do it yourself"*
>
> *"opened my mind"*
>
> *"learned when your spirit is up high you can help other people"*
>
> *"helps people realise there is more to life than stealing"*
>
> *"Makes me appreciate stuff from back home a lot more"* including *"how hard mum works for me"*
>
> *"When you look around you realise how beautiful your world is and you have to embrace this"*
>
> *"I am just not another number"*
>
> *"finding peace in life"*

2. A small number of young people reported negative evaluations of the camp.

> *"can't see how this camp can help. Mum thinks I will be a different kid and not swear. I don't know what she's smoking!"*
>
> *"you will suffer…you will stress…don't ever go"*

3. Participants rated the positive components of the program as abseiling, leadership roles, fire duties, craft activities, sleeping under the stars, and spending time with peers.

4. The overwhelming majority of participants reported the camp program as challenging. However, unlike the 2015 review, there was stronger evidence that the overcoming of challenge was personally valued and found to be more meaningful with the participant group.

"I never thought I could walk as far as I had"

"Makes you have different angles on life, or different ways"

"put your mind to it, you can do it"

"if I put my mind to something I can do it"

5. Despite significant attention being paid to cultural integration, some young people did not find a meaningful cultural connection with the program (on a whole). That is, while young people generally saw the cultural components as positive, they did not identify with the entire program experience (e.g., extended hike) as culturally meaningful.

6. The majority of young people had low awareness of the follow-up case work, including the purpose, level and type of follow-up.

7. In terms of program improvements, young people reported consistent themes related to reducing the walking challenge and increasing the number of within-program activities. Observational evidence from the review team supported this later suggestion. Negative peer interactions and bullying were also reported within the interviews.

6. Case Work

The case work phase is designed to consolidate the psychological and behavioural growth that has started during the wilderness camp. The Staying Strong Plan, embedded within the EIYBC Program Guidelines, is a key mechanism and document to ensure that goals identified by young people during the program are being integrated and supported by the supporting system (e.g., education, family etc.) and through the relationship which had been forged between the young person and the case worker during the camp. A key focus of this phase is to provide immediate post-camp communication and support to the young person and their family to maintain momentum on any growth that has occurred.

Across 2016, there was evidence of increased visibility and understanding of the Staying Strong Plan amongst referral agencies, with limited evidence that key stakeholders in the young people's lives understood the nature of the goals and their role in supporting the young people's achievement of the goals. However, like in previous reviews, families appeared to have had minimal engagement with the

plan. The Staying Strong Plan was not universally employed across all contracted case work providers.

Consistent with previous reviews, there continues to be some ambivalence by young people to engage with the Staying Strong Plan, notably in the post-camp phase. The reasons for this are consistent with points raised in previous reviews (see Raymond & Lappin, 2016).

Across 2016, and replicated within previous reviews, there are multiple challenges to build traction in the delivery of the case work component of the EIYBC Program. Barriers to traction include:

1. High staff turnover.

2. Young people and families not wanting contact, or not understanding the value or purpose of the case work support.

3. High mobility of young people.

4. Case work staff requiring to undertake pre-camp operational roles for the subsequent camp.

Facilitators to traction include:

1. Structured and engaging post-camp activities.

2. Consistent contact scheduling, and the contact being embedded within pre-existing supports (e.g., school).

3. Persistence.

4. Stakeholder support in the engagement process.

5. Pre-existing relationships.

6. Rapport and trust developed within wilderness camp.

7. Ongoing fostering of a cohesive group of participants with shared agreements.

While case workers brought both passion and energy to their support roles, there were significant differences between case workers in the capacity to work with young people presenting with avoidance and challenging behaviours, and support the delivery of multi-systemic (or care team) approaches. There was also some question of case workers' capacity to engage families with complex needs, however, it should be acknowledged that this work requires very high levels of experience,

training and professional practice. Despite this, across the implementation period, there was evidence of highly innovative and proactive case work approaches gaining traction, with stakeholders reporting that meaningful client outcomes were achieved.

As noted in previous reviews, there was evidence of under-developed case work protocols and guidelines for some contracted case work providers. The EIYBC Program Guidelines provided an important framework to support case work provision in these cases.

7. Review

The review phase of the EIYBC Program is provided to re-assess goals, progress, barriers and opportunities, with the view of refining and strengthening further case work.

The review function was reported to occur across all case work providers, however, there was wide differences in how providers operationalised this phase. For example, some case work personnel reported that the review function occurred on an ongoing basis, while other providers reported a closer adherence to functions articulated in the EIYBC Program Guidelines. EIYBC Program Panel Members reported not being engaged within the review phase and did not feel they had any visibility (or understanding) on what occurred for young people during and after the camp.

8. Exit

At the time of review, case work providers reported that they had finalised the exit process for 2016 participants. A reliable assessment of the number of EIYBC Program participants formally exited from the program was not possible, however, preliminary evidence suggests that the figure appears consistent with the previous reviews in 2014 and 2015 (approximately 50% of young people).

2016 Implementation Progress: Summary Themes

This section brings focus to the implementation progress of the EIYBC Program, with starting point of assessment being the end of 2015 implementation, as previously summarised in the section *2015 Program Progress and Recommendations* (page 31). Table 6 consolidates the implementation progress with reference to the following descriptors:

1. **Notable progress** – Progress has occurred, and this has been consolidated through systems or has gained traction across the Northern Territory.

2. **Some progress** – While progress has occurred, it has either occurred to a small degree or has not been consolidated.

3. **Minimal to no progress** – Observations remain qualitatively similar to 2015 implementation.

Table 6: Summary of 2016 Implementation Progress

	Notable Progress	Some Progress	Minimal to No Progress
Marketing & Promotions	Goal setting understood as a key change process within the program. Participant groups formed from local community groups or geographic areas.	Strategic and coherent implementation of a marketing strategy. Program visibility across Top-End and Central Australia. Alignment of EIYBC and Youth Diversion programs.	Confusion generated by 'boot camp' narrative within the referral community. Program visibility within remote NT communities. Stakeholder understanding of therapeutic processes underpinning program. Youth focus on 'camp' narrative, as opposed to broader 'program' narrative. Lack of marketing materials targeted to participant and family.
Referral & Screening	Referral and participant targeting to an early intervention cohort.	Implementation and functioning of the EIYBC Referral Panel.	Referrals generated from families. Compression of timelines impacting on program phase.
Intake	The implementation of structured activities in pre-camp phase.	Engagement with families in pre-camp phase. Pre-group formation processes. Robust data management systems.	Relationship building and engagement activities to consistently build strong staff-participant relationships prior to camp. Compression of timelines impacting on program phase.
Assessment	Case manager understanding of assessment processes. Professional development strategy and Train-The-Trainer package.	Communication prior to camp to support collaboration and role clarity.	Individualised youth assessment prior to camp. Implementation of assessment material to guide program delivery.
Capacity Building (Wilderness Camp)	Risk management processes associated with transportation. Inclusion of cultural components and cultural training for staff. Collaboration between Traditional Owners, NT Government and Operation Flinders. Enhanced and consistent visibility of goal setting and clarification.	Bringing flexibility to program delivery. Operation Flinders facilitators understanding their role to support change within the program. Building local volunteer and staff capacity to deliver program.	Role descriptors and clarity between staff on the wilderness camp. Cultural narrative being embedded within the delivery of the EIYBC Program. Assessing the competence of program facilitators to deliver the program in a way that is aligned to the general practice approach.
Case Work	Exploration of innovative ways to engage young people in the case work process.	Understanding and role of Staying Strong Plan and goal setting process.	Post-camp feedback to Referral Panel. Youth engagement with Staying Strong Plan. Key stakeholders, including families, understanding of participant goals and future roles in goal setting/actions.
Review		Case workers understanding of the review function.	Engaging the Referral Panel in the review process.
Exit			Completion rates of program.

Summary

Across 2016, significant time and energy was committed by NT Government personnel, Operation Flinders leadership and key members of the contracted case work providers to strengthen the implementation of the EIYBC Program. This development benefited from a relatively stable group of key stakeholders, and high personal and agency investment. It is the review team's opinion that unsustainable levels of time and emotional investment were contributed to the development and implementation of the EIYBC Program by key stakeholders and agencies in 2016.

Overall, the investment made translated to the EIYBC Program being delivered in a safe manner consistent with the broad program design. While this review did not bring a focus to reviewing participant outcomes, anecdotal evidence gathered suggested that meaningful outcomes were delivered. As noted within this chapter, implementation progress was achieved across 2016, with the strongest areas of progress being cultural integration, participant targeting through the Referral Panel and young people setting goals through their wilderness experience.

Despite the personal and agency investment, there was an under-utilisation of the program output across 2016, and moderately high program participant drop-out within the case work phase. Furthermore, key barriers to program implementation, specifically compression of timelines and youth/family engagement within the pre-camp phase, did not achieve progress or see improvement across 2016.

It is the review team's opinion that the EIYBC Program is an intervention with multiple 'moving parts' or separate components that must be synchronised to achieve desired levels of program impact. This synchronisation requires significant stakeholder and agency investment, high levels of centralised NT Government coordination and monitoring, and stable project and program personnel to support the embedding and nuancing of the program to the local context. Despite all of these features being present, as noted in 2016, the high operational demands of the program, the time-dependent nature of the camp component, and the nature of the participant cohort mean that program implementation challenges will always exist with the EIBYC Program. This review, which builds on previous evaluations and reviews of wilderness programs in the NT, highlights the centrality of engaging young people and their families, as well as supporting the group formation process, prior to the camp experience. Any future program development must assert this as a mandatory criterion for each participant which cannot be compromised through the compression of program timelines through the earlier stages.

Towards the end of 2016, questions emerged amongst NT Government, case work and Operation Flinders stakeholders regarding the cost-benefits of the EIYBC

Program in its current form. A stakeholder workshop was conducted in October 2016 that brought attention to this point. The outcomes of this workshop are reviewed in the subsequent chapter.

PART III: SUMMARY

At the end of 2015, a summary report provided optimism that while program outcomes were being achieved, the potential impact of the EIYBC Program had not been realised (Raymond & Lappin, 2016). The review team identified a range of barriers and themes that talked to this point, including (1) participant targeting, (2) youth and family engagement, (3) program integrity and quality assurance, (5) local embedding, (5) cultural integration and (6) internal and external integration.

Part III brought a focus to program implementation and progress against the themes noted. Over the course of 2016, the NT Government, Operation Flinders and stakeholders committed to rigorous implementation and development of the EIYBC Program. As a result, broad progress was made, with the strongest progress noted with cultural integration, participant targeting and goal setting. Despite this, there was an under-utilisation of overall program services, and nearly 12% of participants did not complete the camp component for medical, behavioural and family reasons. This is attributable to a range of factors, however, compression of intended program timelines continued to severely impact on pre-camp processes, with this negatively cascading through subsequent program delivery. Specifically, the lack of systematic youth and family engagement, to build rapport with case work staff, remained a factor that achieved minimal progress across 2016. This remains a key barrier to the implementation of the EIYBC program.

Towards the end of 2016, questions emerged amongst NT Government, case work providers and Operation Flinders stakeholders regarding the cost-benefits of the EIYBC Program in its current form. Specifically, the high operational demands of the program, the time-dependent nature of the camp component, and the nature of the participant cohort suggest that program implementation challenges are always likely to exist. While some of these challenges are particular to the Northern Territory, there are a number which are shared across jurisdictions. This highlights the complexity of implementing an early intervention program for young people with high levels of need, and in a manner that is nuanced to the geographic, demographic and cultural context of the Northern Territory.

Part IV: 2013-16 Program Implementation Review

Part IV brings focus to the learnings that have come from the 2013 to 2016 implementation of the EIYBC Program, and with specific consideration to point 3 of the Terms of Reference (page xii).

Longitudinal Police Contact Trends

Through discussion with NT Police, it was identified that a longitudinal review of contact with police data (2014 to 2016), related to 2014 EIYBC Program participants, was supported. That is, in 2014, NT Police systematically collected contact with police data for all young people who attended an EIYBC Program in that year. This data was gathered and reported as part of a previous review (Raymond & Lappin, 2015), and pertains to young people attending EIYBC Programs delivered by Tangentyere and Operation Flinders.   Combined program cohorts (Operation Flinders and Tangentyere) are reported in this section.

Contact with police data was collated for all 2014 program participants up until December 2016. The longitudinal findings are descriptively reported, with no causal inference regarding program effectiveness, or lack of effectiveness, supported (for reasons cited in Part III: Methodology).

The descriptive trends are summarised as follows:

- In 2014, 11.4% of the program cohort had been committed of an offence prior starting the EIYBC Program. Of these participants, 85.7% did not have additional offences recorded against their name in the two-year post-program period.
- In 2014, 88.6% of the program cohort had no offence recorded against their name. Of these participants, 23.4% of the participants had offences recorded against their name in the two-year post-program period.
- In 2014, 82% of program participants had previous contact with police, as recorded on an electronic police database. Figure 4 shows the number of additional loggings recorded on a police database in the post-camp period (2014 to 2016). The majority of participants continued to come to the

attention of police, with a number (16.3%) of participants having high frequency contact with police (greater than 20 loggings) in the post-camp period.

Figure 4: Post EIYBC Program (2014 to 2016) Contact with Police Loggings for Participants with a Pre-EIYBC Program Contact with Police Recording (2014)
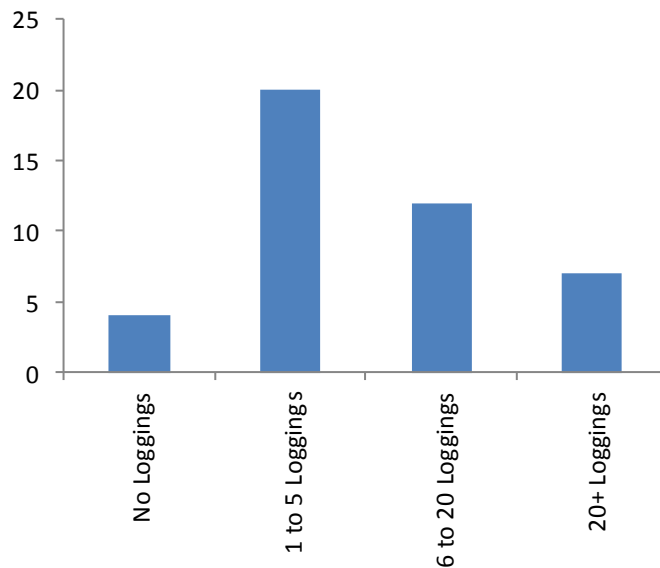
Cautious interpretation of the above descriptive results required. As reported in previous reports (Raymond & Lappin, 2015, 2016), the EIYBC Program cohort is notably heterogeneous and analysis needs to account for different sub-groups and risk profiles within the participant group. While the descriptive data provides optimism that the EIYBC Program was associated with reduced offending for young people with prior offence history, this finding needs to be counterbalanced with the evidence that a number of young people with no prior offence history had recorded offences in the post-program period. It is important to note that the majority of young people continued to come to police attention (for offending, welfare, or other factors) following their completion of the EIYBC Program.

Key Stakeholder Workshop Outcomes

As noted within the previous chapter (see Section *2016 Implementation Progress: Summary Themes),* towards the end of 2016, questions emerged amongst NT Government, case work providers and Operation Flinders stakeholders regarding the cost-benefits of the EIYBC Program in its current form. A stakeholder workshop conducted in October 2016 brought attention to this point. The following key

themes were drawn from the workshop. They are categorised under the following headings.

Marketing and Promotions

There was shared agreement across stakeholder groups that key components of the EIYBC Program narrative were not widely understood within the Northern Territory, specifically the therapeutic underpinnings. There was some evidence that the marketing messaging has been different for each region, with inaccuracies noted. This had a range of consequences including issues associated with creating unrealistic expectations for participants, their families, and referring agencies.

Clear negative connotations were noted in the use of the term 'boot camp', with many stakeholders seeing it as a punishment, which was in direct conflict with the intended therapeutic approach. This was probably the strongest and most consistent feedback from participants, their families and stakeholder groups who were unanimous in highlighting the negative impacts of the use of this term at both the individual and program level.

The timing of the promotions and marketing phase was seen to be very important, especially with respect to the scheduling of school activity, with particular reference to holiday periods and the time directly preceding or following these periods. There was also concern noted that the message could become skewed by the time it reached young people highlighting the need for consistent messaging which was nuanced to different audiences, including young people, their families and the different referral agencies.

Referrals

As noted earlier in this report (Part III) and in previous reviews (Raymond & Lappin, 2015, 2016), the compression of timeframes for referrals was a key theme reported by stakeholders. It was noted that this resulted in a lack of timely information from referral agencies, and young people and families not being actively engaged in the referral process. This, together with the 'boot camp' terminology, was seen to be a significant contributing factor to the high levels of pre-camp attrition of young people once the Referral Panel had made their recommendations.

The manner in which the referrals were generated was seen as problematic in relation to the quality and type of information that was available for the assessment of suitability to attend the program. Key stakeholders highlighted the importance of local engagement in the referral process with key agencies (such as school counsellors and families) to generate more meaningful background information,

and to drive more targeted referrals in order to enable a more balanced mix of participants.

There was evidence that agencies which were more embedded in their broader community, as evidenced by strong relationships with local agencies (such as Stars and Clontarf Foundations) schools and communities, resulted in higher quality referrals with less likelihood of pre-camp attrition.

Selection Process

While there was an enduring theme that the EIYBC Program Referral Panel enabled the gathering of important information from across NT Government agencies, it was reported by a number of stakeholders that some of the panel representatives were too "high level" and lacked access to the "on the ground" service context or background information.

The compression of timeframes associated with the decision-making process to identify participants was seen as a significant contributor to the inclusion of participants who were not adequately matched in terms of their needs or presenting offending profile. This was compounded by a manual paper-based data recording system which left the process open to human error.

There was also concern raised that there was no consistent input into the panel process from the non-government sector. This is a possible limiting factor in the ability to access relevant and timely information, and assess referral suitability.

Intake and Assessment

The stakeholders noted that a key factor that could protract the intake process, and lead to potential risks (especially during the wilderness camp), was access to adequate medical assessments for potential participants. There was evidence of significant variance in the detail and rigour brought to these assessments, which may be attributable to the lack of generalised understanding of the nature of the wilderness exercise.

Evidence was raised by stakeholders suggesting that the presence of indirect coercion related to increasing young people's involvement in what was a "volunteer" program. That is, potential negative consequences of not attending the program were raised with a small number of participants with the intent to increase their motivation to attend. More work is required to explore the appropriate external and intrinsic motivational drivers to engage young people in a volunteer program.

There was general agreement that the compressed timeframes in the lead-in to the wilderness camp did not enable a robust, holistic, or thorough assessment of the young person, and their individual needs, strengths, and aspirations. The importance of a dynamic and comprehensive assessment process was shared by all providers.

Engagement and Preparation

While case work providers had made significant attempts to engage young people in pre-wilderness exercise activities (see Part III), the overall participation rate was relatively low. This outcome was significant, given pre-camp youth and family engagement would appear strongly predictive of wilderness camp attendance and overall program completion.

The compression of pre-camp timeframes was reported as having a compounding impact, with providers indicating that they did not have adequate time to organise a schedule of engagement activities. This is likely to have had a significant impact on program outcomes, based on the understanding that such activities were considered to be instrumental in establishing strong and trusting relationships with young people, as well as enabling them to adequately prepare and implement the next phases of the program.

The workshop identified that a number of practitioners were not case work trained. Stakeholders agreed that, given the complexity of the roles within the EIYBC Program, this lack of training reduced the likelihood that the EIYBC Program Guidelines could be delivered as intended.

A common theme which emerged was that many case work personnel were contracted for business hour operations, which limited the opportunity to engage young people and families on evenings or weekends. It should be noted that there were examples of agencies bringing a more flexible approach that supported higher engagement.

It was reported within the workshop that intra-group conflict within the camp component proved to be problematic given the different community contexts of participants (e.g., some coming from different town camp communities). One provider worked through this process by working on connections before camp, collectively developing values and group agreements which drove shared ownership of the experience.

Wilderness Camp

The workshop validated that lower levels of youth and family engagement, through the intake and preparation phases, restricted the development of strong youth and

case worker rapport and trust which could be drawn upon to safely challenge youth avoidance that arose over the course of the wilderness experience. Given Operation Flinders program staff were not known to participants prior to the camp, this resulted in a lack of relationship 'safety' for some participants that was evoked in the context of an unfamiliar and challenging wilderness experience.   It was collectively agreed that this translated to a higher than anticipated participant attrition both during and post-camp.

As previous noted in Part III, the workshop stakeholders agreed that the 'walking' program narrative for did not resonate for a number of young people and their families. This resulted in participant expectations for the program not being met and was a likely catalyst for some young people not engaging fully in the camp experience.

There was collective agreement that the manner in which the Traditional Owners had been engaged, in assisting to embed cultural components into EIYBC Program delivery, enhanced the cultural experience for participants and workers. There were, however, ongoing challenges noted in the engagement of Traditional Owners, especially given they had a range of existing and competing commitments to fulfill.

While significant progress had been made in relation to how cultural components had been integrated into the EIYBC Program (see Part III), especially with Traditional Owner engagement, there were ongoing challenges with cultural safety for participants. This was of particular note for those participants who identified as Aboriginal but were not connected to the country where the wilderness activity took place.

It was the opinion of the review team, and supported through the workshop and historical reviews (Raymond & Lappin, 2015, 2016), that Operation Flinders facilitator (Team Leader) competencies, skills, values, and style were predictive of the group dynamic, and the propensity of the group to manage issues as they arose. This also translated to how cohesive the broader adult support team was and how clearly the adults understood their roles (see Part III for further discussion on role clarity). There are a range of skills, values and styles which were seen by stakeholders as promoting healthy group dynamics during the camp. This includes:

- Taking an approach that is less regimented and brings more focus to being fun and playful during the early stages of the wilderness experience with the intent to build connections between adults and participants.
- Taking an approach that encourages young people to be actively involved in the planning, decision making and navigation, with the view to encouraging leadership and building their skills and confidence.

- Taking a pro-active approach in drawing on the strengths and capabilities of other adult supports with the view to encouraging clarity in role delineation and promoting a consistent approach to the manner in which issues are responded.

- Promoting curiosity in the exploration of the journey with young people and inviting them to share their reflections with validation of their viewpoint and encouragement to sharing their stories.

- Providing a range of creative techniques to reflect on individual goals for young people and begin to shape these ideas into tangible strategies.

- Enlisting the other adult group members in sharing their thoughts on how best to respond to the needs of individual young people and consolidating approaches that recognise the individuality of young people.

Post-Wilderness Experience

The stakeholder group were unanimous in their support for the importance of celebrating young people's achievements through the wilderness exercise, which also engaged participant families and significant others. Positive examples were reported, including using video and photos to remind young people of their journey and validate their participation.

There was widespread agreement that continuity of case work personnel, through the early stages of the program to the post wilderness camp stage, was as a critical success factor in building strong and trusting relationships which are predictive of engaging young people in the goal development and achievement process. Similarly, a lack of staff continuity was seen to have a detrimental effect, and is highly likely to be associated with program attrition in the post-camp phase. Agency managers reported that short-term contracts for the delivery of services impacted on staff continuity, especially where the EIYBC Program was a 'standalone' intervention within an organisation.

The stakeholder group suggested that the most significant predictor of post-camp participant engagement was the degree of youth engagement during the camp and the quality of connections that resulted with case work personnel and other participants. The timing of follow-up was also seen to be another critical success factor in maintaining connection after the wilderness experience. There was general agreement that immediate post-camp participant contact led to momentum for relationship building and sustainable relationships.

Exit

There was general agreement from provider representatives that, ideally, there wouldn't be a discreet exit process, but a transition to other points of engagement or relevant programs. This appears to be much more easily managed where the provider agency has a continuum of like programs available and are embedded within the community with soft entry points for ongoing engagement.

Consolidated Overview

This section summarises the key learnings related to the implementation of the EIYBC Program. The consolidated themes are drawn from previous sections of the report and previous reviews (Raymond & Lappin, 2015, 2016), with content validated through the stakeholder workshop. The themes are summarised in Table 7, with extended narrative provided in this section.

Table 7: Consolidated Overview: What Worked and What Did Not Work

What Worked	What Did Not Work
Targeting of Young People for the Program	'Boot Camp' Language
Case Work Agencies Embedded in the Local Community	Schedule of Pre-Camp Outputs (Compression of Timelines)
Pre-Camp Activities to Build Rapport, Trust and Youth Engagement	Contracting and Human Resource Management
Traditional Owner Engagement	Pre-Camp Engagement with Young People and Families
EIYBC Training Program	Meaningful Cultural Narrative and Learning Embedded within Program
Wilderness Camp Provider with Robust Risk Management Systems	Cohesive and Integrated Practice Approach Between Agencies
Committed and Passionate Stakeholders to Build Implementation Progress	Momentum in Post-Camp Goal Setting and Actioning
	Centralised Referral Panel

What Worked

Targeting of Young People for the Program

The previous two reviews (Raymond & Lappin, 2015, 2016) raised questions in terms of participant targeting, noting a 'pendulum' swing across both years. That is, the 2014 cohort presented with lower levels of involvement in the youth justice system than intended, while the 2015 cohort had higher than anticipated involvement in the system. As noted in Part III, it appears that young people who were targeted for the EIYBC Program during 2016 befitted, on a whole, an early intervention cohort. Effectively this means that the investment that is allocated for early intervention has been targeted correctly. It is important that the practice wisdom, which has built upon the program criteria and associated systems, is captured to inform the targeting of referrals for the next iteration of the program.

Case Work Agencies Embedded in the Local Community

Agencies who were more embedded in their local community (such as the YMCA in Katherine), and delivered a range of programs in that community, appeared to have more success in the program promotions, marketing and referral process. There is evidence that pre-existing relationships with families and young people, combined with 'soft entry' points for service engagement, contributed to a greater likelihood that young people would engage more effectively in the program. This is underpinned by the fact that workers were able to better navigate family and community networks to engage young people and families in the program.

Pre-Camp Activities to Build Rapport, Trust and Program Engagement

While the overall pre-program engagement rates were reasonably low, there was clear evidence that structured pre-camp activities facilitated rapport, trust, and increased overall engagement with the program and case work personnel. Across the implementation, these mostly focused on wilderness activities that incorporated fun and playfulness to provide participants some insight into what it was like to be away from 'town'. This provided case work staff the opportunity to observe young people in this environment, provide insight into possible considerations for other preparation activities and develop an understanding of possible youth behaviours that may be elicted within the camp. The pre-camp engagement also afforded case workers the opportunity to support the participant group to connect, develop shared agreements for working together and resolve conflicts before engaging on the wilderness exercise.

Traditional Owner Engagement

Engagement with the Traditional Owners of Loves Creek Station contributed to the inclusion of a number of cultural components and activities. Previous iterations of the program in 2014 and 2015 had some cultural input at critical junctures, however, they lacked substance, were inconsistently delivered, and appeared to be driven by the program operations. More recent work, facilitated through the NT Government and with support from Operation Flinders, invited greater engagement from key Traditional Owner representatives and resulted in a more comprehensive schedule of activities, which were embedded throughout the program delivery of the wilderness camp.

EIYBC Training Program

A training program initiated in 2015, but systematically implemented through a Train-The-Trainer model in 2016, supported case work and Operation Flinders staff develop an increased and shared understanding of the EIYBC Program. Across 2016, this was augmented by additional training provided to Operation Flinders

operational staff. For example, during Program Wave 3, two key staff from Relationships Australia NT, including a program coordinator and an Indigenous case manager, facilitated a workshop for all Operation Flinders' staff and volunteers. All who were involved indicated that it provided them with a much better sense of the program and what it was attempting to achieve, especially in relation to the roles of the case worker and the broader program intent.

Wilderness Camp Provider with Robust Risk Management Systems

As noted within previous reviews (Raymond & Lappin, 2015, 2016), there are a range of significant risks associated with the delivery of remote camps which integrate challenging activities. Robust risk management systems are a best-practice feature of all intensive wilderness programs for youth-at-risk (Raymond, 2014). Across the program implementation period, the Operation Flinders Foundation delivered a program where participant, organizational, and funder risk has been professionally managed and mitigated, and within widely agreed risk threshold benchmarks. This remains a notable outcome of EIYBC Program implementation.

Committed and Passionate Stakeholders to Build Implementation Progress

Across the program implementation period, significant energy, time, and emotional investment was contributed to the implementation and development of the EIYBC Program by NT Government, Operation Flinders, case work providers, and broader stakeholders. Without this commitment and passion, implementation progress would not have been achieved.

What Did Not Work

'Boot Camp' Language

Across the implementation period, and identified in previous reviews (Raymond & Lappin, 2015, 2016) there was significant and unanimous evidence that the 'boot camp' terminology negatively impacted on the implementation of the EIYBC Program. For example, a number of participants internalised the language as indicating they were "run amuck" kids who needed to be punished. This impacted on their engagement with the program and case work support. The entire program relies on the capacity of case workers to forge strong side-by-side relationships with young people underpinned by therapeutic intent. In a similar manner, a number of parents found it difficult to understand the rationale for the referral to a 'boot camp' for their children. In this context, it creates a range of issues in getting family engagement and buy-in, notably in situations where families are distrustful of external interventions. Stakeholder feedback also indicated that the 'boot camp'

terminology contributed to confusion of the target cohort, thus manifesting in inappropriate referrals.

Schedule of Pre-Camp Outputs (Compression of Timelines)

Overwhelmingly, the most pervasive issue which has been cited in this and previous reviews, is the compression of pre-camp timelines. A number of stakeholders have indicated that this is a product of a 'camp-centric' focus of program operationalisation. The dominant focus of the camp is likely to result from the significant logistical challenges associated with this program component, especially when the implementation requires interstate travel for both personnel and equipment. This, however, is only one factor among a number that are likely to have contributed. Others include the impact of the 'boot camp' terminology and associated narrative through the marketing and promotions phase resulting in a lack of appropriate referrals, and the centralised Referral Panel assessment process.

The compression of pre-camp timeframes, as compared to the intended timeframes for various processes, had a range of impacts, including:

- Difficulty in engaging families through the referral process, often resulting in a lack of knowledge and context for the referral.
- Lack of capacity to invest in the establishment of trusting relationships between case worker and participants.
- Timeframes not permitting the scheduling of activities to prepare young people and support better group cohesion prior to the wilderness experience.
- Impaired understanding of young people's needs and strengths, and how young people might interact and behave during the wilderness experience.
- Challenges in responding to complex behaviours and incidents when case worker do not have well established relationships with young people.

Contracting and Human Resource Management

Program implementation was impacted by contracting and the subsequent management of human resources. As noted in previous reviews (Raymond & Lappin, 2015), delayed service provider contracting by the NT Government was a factor associated with the compression of pre-camp timelines. Furthermore, the lack of long-term contracting was reported by service providers as impacting on their capacity to attract and retain high quality staff with appropriate qualifications. This resulted in a high level of staff attrition over the implementation period. Given that continuity of youth and case worker relationship are a key feature of

therapeutic programming, contracting factors had an impact at the service delivery level and associated program outcomes.

A further contracting issue related to service provider contracting of their staff. There was evidence that a number of casework contracts did not enable staff to regularly work outside of business hours, and support flexible engagement with young people and their families.

Pre-Camp Engagement with Young People and Families

In general terms, the lack of engagement in the pre-camp phase, for both families and young people, was a major contributor to a range of different challenges, most notably:

- The lack of strong and trusting relationships between case workers and young people.
- The lack of collaborative planning with families to support young people's participation in the program.
- The increased likelihood of attrition of participants during the pre-camp, during-camp and post-camp phases.
- Higher likelihood that critical incidents will occur during the camp, resulting in young people and program staff being exposed to risk that cannot be managed to a reasonable threshold.

Within this and previous reviews, a range of causal contributors of pre-camp engagement have been identified. These include, 'boot camp' terminology for families, participants and referring agencies; compression of program timeframes; availability of suitably experienced and qualified case workers; and lack of a schedule of pre-camp activities to engage young people.

Meaningful Cultural Narrative and Learning Embedded Within Program

While the inclusion of cultural components was an area of significant implementation progress, both this and previous reviews have identified the importance of ensuring the program is personally meaningful to young people. For a number of young people, the achievement based 'walking' narrative associated with the Operation Flinders program did not resonate to the same degree as young people in the South Australian context. Integrating cultural meaning (or narrative) and learning components into the entire camp design (or intent of camp) did not gain traction over the implementation period. This is in part attributable to the complexity of embedding cultural factors into an existing program given the range of different communities which have specific cultural needs and expressions.

Cohesive and Integrated Practice Approach Between Agencies

One of the enduring implementation themes has been the complexity of aligning the competencies, approach and therapeutic intent between case workers and Operation Flinders program staff. This is likely the result of importing a 'readymade' program, such as Operation Flinders, and attempting to integrate it within a broader program model. The review team acknowledges the significant attempts made by Operation Flinders to customise and adapt their program, and to support their staff to bring a strong relationship-focused and trauma-informed practice approach. However, this has been complicated given many Operation Flinders program facilitators are volunteers and are geographically spread across Australia, and the development of such a practice approach takes ongoing learning and coaching in a professional context. Greater cohesion and integration in practice approaches has occurred over the implementation cycle, but it remains an area requiring ongoing attention.

Momentum in Post-Camp Goal Setting and Actioning

Post-camp participant engagement with case workers was below identified benchmarks, and is likely to have impacted on the ability of growth, changes and goals initiated in the wilderness camp to be consolidated into sustainable outcomes. Post-camp engagement and case work momentum, is likely to have been impacted on by the:

- Compression of program timeframes through referral and pre-camp engagement phases.
- Lack of continuity of case work personnel through the program.
- Lack of capacity to deliver a schedule of pre-camp engagement activities (for a range of reasons, including capacity, availability and capacity of case workers).
- Lack of flexibility in the delivery of engaging activities across the regions.
- Complexity of participant's living situations with many families experiencing a range of challenges.

Centralised Referral Panel

The Referral Panel provided an important oversight and review function for the EIYBC Program. While there have been a range of positive aspects to this process, in terms of 'pooling' the intelligence of a range of key agencies, it also protracted the referral timeframe and did not allow the dynamic exchange of information required.

The limited referral window and panel assessment process created a significant pressure point in the overall program implementation, which was exacerbated by

the complexity of the target cohort, with ever changing situations with young people and considerable transience for a number of families.

There was also some evidence that the panel was too far removed from the service level, especially for some of the panel representatives. This, in part, contributed to a lack of dynamic information exchange for young participants and made it difficult to risk manage referrals, and an assessment of exceptions in terms of the inclusion and exclusion criteria.

PART IV: SUMMARY

A longitudinal review of contact with police data (2014 to 2016), related to 2014 EIYBC Program participants, provided some optimism that the EIYBC Program was associated with reduced offending for young people with prior offence history. However, this finding was counterbalanced with the evidence suggesting that offending patterns may have been initiated for some EIYBC Program participants (without offending histories) in the two-year post-program period.

In light of questions being raised in terms of the cost-benefits of the EIYBC Program in its current form, a stakeholder workshop was conducted in October 2016.   This workshop validated a number of key program implementation learnings. These are consolidated into a 'what worked' and 'what did not work' set of themes that are summarised in Table 7. A brief summary narrative of each key theme is provided. Enduring and pervasive themes were identified, with impacts associated with the compression of program timeframes, the use of 'boot camp' terminology, the lack of engagement with young people and their families pre-camp and attrition in participation of young people in post-camp goal attainment process.

Part V: Future Directions and Modelling

Part V draws upon the evidence contained in the previous chapters of this report. It brings focus to future directions, critical considerations in the design and implementation of early intervention crime prevention programs for youth within the Northern Territory, and proposes three program models for wider consultation. It is mapped to points 3 and 4 of the Terms of Reference (page xii).

Summary Context

Northern Territory (NT) young people present with high rates of mental health issues, offending, educational disengagement, and poor whole-of-life outcomes. As discussed in Part I, there is a need for culturally sensitive, multi-systemic and early intervention crime prevention programs that are nuanced to the geographic, demographic, and cultural needs of the Northern Territory.

Wilderness-based or youth camp interventions offer much intuitive appeal. In 2012-13, the Northern Territory Government introduced the Early Intervention Youth Boot Camp (EIYBC) Program as a central feature of their youth crime prevention strategy and broader policy platform (Pillars of Justice). The program was targeted to male and female young people, aged from 12 to 17, exhibiting risk factors predictive of future offending.

The program was operationalised into service delivery with reference to earlier NT camp programs (Raymond & Lappin, 2011), and best-practice evidence and principles (see pages 9-10). It was comprised of two key components: (1) intensive wilderness camp, and (2) follow-up case work or community integration phase. Across both components, the EIYBC Program was underpinned by a therapeutically-grounded program logic model, a sound program theory, and operationalised through a set of program guidelines and growth-focused intentional practice approach. The program was informed by the widespread understanding that 'boot camps' with no therapeutic intent (e.g., based upon discipline and compliance as opposed to therapeutically-informed skill development), as well as programs that remove young people from their familiar environment with no aftercare support, are contraindicated or not supported as crime prevention strategies. Instead, interventions targeting skill development through structured learning, applying multi-systemic approaches, and bringing a focus to increasing

school engagement represent evidence-informed crime prevention approaches (for more information see pages 7-8).

In 2013, Tangentyere Council Inc and the Operation Flinders Foundation delivered pilot EIYBC Programs for young people originating from the Alice Springs and greater Darwin regions (including Katherine), respectively. Both agencies were subsequently contracted to deliver a further four programs in the second half of 2014, and Operation Flinders was contracted to deliver eight programs in both 2015 and 2016.

Between 2013 and 2016, significant attention was paid to program implementation, with Connected Self contracted to work in partnership with EIYBC Program service providers and key stakeholders to support the safe and high impact delivery of the program, with a strong focus on program integrity. This consultancy support was informed by evidence (see Section *EIYBC Program: Underpinning Evidence*, pages 6-14) and was mapped to a four-phase program development cycle, with each phase building upon the others: (1) Piloting, (2) Refinement, (3) Capacity Building, and (4) Consolidation and Evaluation (for further information see pages 4-5).

At the end of 2015, a summary report provided optimism that while program outcomes were being achieved, the potential impact of the EIYBC Program had not been realised (Raymond & Lappin, 2016). The review team identified a range of barriers and themes that talked to this point, including (1) participant targeting, (2) youth and family engagement, (3) program integrity and quality assurance, (4) local embedding, (5) cultural integration, and (6) internal and external integration.

Program Redevelopment and Realignment

Across 2016, significant time and energy was committed by NT Government personnel, Operation Flinders leadership, and key members of the contracted case work providers to strengthen the implementation of the EIYBC Program, with specific attention brought to the barriers and themes identified across 2015 (Raymond & Lappin, 2016). This program development period benefited from a relatively stable group of key stakeholders, and high personal and agency investment. It is the review team's opinion that there was a significant investment of time and energy in the development and implementation of the EIYBC Program by key stakeholders and agencies in 2016 that would not be sustainable in the longer term.

Overall, the investment made translated to the EIYBC Program being delivered in a safe manner consistent with the broad program design. While this current report

did not bring a focus to reviewing participant outcomes, evidence within this and previous reviews (Raymond & Lappin, 2015, 2016) suggests that meaningful outcomes have been delivered across the EIYBC Program development cycle. However, despite the high personal and agency investment in 2016, there was an under-utilisation of the program output across 2016, with relatively high rates of non-camp completion (12%) and participant drop-out within the case work phase (with approximately 50% of participants completing the program).

As summarised in Part IV (see Table 7), while progress was made in a number of program development areas, the compression of timeframes and the lack of systematic pre-camp family and youth engagement had a severe impact on program delivery. Furthermore, building upon the emerging themes in previous reviews (Raymond & Lappin, 2015, 2016), this review concludes that the use of the term 'boot camp' has had a pervasive negative impact on the ability of the EIYBC Program to achieve its stated objectives.

As summarised in Part III of this report, the EIYBC Program is an intervention with multiple 'moving parts' or separate components that must be synchronised to achieve desired levels of program impact. This synchronisation requires significant stakeholder and agency investment, high levels of centralised NT Government coordination and monitoring, and stable project and program personnel to support the embedding and nuancing of the program to the local context. Despite all of these features being present, as noted in 2016, the high operational demands of the program, the time-dependent nature of the camp component, and the complex nature of the participant cohort has led the authors to conclude that implementation challenges are likely to be pervasive in its current form. A stakeholder workshop conducted in October 2016 validated this point (see Part IV). While some of these challenges are particular to the Northern Territory, there are a number that are shared across jurisdictions. This highlights the complexity of implementing an early intervention program for young people with high levels of need, and in a manner that is nuanced to the geographic, demographic, and cultural context of the Northern Territory.

In late 2016, questions emerged amongst NT Government, case work, and Operation Flinders stakeholders regarding the cost-benefits of the EIYBC Program in its current form. The October 2016 key stakeholder workshop provided strong endorsement for a significant redevelopment and realignment of the EIYBC Program based upon the aforementioned factors.

This change in direction is timely given the broader context. A recent change in political direction, combined with the Royal Commission, provides an environment of program renewal. This is further supported by an emerging reform agenda for youth justice services in the Northern Territory, and alignment of youth justice

functions and programs within the NT Department of Children and Families. Collectively, this conflation of processes and circumstances brings significant focus to the role and importance of quality early intervention services for children and young people coming into contact, or at risk of coming into contact, with the youth justice system. It serves to create a strong authorising environment for positive change in the way that strategies, programs, and systems are established and implemented into the future. This change process will benefit from the considerable investment made by the NT Government, and supported by stakeholder agencies, in the monitoring of the implementation of the programs to date that have built on the available evidence, especially in the Northern Territory context. The following section summarises this evidence into a number of critical considerations that should be considered within any program renewal process.

Critical Considerations

As highlighted within this report, the EIYBC Program has undergone robust implementation and longitudinal monitoring. The latter has included ongoing feedback from key stakeholders, young people, and their families. Collectively, significant 'practice wisdom' and evidence has been acquired through the 2013 to 2016 implementation cycle.

This section summarises the key evidence and the critical considerations underpinning the design, development, implementation, and review of an early intervention youth justice program within the Northern Territory. It brings focus to higher-level themes which are drawn upon and operationalised through three proposed models outlined in the next section.

The section details a central design consideration (Flexible and Evidence-Informed Starting Point) which is further extrapolated through 29 key points of consideration.

Flexible and Evidence-Informed Starting Point

The EIYBC Program was conceptualised and then initially marketed within a 'law and order' political narrative. The term 'boot-camp' operationalised this sentiment and provided a rigid starting point which subsequently shaped the expectations of the public, young people, families and stakeholders. This rigid narrative reinforced a punitive-based approach to crime prevention, and as detailed within Part I of this report, this philosophical positioning is not congruent with best-practice crime prevention research and evidence. Significant credit is afforded to key government and service provider stakeholders in ensuring that the operationalisation of the

program was grounded upon therapeutic principles and intent. However, the rigid starting point constrained the degree to which the program could be nuanced to the service context it was operating within to meet the dynamic needs of young people and their families.

In short, the conceptualisation of crime prevention programs within the Northern Territory must be founded upon a flexible starting point which values evidence, and the capacity of the program to be nuanced to its service context and the communities it intends to support.

The following section summarises key considerations for the design, development, implementation and review of an early intervention youth justice program within the Northern Territory. The considerations are summarised in Table 8, with extended narrative provided in this section.

Table 8. Key Points for Considerations for Youth Justice Program Design, Development, Implementation and Review

Program Design	Nuancing the Program to Local Communities
	Local Network of Individuals
	Responsive and Continuous Relationships
	Flexible Family and Youth Engagement
	Young People as Program Consultants
	Logic Modelling and Intentional Service Delivery
	Coherent and Evidence-Informed Practice Approach
	Empirically Sound Program Theory
	Ongoing Perseverance and Monitoring
	Consultation
Program Development	Collaborative Local Referrals and Decision Making
	Rolling Intake
	Culturally-Informed, Safe, and Meaningful
	Validated Assessment
	Partnerships with Families
	Goal Orientated Planning
	Young People as Program Drivers
	Engagement through the Delivery of Fun and Engaging Activities
	Embedded in Local Community with Flexible Throughcare
Program Implementation	Clear and Coherent Program Guidelines and Documentation
	Funder Investment in Quality Implementation
	Professional Development and Training Strategy
	Strategy for Staff Retention
	Cross Agency Mentoring and Pollination of Practice Wisdom
Program Review	Ongoing Liaison with Key Program Informants
	Regular Implementation Review Workshops
	Focus on Quality Assurance and Program Processes
	Identification and External Monitoring of Key Benchmarks
	Embedded Outcome Assessment Measures

Program Design

There are a range of factors, many of which are particular to the Northern Territory, which should be considered in the program design phase. These factors are outlined below.

Nuancing the Program to Local Communities

Each geographic region in the Northern Territory has unique cultural attributes, which include significant variation in community dynamics, logistics, demographic, and infrastructure considerations. The program design process must be nuanced to each separate region through consultation with the range of stakeholders who represent the communities within the regions. This is particularly important to ensure the cultural components of the program are delivered in a culturally safe and meaningful way to young people.

Local Network of Individuals

The engagement of communities through the design phase must seek to connect with respected individuals (or elders) who are linked to the network of families in the various communities that make up the region. These individuals will be a conduit for the community's needs and voice through the design phase, and provide more local decision making for the identification of young participants in the program. This will assist in the program being 'owned' at the community level, thereby leading to stronger local engagement.

Responsive and Continuous Relationships

Many young people within the target cohort will have backgrounds of trauma. Responding to trauma must occur in the context of positive, safe, and trusting relationships with young people and their families. Program referral, intake, and service delivery must be dynamic and flexible in responding to each young person and their families, when they are ready to engage, and in a manner where relationships are developed and strengthened over a period of time. Continuous or longer-term relationships are more likely to foster meaningful change. Programs must also support 'throughcare' for those young people and families who will require ongoing support which can be tailored in intensity as the need predicts.

Flexible Family and Youth Engagement

The manner in which services are to be delivered must start with the needs of the target cohort and their families. This requires a flexible engagement strategy that can respond to a highly mobile and geographically dispersed target cohort, which is likely to be wary and distrustful of external intervention. It also means that activities and services must be accessible and delivered in a way that is customised

to the interests of participants and families to promote trust and long-term engagement in the program.

Young People as Program Consultants

Program design should incorporate the opportunity for young people to have their voice heard. The process should integrate creative ways to engage young people in the design phase of the program, in each region, to understand what they think are the fundamental aspects for delivery and to assist in constructing the approach to delivering the program.

Logic Modelling and Intentional Service Delivery

Conceptually sound programs are associated with the strongest program effects. Such programs clearly articulate the relationship (or intent) between an individual program's processes (or components/resources /activities) and its outcomes (or outputs). As noted in Part I, program logic modelling is an approach that conceptually describes both aspects and brings focus to both the outcome (or the 'what') and the processes or mechanisms ('how') by which the intervention is delivered. This focus can also be operationalised at the service delivery level through an intentional practice approach where the practitioner or program facilitator brings ongoing mindful awareness to the 'what' and the 'how' within the delivery of the intervention (Raymond, 2016c). In other words, they are continually asking themselves what is the intent or purpose behind their communication, and what outcome are they working to achieve. Youth justice interventions should bring an intent to target criminogenic needs associated with future offending (Andews & Bonta, 2010). As noted in Part I, crime prevention interventions that bring an intent to target skill development through structured learning approaches, applying multi-systemic approaches, and seeking to strengthen school engagement are supported as evidence-informed crime prevention strategies.

Coherent and Evidence-Informed Practice Approach

While acknowledging the need for the program design to be customised to communities and culture, program delivery should be embedded within a 'trauma-informed' practice approach that can be implemented in a consistent manner to support program integrity. The design must encapsulate a strategy to embed that practice approach in a way that builds capacity for program facilitators, peer leaders, families, and sector partners through the operationalisation of the program. The importance of clear and coherent practice philosophies (Vita, 2015) underpinned by strong therapeutic integration and supporting systems (Gwynne, 2015; Vita, 2015) has been reported within wider reviews of the NT youth justice system. The EIYBC Program had been underpinned by a therapeutically-informed and growth-focused intentional practice approach.

Empirically Sound Program Theory

A further aspect of the 'conceptually sound' program feature is the theoretical basis of the program. In other words, this is the deeper layer evidence and narrative that talks to how the program delivers its outcomes. Programs that are consistently delivered from a strong theoretical basis are associated with the largest program effect sizes. The operationalisation of the EIYBC Program was underpinned by the Transtheoretical or Stages of Change Model (Prochaska et al., 1992). This is a stage-based model of change which is used to match an intervention to an individual's readiness to change. The design of future youth justice programs should be founded upon a coherent and sound theoretical framework.

Ongoing Perseverance and Monitoring

There is no panacea to the design and delivery of highly successful programs, especially for programs with a target cohort including young people and their families with backgrounds of trauma. The complex circumstances associated with preventing young people from becoming involved in youth justice requires commitment to perseverance and monitoring to improve and enhance service delivery. The implementation of the EIYBC Program elicited significant 'program intelligence' or 'practice wisdom'. The data, and anecdotal feedback, provides an excellent foundation for future program and service renewal. In short, attention must be brought to future program monitoring to ensure practice wisdom and intelligence is continually gathered in a manner which builds on the knowledge derived to date through the EIYBC Program design and implementation phases.

Consultation

Consultation has been an important feature of the EIYBC Program development and implementation to date, including young people, their families, program delivery staff and management, and key sector stakeholders. The current situation provides an opportunity to build on these consultation efforts, with more focus on engaging key people within local communities who are connected to the families and young people the program is seeking to target. The concept of developing local networks of individuals, as discussed in an earlier theme, enables program delivery to be tailored to each regional area and assists in empowering the voice of young people, their families, and other key people within the community with the program implementation.

Program Development

The following factors have emerged from the reviews as key considerations that should underpin future program development processes. They include:

Collaborative Local Referrals and Decision Making

The bringing together of the right agencies, people, and intelligence to identify young people who are likely to become involved in the youth justice system without additional support, is fundamental to delivering a targeted program. This process is optimised when it is facilitated at the local level. For example, drawing on pre-existing forums that are convened on a periodic basis to share information in relation to young people in local regions (e.g., NT Police Liaison and after hours transport services in Alice Springs). This collaboration provides a dynamic mechanism to identify the young people who are escalating in behaviours, including spending more time out late at night with known associations. Through such mechanisms, key representatives of local Government and non-government agencies, including representative community members, can initiate and screen referrals based upon this dynamic intelligence.

This local approach assists in understanding, planning and/or potentially avoiding peer-to-peer issues, including negative peer contagion or influence, which have the potential to manifest in the delivery of group-based youth justice programming. It also provides a local mechanism to manage any exceptions to the referral criteria based upon a thorough understanding of the individual and their needs. It should be noted that a fundamental part of successful collaborative referral processes is the manner in which young people and their families are engaged in the process. It is imperative that information is delivered in a way which is meaningful and clear, and ideally by someone who is known to the family and has their trust. A strong initial engagement is foundational to building a partnership between the family and program practitioners.

Rolling Intake

The concept of a 'rolling intake' acknowledges that the circumstances and needs of families are heterogeneous and dynamic and as such cannot be expected to align to a time dependent program schedule. Based upon this premise, each young person's needs and situation would be assessed ongoingly and their invitation to be engaged in the program (or different components of the same program) is informed by an understanding of their support needs. Within a group-based program, care would need to be taken to support each young person to broker relationships with other members of the group, and facilitate healthy group dynamics as new members are introduced. This process would also enable the program to be responsive to service demand, and support both youth and family engagement such that intensive support could be provided when the 'window of opportunity' for change and engagement presented.

Culturally-Informed, Safe and Meaningful

Given the high proportion of Aboriginal young people and families in the youth justice target cohort, it is imperative that an understanding of local culture is integrated into the way the program is developed and delivered. While there are multiple challenges in this, given the cultural diversity within the Northern Territory, the importance of culture as nuanced to the lens and needs of young people and their families, should not be understated. Encouraging young people, their family members, and community elders to be part of a process to integrate meaningful cultural components would make for an excellent foundation. Employing Aboriginal people, who are local to the region, is another very important component for developing a culturally rich and dynamic program nuanced to the cultural needs of local regions. Finally, a plan that assists in contributing to cultural safety for all participants, staff and families would be instrumental in mitigating cultural risks, as far as is practicable.

Validated Assessment

Administering a validated assessment, which assists practitioners to understand the factors impacting on young people's wellbeing and engagement patterns, is essential to informing a tailored practice approach. This practice approach provides a consistent platform for responding to young people in a manner that builds their capacity to meet their goals. While there is merit in aligning assessments to criminogenic needs, there is also a need to explore assessments that assist in identifying the possible impacts of exposure to trauma and related challenges such peer socialisation problems, poor self-regulation, and hyperactivity. This acknowledges the point that many young people at greatest risk of becoming entrenched in youth justice systems are likely to have significant exposure to trauma.

Partnerships with Families

Working concurrently with young people and their families increases the likelihood that sustainable outcomes will be achieved. A much stronger focus on engaging families through a strong partnership approach will assist young people to make the changes required to live successfully in the community. This is aligned to a child-centered and family-focused approach that acknowledges the importance of family in contributing to the wellbeing of children and young people in their care which is best supported through a positive and constructive relationship with the family based on trust and reciprocity (Kumpfer & Alvarado, 2003).

This point also acknowledges challenges experienced by the parents, including having unmet needs, is likely to impact adversely on the young person. There is an important consideration for youth justice programs to bring focus to parenting

skills and processes. This requires a partnership approach that gives voice to family's strengths and needs.

Given the complexity of family-based interventions, a specialist skill set is often required to work side-by-side with families and young people. There is strong merit in youth justice interventions working in partnerships with existing specialist services, as opposed to youth justice programs attempting to meet this very specialist need.

Goal Orientated Planning

Youth justice programs need to consider the role of youth agency, or the ownership of future behaviours and goals. As noted within the EIYBC Program, goal-focused case planning and processes were embedded within the program model. Not only does this support a more targeted approach to responding to young people's needs, young people are supported to become agents of change in their own lives and their family. Side-by-side goal setting can be operationalised through a case plan that practitioners (youth and family) generate in collaboration with young people and family members. The plan outlines the intent for responding to young people's individual needs and strategies for assisting young people to achieve their goals. Importantly, young people are invited to create a plan for themselves in whatever way is meaningful for them. The plan identifies their goals, what they are doing to achieve these goals, and documents the commitments of their support team in assisting them on their journey.

Young People as Program Drivers

Program development should incorporate the opportunity for young people to contribute to the establishment of activities, including outdoor and cultural activities (where appropriate), and incorporate the capacity building of 'peer leaders' who can support the ongoing evolution of the program. In this way, adults become the facilitators who work in partnership with young people to help coordinate and guide the program implementation, but in a manner that is still underpinned by an intentional practice approach aligned to clear program outcomes. This youth engagement strategy is designed to promote an internal locus of control (e.g., young people can influence their external environments) and build youth motivation for program engagement.

Engagement Through the Delivery of Fun and Engaging Activities

Fun and engaging activities are a core program component feature that builds trusting and effective adult-youth relationships and contributes desired growth outcomes (e.g., knowledge or skill development). Young people are much more likely to engage in a program that fosters their intrinsic motivation for making the changes in their lives when it includes fun and playful activities, and in an

environment of safety. It is incumbent on program facilitators to engage young people in activities that will prompt their participation and use these opportunities to forge strong and trusting enduring relationships.

Embedded in the Local Community with Flexible Throughcare

Youth justice programs should be nuanced to the strengths and needs of the local community, family, young people and service sector. Evidence within this report (see Part IV: Program Implementation Review) strongly supports the notion that agencies embedded within communities are more effective in delivering higher impact services. Notably, agencies that provide services across the continuum of youth justice, health, wellbeing, and family programs enable the young person and their family to access the services required in a seamless manner. This includes having access to 'soft entry points' which enables participants to build trust and familiarity with youth practitioners and venues in a safe and non-confronting way. Furthermore, an agency that is embedded within the community is likely to have the networks that will enable them to navigate community and family relationships which will assist in brokering connections with young people and their carers. The ability to foster these connections is key to establishing trusting and reciprocal relationships, and supporting multi-systemic service delivery.

Program Implementation

There are a range of factors, many of which are particular to the Northern Territory, which should be considered in the program implementation phase, these include:

Clear and Coherent Program Guidelines and Documentation

Programs that clearly articulate and describe their program intent, function, and key processes/systems are more likely to be delivered in a consistent manner. This in turn supports program integrity, which is associated with stronger program effects. Future youth justice programs should be operationalised and described through clear and coherent program guidelines and supporting documentation. This includes information about the key change processes within the intervention. This point is strongly supported in the literature. Albrecht et al. (2013) note that

> "interventions are only described in detail 5% to 30% of the time. The result is that stakeholders know few details about the components of interventions and the relationship between these components, which are responsible for observed changes or outcomes. It is well established that understanding the details of interventions and the relationships between intervention components is key to replicating BCIs [Behaviour Change Interventions], as well as further development and scale-up" (Albrecht et al., 2013).

Funder Investment in Quality Implementation

Research supports the viewpoint that established programs are associated with stronger program effects, notably within the area of wilderness adventure programming (AIC, 2006; Wilson & Lipsey, 2000). Any new investment in youth justice programming should be associated with core funding and resources to support the program transition to stable and best-practice implementation in the quickest possible time.

Professional Development and Training Strategy

The effectiveness of youth justice interventions is contingent on the skills, attributes, and knowledge of youth practitioners based on a shared and coherent practice framework. Within the program implementation phase, a systematic professional development and training strategy should be considered to ensure that staff acquire the relevant baseline knowledge. This should be supported by a locally implemented staff professional development strategy which includes central support and monitoring. As noted within the EIYBC Program implementation, Train-the-Trainer approaches appear to offer significant utility.

Strategy for Staff Retention

There are unique challenges in retaining quality staff within the Northern Territory. However, given the outcomes associated with youth justice interventions are contingent on strong practitioner-youth (and family) relationships, ongoing attention to staff retention should be considered within program design and implementation. Funding bodies share responsibility for ensuring that contracting length and conditions, and timeliness of procurement processes supports service provider needs for staff retention and strong workforce management.

Cross Agency Mentoring and Pollination of Practice Wisdom

The implementation of the EIYBC Program has demonstrated the value of agencies across the Northern Territory coming together and providing support to each other through training and information sharing. This included agencies supporting and mentoring each other in the operationalisation of an early intervention youth justice program at the local level. Given the unique challenges in delivering youth justice interventions within the Northern Territory (NT), there is much value in the NT Government supporting cross-agency mentoring and pollination of practice wisdom or knowledge. This includes assisting agencies to broker partnership agreements and memorandums of understanding that assist in shaping these arrangements.

Program Review

There are a range of factors, many of which are particular to the Northern Territory, which should be considered in the program review phase. These include:

Ongoing Liaison with Key Program Informants

As indicated previously, the implementation process for the EIYBC program has benefited from regular consultation with key stakeholders within the broader service sector. These key informants have provided dynamic feedback to guide and inform program development. Within any program renewal process, there is merit in consolidating this process and expanding the stakeholder representation to include key individuals who are connected to families and young people in each region. This will build and strengthen the body of 'practice wisdom' emerging in the delivery of early intervention crime prevention programs in the NT.

Regular Implementation Review Workshops

A key mechanism for monitoring and refining the EIYBC Program has been to facilitate periodic implementation review workshops. Important aspects of these workshops have been to include relevant provider and funder representatives, bring independent facilitation to the process, and foster a shared understanding of co-working arrangements. This has contributed to a robust, honest and constructive collaboration to identify key elements for improvements and subsequent strategies for refining the program model and associated processes.

Focus on Quality Assurance and Program Processes

The early stage delivery of any program should bring strong focus to quality assurance and consistency of program processes. Promoting fidelity (or integrity) of the program model and key program components and change mechanisms, increases the likelihood that anticipated outcomes will be realised and risks will be mitigated to an agreed threshold. Robust, outcome-focused evaluations are supported when the program model and delivery has stabilised and is being delivered consistently. Bringing ongoing review to program 'processes', not just 'outcomes', should be a key focus of all youth justice interventions.

Identification and External Monitoring of Key Benchmarks

Across a number of program and intervention approaches, the anecdote "what you measure, you treasure" reflects the importance of bringing measurement to key aspects of program establishment. Therefore, the ongoing monitoring and measurement of key program implementation benchmarks provides an important mechanism to drive quality implementation. In other words, when it is measured or monitored, it is treasured or valued at the service delivery level. Future youth justice programs should articulate clear benchmarks for monitoring and

assessment, along with reporting processes for how this should occur. The EIYBC Program has benefited from a process of external monitoring which has included external support to operationalise evidence into service delivery. Given the complexity of implementing youth justice interventions across the diverse cultural, demographic, and geographic landscape of the Northern Territory, there would appear to be significant utility in external review and expert support for provider agencies at the 'coal face' of implementation. This is critical in assisting operational leaders and practitioners in translating the available evidence into practice while taking into account the dynamic nature of program refinement in each local service context.

Embedded Outcome Assessment Measures

It is incumbent on the NT Government and contracted agencies to bring transparency to the degree to which intended outcomes are achieved. Embedding indicative measures for these intended outcomes promotes accountability in the application of public funds, and provides data that will assist in supporting the ongoing refinement of the program model. Embedding measures within the program implementation can support both prospective and retrospective program evaluation. Collating outcomes data will also make a valuable contribution to the body of evidence available for the treatment of young people at risk of becoming involved in the formal youth justice system in the Northern Territory, as well as at the national level.

Proposed Models

This section proposes three early intervention program models that include a wilderness component and are designed to divert young people away from future offending, strengthen educational engagement, and promote individual and community wellbeing. The models operationalise the critical considerations articulated in the previous section.

In this section, each model is briefly described and then operationalised through a program logic. Each model is assessed against an assessment framework comprised of the following seven benchmarks. These benchmarks consolidate key program development considerations identified in this report.

- **Early intervention** – The program targets young people at risk of future offending.

- **Culturally embedded** – The program includes cultural components and narrative, and is mapped to local cultural strengths and needs.

- **Integrated and multi-systemic** – The program is integrated within the youth justice continuum of services, as well as the broader community services sector, and is responsive to the holistic needs of young people and their families.

- **Evidence it meets criminogenic needs** – The program intentionally targets factors associated with future offending behaviour.

- **Adequate resources** – Resourcing is available to meet the program delivery outcomes.

- **Engagement to drive motivation** – Youth interest, engagement, and motivation for growth and change is elicited within the program.

- **Draws upon local community strengths** – Local knowledge, personnel and systems are drawn upon and embedded within the program.

- **Meets local needs** – The program is nuanced to the specific geographical, demographic, and cultural needs of the local community.

Model 1: Community Engagement Approach

Summary Overview

The Community Engagement Approach is delivered by an agency embedded within the community, with a suite of youth justice (e.g., Youth Diversion) and wellbeing programs that bring a strong focus to skill development and cultural needs. Young people are invited to engage on a voluntary basis to participate in a range of different activities, including outdoor-based cultural activities, which young people generate with the assistance of program facilitators. Families are engaged in parallel to support the involvement of young people and to assist them to build their capacity to respond to the needs of the young people in their care. Broader or larger scale wilderness camp and outdoor activities are offered to established groups of young people, which extends the outcomes of the locally based program. This wilderness camp is supported by strong risk management systems. The program uses an implicit skill building approach with explicit goal orientated case coordination, which is linked to a broader intent to strengthen educational or vocational engagement

Implementation

This program is designed to be implemented in a manner that acknowledges, and makes use of, local resources, knowledge, culture, and strengths. It draws on local collaborative decision-making, including representatives from key stakeholder agencies across government and non-government agencies, and key local community representatives. Their task is to identify the early intervention cohort most at-risk of becoming formally engaged in the youth justice system with a rolling intake which is responsive to the needs of each individual.

The initial focus of the program is to invite the young person, through the youth practitioners, to engage in generating activities that motivate their interest to participate, with the support of adult facilitators. These activities are coordinated on a regular basis with the initial intent to build strong and positive connections with youth practitioners and other participants, and bring a focus to local cultural needs. The youth practitioners facilitate the activities in an intentional manner to grow young people's self-awareness, build their skills, and adopt a more growth orientated mindset (see Program Logic). Concurrent with this process, the youth practitioners work with the young people to identify their goals and strategies they can employ to achieve their goals. When the young people are assessed as being ready, they engage in a wilderness-adventure camp that assists them to practice their skills and consolidate their self-awareness and growth mindset.

In parallel with this process, an invitation is extended to the young people's families with the assistance of family support practitioners. The role of the family support

practitioners is to assist families to understand how they can assist young people to participate fully in the activities, and partner in supporting the young people to achieve their goals, such as working towards strengthening educational or vocational engagement. This includes working with families to expand their capacity to respond effectively to the needs and behaviours of young people in their care.

The achievements of young people are celebrated and acknowledged by their family and community as they reach various milestones. Young people can engage in activities for as long as they need, and transition through 'soft entry' points to other programs and services as required. Young people who are demonstrating leadership qualities can be supported to undertake peer mentor training and provide ongoing support to other young people as they enter the program.

Program benchmarks and reporting schedule, nuanced to the individual community or youth agency, would be agreed within the procurement process.

Program Logic: *Community Engagement Approach*

Inputs	Outputs		Outcomes -- Impact		
	Community Engagement →	Intentional Program Delivery →			
	Program Components	*Participation*	Short (Criminogenic Needs)	Medium	Long
NT Government Program Management Grant funding for: Program Coordinator Youth Practitioners Family Support Practitioners Common assessment and practice approach training Program activities Wilderness-based camp and/or outdoor activities Transport Rent Utilities Food Monitoring and evaluation	Engagement with the young person and their family Assessment of strengths and needs (e.g., educational, offending, substance use, wellbeing, living situation) Goal orientated case work Local cultural integration Locally delivered cultural and outdoor activities Facilitation of activities generated by young people Engagement in a risk managed wilderness camp when groups are assessed to be ready and willing to participate Family engagement and support to assist young people's participation and build parenting capacity Celebration with family and community when key milestones are achieved	Young people between the ages of 12 and 17 identified through local interagency group as at future risk of engaging formally in the youth justice system	Young people have enhanced insight (awareness) into: ▪ Cultural identity and practices ▪ Values and norms ▪ Consequences, choice and their behaviour (including substance use, peer association) ▪ Triggers and behaviour patterns Young people have increased skills expression, including: ▪ Social, communication and team skills ▪ Problem solving ▪ Consequential thinking ▪ Emotional regulation ▪ Leadership Young people have a mindset of: ▪ Resilience and hope ▪ Growth and opportunities ▪ Pro-social values ▪ Self-acceptance ▪ Value cultural identity	Increased prosocial and adaptive life engagement: ▪ Reduced offending rates ▪ Reduced substance use ▪ Increased engagement with education/ training/work ▪ Increased engagement with positive adult role models ▪ Improved capacity to connect to community and form and maintain strong and constructive relationships, especially with kin ▪ Improved engagement with required services ▪ Enhanced health and wellbeing ▪ Enhanced satisfaction with life ▪ Fewer physical and emotional challenges ▪ Reduced risk of self-harm ▪ More culturally connected ▪ Improved family engagement and responsiveness to young people's needs ▪ Substance use harm minimised	Meaningful and sustainable crime prevention outcomes Increased economic participation Reduced health burden Strengthening of the broader NT community Reduction in the number of young people charged with offences and in detention Stronger positive community connections for young people

Assessment Summary: Community Engagement Approach

| Assessment of Key Program Criteria	*Early Intervention*	*Culturally Embedded*	*Integrated and Multi-Systemic*	*Evidence it Meets Criminogenic Needs*	*Adequate Resources*	*Engagement Which Drives Motivation*	*Draws Upon Local Community Strengths*	*Meets Local Needs*
	🟩	🟧	🟧	🟩	🟧	🟩	🟧	🟩
Possibilities	Use of Police Liaison data in conjunction with after hours transport services to identify young people for referral	Cultural input into the program could be facilitated by community representatives, practitioners and young people	Integration could be achieved through the case coordination process	Criminogenic needs could be targeted through case coordination based on an assessment of these needs at intake	Resources for family support could be supported via other Commonwealth of state funded services	Providing young people the opportunity to develop the activities with the guidance of adult support staff	Each region in the Northern Territory has significant outdoor and cultural resources to draw on	Activities and partnerships can be tailored to the local need for each region
Limitations	This approach may 'net widen' and potentially engage young people who may not be at-risk of future formal involvement in youth justice	Cultural input may not be representative of all cultural groups in the region	Lack of capacity for local services (e.g., mental health services) could limit integration of specialist services	Possible lack of understanding of criminogenic needs, and how to respond to them, by local practitioners	Lack of capacity for the provision of integrated family support	Young people are not forthcoming in the identification of activities which they would be interested in and/or are readily available	Lack of available infrastructure and inability to manage risks to an agreed threshold in some regions	Funding availability may not be adequate for some regions
Considerations	With the right matching, most young people will benefit from involvement in the program	Use of cultural safety plans for young people, especially those who do not associate with local country	Employing partnering agreements (or MOUs) could promote access to specialist services	Specialist training for practitioners with retention strategies	Integration of other support services – such as existing family support programs	Using paid peer mentors to consult with young people on the program activities	Undertake a mapping process to identify local community strengths in each area	Establishment of a funding formula which acknowledges the unique needs of each region

LEGEND: Strong confidence criteria are met 🟩   Moderate confidence criteria are met 🟧   Low confidence criteria are met 🟥

Summary

This model enables the program to be nuanced to each local region, and draws upon the strengths of that region within an intentional and trauma-informed practice approach that can meet the criminogenic and wellbeing needs of participants and their families. Given young people and their families are invited to participate in the program when the need arises, the program can be customised to the needs of the individual and the readiness of the group. It also ensures that young people are engaged in the design and implementation of the program activities, to build local buy-in and motivation.

Complexity and challenges remain in delivering a program that is underpinned by a cultural framework that is relevant to each family or cultural group, and ensures the cultural safety of young participants and their families. Furthermore, the delivery of wilderness-based camps needs to be underpinned by a centrally monitored risk management framework, given the high risks associated with the delivery of such programs in the Northern Territory context (e.g., temperature, seasonal conditions, crocodiles). There is also a need to explore funding options that would enable the needs of families to be met without compromising the relationships that youth practitioners are seeking to achieve with young people. Furthermore, the lack of services and infrastructure in each region may limit the degree to which multi-systemic interventions can be delivered in a responsive and safe manner.

This model offers considerable merit in the delivery of a program that can be nuanced to the strengths and needs of regional communities. Further work is required to map possible funding sources and/or ways in which the service system can be integrated to meet the concurrent needs of young people and families, and identify infrastructure and human capital to enable the safe delivery of the program.

Model 2: Aligning Education with Early Intervention Programming

Summary Overview

This model acknowledges the important role that educational engagement plays in promoting sustainable behavioral and wellbeing outcomes for young people, including reducing the likelihood that young people will enter or become entrenched in the youth justice system. The educational provider would work with young people identified as requiring early intervention support and deliver an intentionally delivered implicit skill building approach with explicit goal orientated case coordination, which is linked to a broader intent to strengthen educational or vocational engagement. This would be underpinned by therapeutic principles. They would also work alongside a community based agency that would be contracted to work with the families of young people to build their capacity to support young people to achieve their identified goals. Both the educational provider and the community-based agency would work towards a wilderness intervention that would provide participants the opportunity to refine their goals and practice the skills they have been learning. This wilderness camp is supported by strong risk management systems.

Implementation

This model is designed to integrate case work with young people, within the educational context (school or alternative school environment), in collaboration with a community-based organisation who would work in partnership with the young people's family or caregivers. The educational provider, together with other key non-government and Government agencies, would be responsible for the identification of young people who are at-risk of entering or becoming entrenched in youth justice services based upon an agreed set of criteria.

Young people may be enrolled at the school (or alternative education site) or have previously disengaged from school attendance. The educational provider would be funded for the delivery of a program for a designated number of young people contingent on identified demand for the program. In the initial stage of the program, the educational provider would seek to engage young people in intentional activities to strengthen their connection with key personnel and the relevant educational campus. Young people who had previously disengaged would be supported to re-engage with enrolment with the educational provider. As this youth-education connection consolidates, the educational provider would begin to introduce the concept of setting goals while working towards an outdoor wilderness experience in conjunction with participants.

The outdoor wilderness experience would be scheduled dependent on the group forming and engagement process and the time required to manage relevant

logistics. Personnel from the educational provider would support young people to attend the outdoor experience, together with appropriately qualified facilitators, and collectively they would implement intentional communication and activities to support young people to build the skills, self-awareness and the growth mindsets to achieve their goals, and linked to the broader outcome of educational engagement (see Program Logic).

The community-based provider would work in partnership with the family to bring visibility to the goals the young people identified, as well as guidance in how best to support them on their journeys. In the first instance, this would be focused on establishing a relationship of trust and to build confidence that the program could benefit the young people, with their support. As the family's confidence and trust grew, the family support practitioners would begin to work in partnership with both family and young people to foster collaborative goal setting, including promoting a sustainable connection with the school, or alternative education site, to achieve educational and/or vocational accreditation (where appropriate).

The school community, together with relevant families, would come together to celebrate the achievements young people made through their involvement in the program. Young people continue to be supported on their schooling journey within a pathway of mainstream integration and/or vocational accreditation. Program benchmarks and reporting schedule, nuanced to the individual community or school, would be agreed within the procurement process.

Program Logic: *Aligning Education with Early Intervention Programming*

Inputs	Outputs — Community Engagement		Outcomes -- Impact — Intentional Program Delivery		
	Program Components	*Participation*	Short (Criminogenic Needs)	Medium	Long
NT Government Program Broker

Grant funding for:

Program coordination
School Support Personnel
Family Support Practice Leader
Family Support Practitioners
Common assessment and practice approach training
Program activities
Wilderness-based camp and/or outdoor activities
Transport for young people
Transport for practitioners
Rent
Utilities
Food

Monitoring and Evaluation | Engagement with the young person and their family
Assessment of strengths and needs (e.g., education, offending, substance use, wellbeing, living situation)
Goal orientated case work
Local cultural integration
Locally delivered cultural and outdoor activities
Facilitation of activities generated by young people
Engagement in a risk managed wilderness camp when groups are assessed to be ready and willing to participate
Family engagement and support to assist young people's participation and build parenting capacity
Celebration with family and community when key milestones are achieved | Young people between the ages of 12 and 17 identified through local interagency group as at future risk of engaging formally in the youth justice system | Young people have enhanced insight (awareness) into:
▪ Cultural identity and practices
▪ Values and norms
▪ Consequences, choice and their behaviour (including substance use, peer association)
▪ Triggers and behaviour patterns

Young people have increased skills expression, including:
▪ Social, communication and team skills
▪ Problem solving
▪ Consequential thinking
▪ Emotional regulation
▪ Leadership

Young people have a mindset of:
▪ Resilience and hope
▪ Growth and opportunities
▪ Pro-social values
▪ Self-acceptance
▪ Value cultural identity | Increased prosocial and adaptive life engagement:
▪ Reduced offending rates
▪ Reduced substance use
▪ Increased engagement with education/ training/work
▪ Increased engagement with positive adult role models
▪ Improved capacity to connect to community and form and maintain strong and constructive relationships, especially with kin
▪ Improved engagement with required services
▪ Enhanced health and wellbeing
▪ Enhanced satisfaction with life
▪ Fewer physical and emotional challenges
▪ Reduced risk of self-harm
▪ More culturally connected
▪ Improved family engagement and responsiveness to young people's needs
▪ Substance use is harm minimised | Meaningful and sustainable crime prevention outcomes
Increased economic participation
Reduced health burden
Strengthening of the broader NT community
Reduction in the number of young people charged with offences and in detention
Stronger positive community connections for young people |

Assessment Summary: *Aligning Education with Early Intervention Programming*

Assessment of Key Program Criteria	*Early Intervention*	*Culturally Embedded*	*Integrated and Multi-Systemic*	*Evidence it Meets Criminogenic Needs*	*Adequate Resources*	*Engagement Which Drives Motivation*	*Draws Upon Local Community Strengths*	*Meets Local Needs*
	🟧	🟩	🟧	🟧	🟩	🟧	🟩	🟩
Possibilities	School personnel work with key agencies to identify young people who fit the criteria	Cultural input into the program could be facilitated by the diverse school community, local representatives and young people	Integration could be achieved through the case coordination process, in collaboration with a family support provider	Criminogenic needs could be targeted through case coordination based on an assessment of these needs at intake	Existing school infrastructure and facilities could create program efficiencies	Providing young people the opportunity to develop the activities with the guidance of adult support staff	Each region in the Northern Territory has significant outdoor and cultural resources to draw on	Schools represent a key resource within each region and have strong local networks
Limitations	Young people with a long history of disengagement from school may not be considered	Cultural input may not be representative of all cultural groups in the region	Lack of integration with local services (e.g., youth justice services) could limit integration of specialist services	Possible lack of focus on criminogenic needs, and how to respond to them, within the educational context	Lack of availability of integrated family support	Young people with long histories of disengagement with school refuse to participate	Lack of available infrastructure and inability to manage risks to an agreed threshold in some regions	Funding availability may not be adequate for some regions Some schools may not see value in participating in the program
Considerations	Establishment of an interagency referral group could increase the likelihood of a broad referral base	Use of cultural safety plans for young people, especially those who do not associate with local country	Employing partnering agreements (or MOUs) could promote access to specialist services	Specialist training for practitioners with retention strategies	Integration of other support services – such as mentoring programs	Using existing mentoring relationship to promote participation	Undertake a mapping process to identify local community strengths in each area	Establishment of a funding formula which acknowledges the unique needs of each region

LEGEND: Strong confidence criteria is met 🟩   Moderate confidence criteria is met 🟧   Low confidence criteria is met 🟥

Summary

This model taps into an important local resource, and ready-made community, in schools to engage young people at risk of entering or becoming entrenched in youth justice services. This provides a strong mechanism to nuance the program to local needs, strengths and cultural factors. While the model supports early intervention targeting, there is some concern that those young people who have long disengaged from schools may not be captured. This can be partially mitigated through the establishment of a local interagency group with broad community representation.

While all models to some degree will struggle to meet the diverse cultural needs of different community groups, schools in the Northern Territory provide reasonably diverse communities, who have experience in managing the complexities associated with diverse cultural expression. There is, however, concern that some schools may lack integration with more specialist service provision, including youth justice and mental health services which may limit their capacity to deliver multi-systemic interventions. This issue could be offset through a strong collaborative partnership with a community-based agency providing the family support component of the program.

Aligning a youth justice intervention with an educational provider may also limit the degree to which criminogenic needs can be brought to focus, and the practice approaches to support an intentionally delivered implicit skill building approach with explicit goal orientated case coordination. This could be addressed through the recruitment of more community based personnel, and ensuring strong induction and training is provided to all those involved in delivering the program. This is of particular importance in ensuring that personnel have been coached in a consistent practice framework underpinned by trauma-informed principles.

This program benefits from being embedded within an existing community, with structural and capital infrastructure, which may translate to some cost savings. There are, however, concerns that young people who have not engaged in education for significant periods of time will either not be captured in the target cohort, or will be reluctant to engage. The facilitation of 'off-site' activities in the initial stages of the program may assist in limiting the impact of this issue, while focus is brought to establishing strong and trusting relationships with key program personnel.

Model 3: Grant-Based Community Initiatives

Summary Overview

This model provides each community agency, or consortia of agencies, the opportunity to make a submission for funding based on a range of identified outputs and outcomes, with the broad intent to reduce the number of young people entering or becoming entrenched in the youth justice system within their local region. The locally designed and delivered service model could be flexibly applied premised on the parameters identified in the grant deliverables, and the needs and strengths of each community. The NT Government would be responsible for monitoring the achievement of the outputs and outcomes through service reporting, with monitoring by an independent body.

Implementation

The operational implementation of this model will be largely contingent on the successful grant submissions in each local community. The NT Government would be responsible for outlining the intention of the grant, in terms of the outputs and outcomes, which are being sought. Agencies, or consortia of agencies, in each community would then be required to submit an application that outlined how the funds would be applied to achieve those outputs and outcomes. This would include the provider clearly articulating the mechanisms (or program processes/ components) by which individual outcomes would be delivered. This would be populated on an abridged program logic framework provided by the NT Government. Program logic models are now being routinely requested across a number of Australian jurisdictions within funding submissions. The NT Government would select the provider, or provider(s), based on an assessment of how well the suggested model met the selection criteria, as well as other variables, such as value for money and evidence. Program benchmarks and reporting schedule would be mapped to the program logic, and agreed within the procurement process.

Outputs would range from factors such as goal orientated planning, engagement with young people and families, skill building for participants, the delivery of outdoor activities and coordination of multi-systemic interventions. Projected outcomes would be consistent with those articulated within the program logic (see below), but nuanced to the local community and documented within a program logic submitted at the point of funding submission.

This model is likely to result in considerable variation in the operationalisation of the program in the different regions. This represents an opportunity for communities to customise the program design to geographic, cultural and sector variability, as well as to test the application of a number of different models across the region. The outcomes associated with this model are contingent on the

program logic being developed by agencies (with NT Government support where required) being implemented as designed at the service delivery level. This will require high levels of monitoring related to program outputs and key program processes.

Program Logic: *Grant-Based Community Initiatives*

Inputs	Outputs		Outcomes -- Impact		
	Community Engagement →		Intentional Program Delivery →		
	Program Components	*Participation*	Short (Criminogenic Needs)	Medium	Long
Program Funding and Performance Management in NT Government Grant funding for: Relevant personnel dependant on the model identified in the grant submission Training Program logic modelling development Wilderness-based camp and/or outdoor activities Transport Rent Utilities Food	Engagement with the young person and their family Assessment of needs (e.g., education, offending, substance use, wellbeing, living situation) Goal orientated case work Family engagement and capacity building Outdoor activities Celebration of young people's achievements (other components as identified in the grant submission)	Young people between the ages of 12 and 17 identified through local interagency group as at future risk of engaging formally in the youth justice system	Young people have enhanced insight (awareness) into: ▪ Cultural identity and practices ▪ Values and norms ▪ Consequences, choice and their behaviour (including substance use, peer association) ▪ Triggers and behaviour patterns Young people have increased skills expression, including: ▪ Social, communication and team skills ▪ Problem solving ▪ Consequential thinking ▪ Emotional regulation ▪ Leadership Young people have a mindset of: ▪ Resilience and hope ▪ Growth and opportunities ▪ Pro-social values ▪ Self-acceptance ▪ Value cultural identity	Increased prosocial and adaptive life engagement: ▪ Reduced offending rates ▪ Reduced substance use ▪ Increased engagement with education/ training/work ▪ Increased engagement with positive adult role models ▪ Improved capacity to connect to community and form and maintain strong and constructive relationships, especially with kin ▪ Improved engagement with required services ▪ Enhanced health and wellbeing ▪ Enhanced satisfaction with life ▪ Fewer physical and emotional challenges ▪ Reduced risk of self-harm ▪ More culturally connected ▪ Improved family engagement and responsiveness to young people's needs ▪ Substance use is harm minimised	Meaningful and sustainable crime prevention outcomes Increased economic participation Reduced health burden Strengthening of the broader NT community Reduction in the number of young people charged with offences and in detention Stronger positive community connections for young people

Assessment Summary: *Grant-Based Community Initiatives*

Assessment of Key Program Criteria	*Early Intervention*	*Culturally Embedded*	*Integrated and Multi-Systemic*	*Evidence it Meets Criminogenic Needs*	*Adequate Resources*	*Engagement Which Drives Motivation*	*Draws Upon Local Community Strengths*	*Meets Local Needs*
	🔴	🟧	🟧	🟧	🟧	🟩	🟩	🟩
Possibilities	Lead agent work with key agencies to identify young people who fit the criteria	Cultural input into the program contingent on provider agency (or agencies)	Integration could be achieved through the case coordination process contingent on program logic	Criminogenic needs could be targeted through an evidence-informed program logic	Service would need to be provided within the funding parameters of the grant	Providing young people the opportunity to develop the activities with the guidance of adult support staff	Each region in the Northern Territory has significant outdoor and cultural resources to draw on	A number of agencies have demonstrated capacity to meet local needs
Limitations	Variable engagement with key local agencies and community members	Cultural input may not be representative of all cultural groups in the region	Possible lack of interface and/or ready availability of specialist services	Possible lack of focus on criminogenic needs (contingent on successful agencies)	Possible lack of capacity to manage funds with the allocated budget	Possible lack of capacity to engage young people	Lack of available infrastructure and inability to manage risks to an agreed threshold in some regions	Funding availability may not be adequate for some regions
Considerations	Mandated interagency referral process and quality monitoring by NT Government	Mandated use of cultural safety plans for young people, especially those who do not associate with local country	Requirement of partnering agreements (or MOUs) to promote access to specialist services	Requirement for specialist training for practitioners with retention strategies	Identifying agencies who can demonstrate efficiencies through vertical integration with other like services	Ensuring agencies have an track record of successful engagement with young people	Use of mapping process to identify local community strengths in each area and training for program logic development	Establishment of a funding formula which acknowledges the unique needs of each region

LEGEND: Strong confidence criteria is met 🟩   Moderate confidence criteria is met 🟧   Low confidence criteria is met 🔴

Summary

The assessment of this model is made complex by the diversity of possible programs or interventions that may be funded through the grant process. This speaks to a key challenge of this model in terms of the degree of 'variability' that is likely to result from a grant process. This also presents as a possible strength with much more 'flexibility' for agencies to nuance the approach to the local need in each community. However, the inclusion of program logic modelling within the funding submission, combined with agreed program output benchmarks and ongoing monitoring, is likely to support an implementation process where there is a strong balance between both 'variability' and 'flexibility'.

The possible 'drift' in the target cohort for each of the models operationalised through the grants process represents another key question for this model. While there is the possibility of mandating the type of referral 'gateway' (e.g., local interagency panel), the resources required to monitor the compliance with referral criteria, across diverse program approaches, could well be preclusive.

The outcomes associated with this model are contingent on the program logic developed by agencies being implemented as designed at the service delivery level. This will require high levels of monitoring related to program outputs, and key program processes (e.g., staff training, implementation of a therapeutic and intentional practice approach etc). Without this, there is a very high risk that this model will translate to low levels of program integrity, and the service delivery will not occur in a consistent, therapeutically-informed or outcome-focused manner. This will lead to a high probability of program under-utilisation and poor use of finite resources.

While performance could be monitored through the contract management process, significant investment would need to be injected to undertake this across a number of different service models. This would also translate to the facilitation of the review and evaluation of the funded program. Managing the degree of variability that may result could present as a challenge, from a performance management, resourcing and measurement perspective. The development of a clear and well articulated grant submission process would be fundamental to maximising the potential of this model, together with a strong assessment and monitoring process specific to the locally proposed program logic.

However, a significant strength of the model is that it presents an opportunity to develop a series of customised approaches and programs that are nuanced to the different regions of the Northern Territory, each with unique strengths and needs. This would build another layer of 'practice wisdom' or 'program intelligence' that has been initiated through the implementation of the EIYBC Program.

Next Steps and Recommendations

There is widespread agreement that the EIYBC Program should undergo significant program redevelopment and realignment. It is imperative that any future program renewal, or the development of alternative youth justice models that bring focus to early intervention crime prevention outcomes, are subjected to consultation with stakeholders, families, community groups, and young people across geographically and culturally diverse sections of the Northern Territory. Given that significant knowledge and evidence has been gathered through the implementation of the EIYBC Program, it is important this 'practice wisdom' is not lost moving forward, but is used to inform and guide future program development and implementation.

It is recommended that the NT Government implement a broad stakeholder consultation strategy to disseminate and review the findings from this report, with the intent of building community and stakeholder consensus for the next iteration of any program renewal process. Specifically, it is recommended that:

- The NT Government implement a stakeholder consultation strategy to review the critical findings of the report, including using the proposed models as a starting point for consultation and feedback.

- All future youth justice program models are subjected to broad stakeholder engagement and consultation at the point of program conceptualisation, and at key junctures within the program development cycle.

- The report's findings are openly disseminated such that the key learnings and critical program development considerations are made available.

PART V: SUMMARY

There is widespread agreement that the EIYBC Program should undergo significant program redevelopment and realignment. This renewal process is timely given the broader context, including the Royal Commission and emerging reform agenda for youth justice services across the Northern Territory.

In light of this direction, this chapter brings focus to critical considerations for the design, development, implementation and review of an early intervention youth justice program within the Northern Territory. Central to all future program conceptualistion is ensuring there is a flexible and evidence-informed starting point. This is in contrast to the EIYBC Program which was embedded within a 'law and order' political narrative, and operationalised through 'boot-camp' terminology. This provided a rigid and inconsistent starting narrative that was not congruent with an evidence-informed practice philosophy (or intent).

This chapter proposes three early intervention program models that include a wilderness component, and are designed to divert young people away from future offending, strengthen educational engagement, and promote individual and community wellbeing. The models draw upon and operationalise the critical program development considerations summarised in the chapter.

It is recommended that the NT Government implement a broad stakeholder consultation strategy to disseminate and review the findings from the report, with the view of building community and stakeholder consensus for the next iteration of any program renewal process.

References

Aarons, G. A., Hurlburt, M., & Horwitz, S. M. (2011). Advancing a conceptual model of evidence-based practice implementation in public service sectors. *Administration and Policy in Mental Health and Mental Health Services Research, 38*(1), 4-23.

AIC. (2006). Wilderness programs and boot camps: Are they effective? *AICrime Reduction Matters, No. 44*. Canberra: Australian Institute of Criminology.

AIH. (2010). Summary of Indigenous health, 2010. Retrieved 20th December 2010, from http://healthinfonet.edu.edu.au/health-facts/summary

Albrecht, L., Archibald, M., Arseneau, D., & Scott, S. D. (2013). Development of a checklist to assess the quality of reporting of knowledge translation interventions using the Workgroup for Intervention Development and Evaluation Research (WIDER) recommendations. *Implementation Science, 8*, 52.

Allard, T., Stewart, A., Chrzanowski, A., Ogilvie, J., Birks, D., & Little, S. (2010). Police diversion of young offenders and Indigenous over-representation. *Trends and Issues in Crime and Criminal Justice*(390), 1.

Andrews, D. A., & Bonta, J. (2010). *The psychology of criminal conduct (5th ed.)*. Cincinnati: Routledge.

Antonowicz, D. H., & Ross, R. R. (1994). Essential components of successful rehabilitation programs for offenders. *International Journal of Offender Therapy and Comparative Criminology, 38*(2), 97-104.

Atkinson, J., Nelson, J., & Atkinson, C. (2010). Trauma, transgenerational transfer and effects on community wellbeing. In N. Purdie, P. Dudgeon & R. Walker (Eds.), *Working together: Aboriginal and Torres Strait Islander mental health and wellbeing principles and practice* (pp. 135-144). Canberra: Office of Aboriginal and Torres Strait Islander Health: Department of Ageing.

Australian Institute of Health and Welfare. (2011). Young Australians: Their health and wellbeing 2011. http://www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=10737419259

Bamblett, M., Bath, H., & Roseby, R. (2010). Growing them strong, together: Promoting the safety and wellbeing of the Northern Territory's children, Summary report of the board of inquiry into the child protection system in the Northern Territory 2010. Darwin: Northern Territory Government.

Baum, F., MacDougall, C., & Smith, D. (2006). Participatory action research. *Journal of Epidemiology and Community Health, 60*(10), 854.

Blase, K., Van Dyke, M., Fixsen, D., & Bailey, F. (2012). Implementation science: Key concepts, themes and evidence for practitioners in educational psychology. *Handbook of implementation science for psychology in education*, 13-34.

Briggs, F., & Campbell, S. (2001). How valuable are evaluations? The need for evaluation of community-based child and family services. *Children Australia, 26*(2), 7-10.

Capella, E., Hoagwood, K. E., & Reinke, W. M. (2011). Advancing intervention research in school psychology: finding the balance between process and outcome for social and behavioral interventions. *School Psychology Review, 40*(4), 455 - 464.

Carney, J. (2011). Review of the Northern Territory youth justice system. Darwin: Nothern Territory Government.

Carr, A. (2003). *The handbook of child and adolescent clinical psychology: A contextual approach*. New York: Routledge.

Chamberlain, P. (2003). The Oregon multidimensional treatment foster care model: Features, outcomes, and progress in dissemination. *Cognitive and Behavioral Practice, 10*(4), 303-312.

Cooksy, L. J., Gill, P., & Kelly, P. A. (2001). The program logic model as an integrative framework for a multimethod evaluation. *Evaluation and Program Planning, 24*(2), 119-128.

Council of Australian Governments. (2009). National integrated strategy for Closing the Gap in Indigenous disadvantage.   Retrieved 10 June 2012, from http://www.coag.gov.au/sites/default/files/NIS_closing_the_gap.pdf

Davis-Berman, J., & Berman, D. S. (1994a). Research update: Two-year follow-up report for the wilderness therapy program. *Journal of Experiential Education, 17*(1), 48-50.

Davis-Berman, J., & Berman, D. S. (1994b). *Wilderness therapy: Foundations, theory and research*. Dubuque, IA Kendall/Hunt

Day, A. (2005). *Rehabilitation programs for young offenders: Towards good practice?* Paper presented at the Understanding and Responding to Chronic Youth Offending Conference (October 27, 2005), Adelaide. http://www.ocsar.sa.gov.au/docs/other_publications/papers/AD.pdf

Day, A., & Howells, K. (2002). Psychological treatments for rehabilitating offenders: Evidence-based practice comes of age. *Australian Psychologist, 37*(1), 39-47.

Dudgeon, P., Wright, M., Paradies, Y., Garvey, D., & Walker, I. (2010). The social, cultural and historical context of Aboriginal and Torres Strait Islander Australians. In N. Purdie, P. Dudgeon & R. Walker (Eds.), *Working together: Aboriginal and Torres Strait Islander mental health and wellbeing principles and practice* (pp. 25-42). Canberra.: Office of Aboriginal and Torres Strait Islander Health: Department of Ageing.

Durgin, H. C., & McEwen, D. (1991). Troubled young people after the adventure program: A case study. *Journal of Experiential Education, 14*(1), 31.

Durlak, J. A., Weissberg, R. P., Dymnicki, A. B., Taylor, R. D., & Schellinger, K. B. (2011). The impact of enhancing students' social and emotional learning: A meta-analysis of school-based universal interventions. *Child Development, 82*(1), 405-432.

Elliott, D. S., & Mihalic, S. (2004). Issues in disseminating and replicating effective prevention programs. *Prevention Science, 5*(1), 47-53.

Fixsen, D. L., Blase, K. A., Naoom, S. F., & Wallace, F. (2009). Core implementation components. *Research on Social Work Practice, 19*(5), 531-540.

Gershoff, E. T. (2002). Corporal punishment by parents and associated child behaviors and experiences: a meta-analytic and theoretical review. *Psychological Bulletin, 128*(4), 539.

Greenhalgh, T., Robert, G., Macfarlane, F., Bate, P., & Kyriakidou, O. (2004). Diffusion of innovations in service organizations: Systematic review and recommendations. *Milbank Quarterly, 82*(4), 581-629.

Grimshaw, J., & Eccles, M. (2004). Is evidence-based implementation of evidence-based care possible? *MJA, 180*, S50 - S51.

Gwynne, C. (2015). Own Initiative Investigation Report Services Provided by the Departement of Correctional Services at the Don Dale Youth Detention Centre. Northern Territory: Office of the Children's Commissioner.

Hattie, J., Marsh, H. W., Neill, J. T., & Richards, G. E. (1997). Adventure education and outward bound: Out-of-class experiences that make a lasting difference. *Review of Educational Research, 67*(1), 43-87.

Havelock, R. G., & Havelock, M. C. (1973). Training for change agents.

Hollin, C. R. (1994). Designing effective rehabilitation programmes for young offenders. *Psychology, Crime and Law, 1*(2), 193-199.

Julian, D. A. (1997). The utilization of the logic model as a system level planning and evaluation device. *Evaluation and Program Planning, 20*(3), 251-257.

Kidd, S. A., & Kral, M. J. (2005). Practicing participatory action research. *Journal of Counseling Psychology, 52*(2), 187-195.

Kumpfer, K. L., & Alvarado, R. (2003). Family-strengthening approaches for the prevention of youth problem behaviors. *American Psychologist, 58*(6-7), 457-465.

Lipsey, M. W. (2009). The primary factors that characterize effective interventions with juvenile offenders: A meta-analytic overview. *Victims and Offenders, 4*(2), 124-147.

MacKenzie, D. L., & Hebert, E. E. (1996). *Correctional boot camps: A tough intermediate sanction*: DIANE Publishing.

Mason, G., & Wilson, P. (1988). *Sport, recreation and juvenile crime: An assessment of the impact of sport and recreation upon Aboriginal and non-Aboriginal youth offenders*. Canberra: Australian Institute of Criminology.

McLaughlin, J. A., & Jordan, G. B. (1999). Logic models: A tool for telling your program's performance story. *Evaluation and Program Planning, 22*, 65-72.

Mikhailovich, K., Morrison, P., & Arabena, K. (2007). Evaluating Australian Indigenous community health promotion initiatives: A selective review (5 June 2007). (10 July 2012). http://www.rrh.org.au/publishedarticles/article_print_746.pdf

Payne, J. (2007). Recidivism in Australia: Findings and future research. *Research and Public Policy Series. No. 80*. Canberra: Australian Institute of Criminology.

Prochaska, J. O., Di Clemente, C. C., & Norcross, J. C. (1992). In search of how people change: Applications to addictive behaviors. *American Psychologist, 47*(9), 1102-1114.

Proctor, E. K., Landsverk, J., Aarons, G., Chambers, D., Glisson, C., & Mittman, B. (2009). Implementation research in mental health services: An emerging science with conceptual, methodological, and training challenges. *Administration and Policy in Mental Health and Mental Health Services Research, 36*(1), 24-34.

Raymond, I. J. (2014). Operation Flinders evaluation: Detailed analysis and summary of forensic outcomes. *Report written for the South Australian Attorney General's Department (AGD)*. Adelaide: Flinders University.

Raymond, I. J. (2016a). *Can intensive wilderness programs be a catalyst for change for young people at risk of offending, educational disengagement and poor wellbeing? (Doctoral Thesis).* Flinders University., Adelaide. Retrieved from https://theses.flinders.edu.au/view/ea878663-d366-41cf-a11b-dc7a75e412c7/1

Raymond, I. J. (2016b). *Engaging with the term "therapy" as intentional practice in bush-adventure therapy (Keynote address).* Paper presented at the Australian Association of Bush-Adventure Therapy Forum (8th to 9th April, 2016), Adelaide.

Raymond, I. J. (2016c). *The Life Buoyancy Model: Building a bridge between positive psychology research and practice.* Paper presented at the 5th Australian Positive Psychology and Wellbeing Conference, Adelaide: 24th to 26th September, 2016.

Raymond, I. J., & Lappin, S. (2011). Northern Territory youth camp intervention: Summary Report. *Report commissioned by the Northern Territory Government.* Adelaide: Connected Self Pty Ltd.

Raymond, I. J., & Lappin, S. (2015). Early Intervention Youth Boot Camp Program: 2014 program implementation review summary report. *Report commissioned by the Northern Territory Government.* Adelaide: Connected Self Pty Ltd.

Raymond, I. J., & Lappin, S. (2016). Early Intervention Youth Boot Camp Program: 2015 program implementation review summary report. *Report commissioned by the Northern Territory Government.* Adelaide: Connected Self Pty Ltd.

Richards, K. (2011). *Technical and background paper: Measuring juvenile recidivism in Australia (No. 44).* Canberra: Australian Institute of Criminology.

Royse, D., Thyer, B., Padgett, D., & Logan, T. (2010). *Program evaluation: An introduction. (4th ed.).* Wadsworth: CA: Thomson Brooks/Cole.

Sallybanks, J. (2003). What works in reducing young people's involvement in crime? Review of current literature on youth crime prevention. Canberra: Australian Institute of Criminology.

Vita, M. (2015). Review of the Northern Territory Youth Detention System Report *Report commissioned by the Northern Territory Departement of Correctional Services.*

Wandersman, A., Duffy, J., Flaspohler, P., Noonan, R., Lubell, K., Stillman, L., et al. (2008). Bridging the gap between prevention research and practice: The interactive systems framework for dissemination and implementation. *American Journal of Community Psychology, 41*(3-4), 171-181.

Wilson, S. J., & Lipsey, M. W. (2000). Wilderness challenge programs for delinquent youth: A meta-analysis of outcome evaluations. *Evaluation and Program Planning, 23*(1), 1-12.

Zubrick, S., Dudgeon, P., Gee, G., Glaskin, B., Kelly, K., Paradies, Y., et al.Walker, R. (2010). Social determinants of Aboriginal and Torres Strait Islander social and emotional wellbeing. In N. Purdie, P. Dudgeon & R. Walker (Eds.), *Working together: Aboriginal and Torres Strait Islander mental health and wellbeing principles and practice* (pp. 75-90). Canberra: Office of Aboriginal and Torres Strait Islander Health: Department of Ageing.

Appendices

Appendix A: Stakeholder Engagement List

- Amanda Nobbs-Carcuro, DCS
- Jade Ritchie, DCS
- Jarrod Ashcroft, DCS
- John van Ruth, Operation Flinders
- James Wagner, Operation Flinders
- Nigel Sullivan, Operation Flinders
- Paul Kinghorne, Operation Flinders
- Grant McEwing, Operation Flinders
- Peter Thomas, Operation Flinders
- Phill Burke, Operation Flinders
- Katherine Vincent, Operation Flinders
- Vicki Bolt, Operation Flinders
- Carolyn MacDonald, Operation Flinders
- Geoff Radford, Relationships Australia
- Robyn Donnelly, Relationships Australia
- Michael Mitchell, Relationships Australia
- Louis Egger, Relationships Australia
- Jennie Renfree, NT Police
- Kirsten Wilson, Centralian Middle School
- Danny Bell, NT Police
- Antoinette Carroll, CAALAS
- Ben Howland, Family Responsibility Centre (name to be checked)
- Craig Frean, YMCA Katherine
- Chantelle Ober, YMCA Katherine
- Emma Atkinson, YMCA Katherine
- Clem Ng, Legal Services
- Rachel McCallum, DCS
- Adrian McCann, YMCA

Appendix B: Stakeholder Information Sheet

Stakeholder Information Sheet
Early Intervention Youth Boot Camp (EIYBC) Program Implementation Review

You are invited to contribute to the review and continuous improvement process of the Northern Territory's Early Intervention Youth Boot Camp (EIYBC) Program.

The EIYBC Program is an important component of the NT Government's Youth Justice Strategy, designed to improve the wellbeing and life prospects of young people who come into contact with the youth justice system. To assist in the ongoing development of this program model, the NT Government has contracted Connected Self to undertake a review and evaluation of the 2016 program implementation, relating to both the delivery of the EIYBC Program and its integration across the wider sector. The review is being conducted by a project team comprised of Sean Lappin and Ivan Raymond.

Within the review, all key stakeholders are seen as partner members in the feedback and continuous improvement process. We have identified you as a key stakeholder who can contribute to this process. We are thereby requesting your consent to participate. This is a voluntary process, and you may withdraw your consent at any time.

We are committed to conducting the review in an open and transparent manner, and in a way that is respectful of staff, participants and stakeholders. The review is being undertaken as per the ethical guidelines and Code of Conduct issued by the Australian Psychological Society. To this end, the confidentiality of all participants and stakeholders will be maintained at all times. We wish to advise you that your name and work location will be documented within the appendices of a final report (unless you withhold this consent) that is produced for the NT Government. However, the content of any information you provide will not be linked to your identity or role, unless you provide your consent for this to occur.

We do not foresee any significant issues arising within the review and evaluation process. However, if for any reason you have any concerns or further questions, in the first instance, please direct them by phone or email to Ivan Raymond or Sean Lappin. If your stated concerns have not been adequately responded to, you should forward them to Ms Amanda Nobbs-Carcuro from the NT Government - (08) 8935 7476.

Thank you for taking the time to review this request.

Sean Lappin
Connected Self
Principal Consultant / Managing Director
M: 0433 294 473
E: seanlappin@connectedself.com.au

Ivan Raymond
Life Buoyancy Institute
Principal Psychologist/PhD Candidate
M: 0417 846 103
E: ivan.raymond@lifebuoyancy.org

**DEPARTMENT OF
CORRECTIONAL SERVICES**

www.nt.gov.au

Appendix C: EIYBC Pre-Camp Monitoring Template

Provider Agency: _____ **Date Completed:** _____

EIYBC Program #: _____ **EIYBC Camp Dates:** _____

Completed by: _____ **Signature:** _____

This form is intended to collect data to monitor the EIYBC program elements prior to the start of the camp.   This document is to be provided to the NT Government prior to the third day of the camp program. Data collected from this process will be analysed as part of the broader evaluation and capacity building process and will not be publically released. Please contact the EIYBC NT Government Contract Manager for more information where required.

Item:	Response:	Rationale:
Total number of referrals		
% of referral forms <u>completed</u> for potential participants		
Number of days prior to the referral panel being convened that referral information was provided		
Date of referral panel		
Number of young people screened as eligible for the program		
Number of young people confirmed as participants for the program		
Written rationale provided for selection or non-selection for all potential participants referred for the program		
Number of suitably qualified staff, trained in the program theory and practice approach, are identified for the program		

% of staff, contractors and volunteers who have current Ochre Cards		
% client files created as a proportion of selected participants		
% of guardian consents documented for selected participants		
% of young people who participated in pre-camp activities		
% of young people's families engaged pre-camp?		
% of young people with approved medical assessment reports		
% of school representatives engaged for selected participants to identify potential barriers to ongoing educational engagement		
% of pre-program assessments completed for selected participants		
Number of young people who attended the camp?		
Completion of an endorsed Wilderness Safety Plan, specific to this camp, and prior to the camp starting?		
% of camp staff briefed on each young person selected for the program?		

Additional Comments:

DEPARTMENT OF CORRECTIONAL SERVICES

www.nt.gov.au

Appendix D: EIYBC Post-Camp Monitoring Template

Provider Agency: _____   **Date Completed:** _____

EIYBC Program #: _____   **EIYBC Camp Dates:** _____

Completed by: _____   **Signature:** _____

This template is intended to collect data related to the delivery and outcomes of the camp component of the EIYBC Program.   This document is to be provided to the NT Government as per the scheduling document.

Item:	Response:	Rationale for Changes:
Number of young people that attended camp		
Please comment on any problems or successes in picking up young people for the camp (100 words)		n/a
Please comment on any problems or successes in transporting young people to the camp (100 words)		n/a
Number of young people where the Assessment to Goal Clarification Checklist was completed by program staff during the camp		

Number of young people where the Staying Strong Plan was completed by program staff during the camp.		
Names of facilitators and supporting staff the participant group. Who was in charge of the camp program?		n/a
Were there any changes in the staff composition or levels during the program?		
During the camp, how was the program component "fun and playful experiences" delivered? (50 words)		
During the camp, how was the program component "reflective individual and group discussions" delivered? (50 words)		
During the camp, how was the program component "consequences (positive and negative) were applied" delivered? (50 words)		
During the camp, how was the program component "avoidance coping responses are challenged" delivered? (50 words)		

During the camp, how was the program component "program is physically and psychologically challenging" delivered? (50 words)		
During the camp, how was the program component "validating and culturally safe experiences" delivered? (50 words)		
During the camp, how was the program component "individually tailored communication" delivered? (50 words)		
During the camp, how was the program component "firm, consistent and enforceable rules and routines" delivered? (50 words)		
During the camp, how was the program component "exposure to prosocial authority figures" delivered? (50 words)		
During the camp, how was the program component "celebration and re-entering phase" delivered? (50 words)		
During the camp, how was the program component "collaborative goal exploration and clarification" delivered? (50 words)		

During the camp, how was the program component "young people develop a meaningful narrative of experience" delivered? (50 words). Were there any changes or adaptations to the narrative?		
Were there any changes or adaptations made to the delivery of the camp program (as what was initially proposed or planned).		
Were there any critical incidents during the program? If yes, has critical incident paperwork been forwarded to the NT Government, and what is the current status of any investigation and review process?		

The following table taps the engagement levels, behaviour summary and observed outcomes related to each participant attending the EIYBC camp. Please complete each box (maximum of 30 words per box).

Participant initials	Engagement level	Behaviour summary	Observed outcomes

Please summarise the successes (including notable outcomes) of the EIYBC camp (approximately 50 words).

Please summarise any learnings or areas of development that have been taken from the EIYBC camp.

Please summarise any recommendations that your agency offers in relation to the future delivery of an EIYBC camp.

Any final comments.

Appendix E: EIYBC Post-Program Reporting Template

Provider Agency: **Date Completed:**

EIYBC Program #:   **EIYBC Camp Dates:**

Completed by: **Signature:**

This template is intended to collect data related to the delivery and outcomes of the entire EIYBC Program, with a strong focus on the post-camp period.   This document is to be provided to the NT Government as per the scheduling document.

Item:	Response:	Rationale for Changes:
Number of young people that attended the EIYBC camp		
Number of young people attending the camp that had a case file that was continually updated (with contact templates) throughout the 3-month period		
Number of young people where the Staying Strong Plan was shared or discussed (in person) with the family in the immediate post-camp period.		
During the post-camp period, how was the program component "collaborative goal exploration and		

clarification" delivered (approximately 50 words)		
During the post-camp period, how was the program component "ongoing assessment" delivered (approximately 50 words)		
Number of young people whose case workers (that provided case management) attended the program and then provided follow-up support.		
Were there any case manager changes (e.g., staff leaving etc.) in the post-camp period.		

The following table taps the post-camp engagement levels between the service provider and the young person and key stakeholders in a young person's life. Where contacts or benchmarks have not been achieved, please provide brief rationale in the comments section.

Participant initials	Number of attempted or completed contacts with young person in post-camp period (as recorded on contact record)	Number of completed contacts with family members or stakeholders in post-camp period (as recorded on contact record)	Date when detailed verbal or written update was provided to the interagency referral panel in the post-camp period	Date when detailed verbal or written update was provided to young person's referral agency.	Date when contact was made with key stakeholder in terms of educational or vocational engagement (in immediate post-camp period).	Dates when Staying Strong Plan was formally reviewed with young person.	Date when Transition Plan was finalised with young person.	Comments (please include any major challenges in engaging the young people, their families or significant others e.g., school representatives)

Please briefly summarises the barriers that impacted on the delivery of the above benchmarks and post-camp contacts.

The following table taps the assessment processes of the EIYBC program. Where assessments have not occurred, please provide brief rationale in the comments section.

Participant initials	EIYBC Program Referral (yes/no)	Pre-Program Assessment (yes/no)	Assessment to Goal Clarification Checklist (yes/no)	Exit Assessment (yes/no)	Comments

Please detail the barriers that impacted on the delivery of the EIYBC assessment processes.

The following table taps the level of engagement, outcomes and current status of each young person involved in the EIYBC Program. Please complete each box, with a maximum of 50 words per box.

Participant initials	Engagement with EIYBC Program	Observed Program Outcomes	Current Living, Educational, Offending and Vocational Status of Young Person

Please summarise the successes or key outcomes from this EIYBC Program (maximum 150 words)
Please summarise any learnings or areas of development that have been taken from this EIYBC Program.
Please summarise any recommendations that your agency offers in relation to the future delivery of EIYBC Programs (including recommendations for the NT Government, referral panel and your own agency).

Any final comments.

Appendix F: Within Program Observation Tool

Domain:	Specific Evidence:	Observations and Evidence
Delivery of safe and risk managed wilderness program	Supervision of young people promotes their safety and that of that of adult leaders. Management of incidents occurs as per procedures.	
Individually tailoring of program to young people's needs	Young people are responded to based on their individual needs (e.g., communication aligned to pre- and during-program assessment). Agency staff can articulate young people's specific needs.	
Integration of pre-program assessment	Staff leaders demonstrate a depth of understanding of the young participants needs, and have an awareness of the pre-program assessment material. Goal setting document links to staying strong plan.	
Ongoing assessment	Assessment to Goal Clarification Checklist completed on all young people.	

Goal Clarification and Setting	Staying Strong plans completed – there is overt discussion around individual goal setting for young people.	
Evidence of fun and playful experiences	Young people appear to be having fun and adult leaders seek opportunities to be playful	
Evidence of reflective individual and group discussions	Adults leaders take the opportunity to have individual reflective communication during conversation with young people as well as take the initiative to promote reflective conversation at the group level	
Evidence of consequences (positive and negative) being applied	Appropriate and natural positive and negative consequences are applied in a timely manner where required, including positive feedback and actions designed to teach consequential thinking.	
Evidence of avoidance coping responses are challenged	Young people who attempt to avoid participation or difficult or challenging experiences (including activities, reflection, past actions) during the camp are challenged in an appropriate way	
Evidence of program being physically and psychologically challenging	Young people appear to be being challenged both physically and psychologically (challenged to experience	

	difficult emotions and/or events)	
Evidence of validating and culturally safe experiences	Aboriginal young people are provided messaging, activities and communication that makes them feel proud and important within their cultural identity, as well as to value a multi-cultural Australian society. Non-Aboriginal young people experience Aboriginal and their own nominated cultural identity with understanding and pride.	
Evidence of individually tailored communication	Young people are responded to based upon their individual personalities, interests, pre-program strengths and needs, and specific goals.	
Evidence of exposure to prosocial authority figures	There are authority figures (as identified as meaningful by young people and within the community) who engage the participants in prosocial, validating and positive ways.	
Evidence of intensive and safe prosocial adult relationships	Young people appear to have strong and positive relationships with adult leaders. Adults are seeking out communication with individual and collective young	

	people. Young people are willing to explore and talk about sensitive topics with adults.	
Evidence of firm, consistent and enforceable rules and routines	Adult leaders demonstrate consistency in the application of rules and routines. Clear and open rules are communicated to young people up-front by adult staff. Rules and expectations are followed through by adult staff. There is evidence of a planned and consistent daily routine.	
Evidence of celebration and re-entering phase	There is a celebration of the finish of the camp that acknowledges the young people's participation. Young people experience this celebration as personally meaningful.	
Evidence of collaborative goal exploration and clarification	Adults talk to young people about future goals, including sub-goals and specific processes and actions to achieve these goals. Adults engage young people in curious	

	discussions about future. Young people understand the staying strong plan.	
Evidence that young people develop a meaningful narrative of experience	Young people's conversations reflect a coherent narrative consistent with the narrative articulated in the program design and theory. Young people experience the narrative as personally fulfilling and meaningful to them.	

Appendix G: Post-Camp Questionnaire

This structured questionnaire is designed to tap a young person's experience of the youth camp, with particular focus on (1) the perception of fun and pleasure, (2) the strongest memories that have been evoked from the program, (3) the impact of the program on a young person, (4) what teachings a young person has taken from the program, and (5) awareness of goal setting and program narrative.

Introductions and consent process.

You are on a boot camp program…what does this mean?

Who and why were you referred to the program?

Did you do any preparation or complete any forms prior to camp? Who referred you?

Did you do any preparation prior to coming out on the camp? Were your family involved?

What activities did you do on the camp?

What were the highlights of the camp for you?

What was most fun thing you did?

What were the things that you did not like about the camp?

What things did you learn on the camp?

Do you think the camp can help you in your life at all? If yes, please describe?

Did the camp challenge you (e.g., it was difficult)? In what ways did it challenge you?

Did you learn anything about yourself during these challenges? If so, what?

Has the camp had an impact on the way you feel about being an Aboriginal young man/woman (where relevant)?

Has the camp helped other young people?

What are the other young people saying about the camp?

Have you completed a staying strong plan?

Have you set or thought about any goals during the camp?

What is going to happen after the camp? Who will support you after the camp?

		Not at all		Unsure			Very Much	
1. I really enjoyed the camp		1	2	3	4	5
2. The camp has been one of the best experiences of my life		1	2	3	4	5
3. The adult team who supported me on the program did a good job		1	2	3	4	5
4. The camp was a waste of time		1	2	3	4	5
5. During the camp I was bullied or teased by other young people		1	2	3	4	5
6. I enjoyed spending time with other young people during the camp		1	2	3	4	5
7. I participated at my best (e.g., gave 100%) during the camp		1	2	3	4	5
8. I had fun with the adult team during the youth camp		1	2	3	4	5
9. I have learnt things about myself during the camp		1	2	3	4	5
10. The camp will be able to help me deal with life better		1	2	3	4	5
11. I would undertake the youth camp again		1	2	3	4	5

These statements relate to any goals that you might be considering when you return home. Please circle the number that best indicates how much you agree with each statement.

	Definitely No		Not Sure		Definitely Yes
I have set goals for myself for when I return home	1	2	3	4	5

Only complete the statements below if you have set one or more goals for yourself when you return home.

I know what I need to do to achieve my goals	1	2	3	4	5
I know who I need to speak to in order to achieve my goals	1	2	3	4	5
I am confident that I have the ability to achieve my goals	1	2	3	4	5
I am very confident that I will achieve my goals	1	2	3	4	5

What suggestions do you have to improve the camp experience for other young people?

If you had to tell someone else about the camp program what sorts of things would you say?

Appendix H: Semi-Structured Stakeholder Interview Template

Information Sheet and Consent Form

Request they can complete survey monkey

Broad overview

- What is your current role and responsibilities?

- What role do you have with young people in relation to improving their life and educational outcomes?

- What has been your involvement with the EIYBC Program?

- Which programs do you feel confident speaking about?

- What marketing material did you receive regarding the program? What information would have you liked to have received? Was the information easily accessible and clear?

- What do you believe is the profile of young people that the program is targeting and why?

Understanding of individual programs

- Describe how you see this youth program working? What is the program narrative or story?

- What activities are undertaken (pre, during and after)? What happens on each day of the program? What is the program timeline?

- How does the program create change?

- Have you heard of the staying strong plan?

- What is the program's goal or objective?

- What are the principles that underpin the program?

How does the program camp impact on:

- Improving health outcomes?

- Reducing offending?

- Enhancing community connections?

- Improving connection with school?

- Improving confidence?

- Improving mastery?

- Dealing with mental health issues?

- Enhancing cultural connections?

- Promoting spiritual connection?

- Improving family relationships?

- Helping to form strong identity?

- Overcoming boredom?

How does this occur? What are the key change processes involved?

- What are the program's strengths?

- What are the program's areas of development?

- How have you related to the program leadership or management team?

- Have you had your communication needs met? What would you like to see done differently around communication?

- Do you have any concerns about the way the program is managed, delivers its services or areas of follow-up?

- What has been your experience of the referral and assessment panel/process? Strengths and areas of development?

- What sorts of things do you think could improve the outcomes for participants involved with this youth program?

- How well do you believe the families of young people have been engaged? What could be improved in this area?

EIYBC Program as a whole

- What is your perspective of the EIYBC Program as a whole?

- Where do you think they fit within a strategy for improving the lives and health of young people?

- How well do you think they are integrated with the broader strategy and the various initiatives that make up the strategy?

- How well do you believe the program is integrated within the broader service system?

- What sorts of things do you think could improve the outcomes for participants involved with the EIYBC Programs?